

AD-A167 820 FAMILY MEMBER EMPLOYMENT ASSISTANCE - IS THE ARMY'S
DIRECTION APPROPRIATE?(U) ARMY WAR COLL CARLISLE
BARRACKS PA W T HARVEY 03 APR 86

AD-A167 820 FAMILY MEMBER EMPLOYMENT ASSISTANCE - IS THE ARMY'S
DIRECTION APPROPRIATE?(U) ARMY WAR COLL CARLISLE
BARRACKS PA W T HARVEY 03 APR 86

1/1

UNCLASSIFIED

F/G 5/9

ML

A 5x15 grid of 75 small, dark, rectangular images, likely representing a large dataset of small objects or textures.



MICROCOPY

CHART

AD-A167 820

②

STUDY PROJECT

The views expressed in this paper are those of the author and do not necessarily reflect the views of the Department of Defense or any of its agencies. This document may not be released for open publication until it has been cleared by the appropriate military service or government agency.

FAMILY MEMBER EMPLOYMENT ASSISTANCE -
IS THE ARMY'S DIRECTION APPROPRIATE?

BY

LIEUTENANT COLONEL WILLIAM T. HARVEY, EN

DTIC FILE COPY

DISTRIBUTION STATEMENT A:
Approved for public release;
distribution is unlimited.

3 APRIL 1986

MAY 20 1986



US ARMY WAR COLLEGE, CARLISLE BARRACKS, PA 17013

86 3 19 03 5

UNCLASSIFIED

SECURITY CLASSIFICATION OF THIS PAGE (When Data Entered)

REPORT DOCUMENTATION PAGE		READ INSTRUCTIONS BEFORE COMPLETING FORM
1. REPORT NUMBER	2. GOVT ACCESSION NO. ADA 167820	3. RECIPIENT'S CATALOG NUMBER
4. TITLE (and Subtitle) Family Member Employment Assistance--Is the Army's Direction Appropriate		5. TYPE OF REPORT & PERIOD COVERED STUDENT ESSAY
		6. PERFORMING ORG. REPORT NUMBER
7. AUTHOR(s) LTC William T. Harvey		8. CONTRACT OR GRANT NUMBER(s)
9. PERFORMING ORGANIZATION NAME AND ADDRESS U.S. Army War College Carlisle Barracks, PA 17013-5050		10. PROGRAM ELEMENT, PROJECT, TASK AREA & WORK UNIT NUMBERS
11. CONTROLLING OFFICE NAME AND ADDRESS SAME		12. REPORT DATE 3 April 1986
		13. NUMBER OF PAGES 56
14. MONITORING AGENCY NAME & ADDRESS (if different from Controlling Office)		15. SECURITY CLASS. (of this report) UNCLASSIFIED
		15a. DECLASSIFICATION/DOWNGRADING SCHEDULE
16. DISTRIBUTION STATEMENT (of this Report) DISTRIBUTION STATEMENT A: Approved for public release; distribution is unlimited.		
17. DISTRIBUTION STATEMENT (of the abstract entered in Block 20, if different from Report)		
18. SUPPLEMENTARY NOTES		
19. KEY WORDS (Continue on reverse side if necessary and identify by block number)		
20. ABSTRACT (Continue on reverse side if necessary and identify by block number) This report researches the method the Army has chosen to implement a Family Member Employment Assistance (FMEA) program and compares the method to literature recommendations and experiential data. The Army has chosen to provide assistance by collocating two activities--the installation Civilian Personnel Office (CPO) and Army Community Service (ACS)--with very different functions and appoint the CPO as the "lead" agency in developing and implementing the program at the installation level. This attempt to collocate functions and (Continued)		

UNCLASSIFIED

SECURITY CLASSIFICATION OF THIS PAGE (When Data Entered)

UNCLASSIFIED

SECURITY CLASSIFICATION OF THIS PAGE(When Data Entered)

BLOCK 20 (Continued)

appoint a lead agency has created confusion and "turf" battles over which agency is responsible for what. The basic question to be answered is which agency should be the family member advocate and be perceived as the focus for assistance? Research for this effort has unequivocally indicated that the installation ACS should be the focal point for FMEA. The installation CPO should also provide assistance to family members where he is allowed to provide special treatment by law, regulation, or policy.

UNCLASSIFIED

SECURITY CLASSIFICATION OF THIS PAGE(When Data Entered)

The views expressed in this paper are those of the author and do not necessarily reflect the views of the Department of Defense or any of its agencies. This document may not be released for open publication until it has been cleared by the appropriate military service or government agency.

USAWC MILITARY STUDIES PROGRAM PAPER

FAMILY MEMBER EMPLOYMENT ASSISTANCE -
IS THE ARMY'S DIRECTION APPROPRIATE?

AN INDIVIDUAL STUDY PROJECT

by

Lieutenant Colonel William T. Harvey, EN

Lieutenant Colonel James F. Schoonover
Project Advisor

US Army War College
Carlisle Barracks, Pennsylvania
3 April 1986

DISTRIBUTION STATEMENT A:
Approved for public release;
distribution is unlimited.

ABSTRACT

AUTHOR(S): William T. Harvey, LTC, EN

TITLE: Family Member Employment Assistance - Is the Army's
Direction Appropriate?

FORMAT: Individual Study Project

DATE: 3 April 1986 PAGES: 52 CLASSIFICATION: Unclassified

→ This report researches the method the Army has chosen to implement a Family Member Employment Assistance (FMEA) program and compares the method to literature recommendations and experiential data. The Army has chosen to provide assistance by collocating two activities--the installation Civilian Personnel Office (CPO) and Army Community Service (ACS)--with very different functions and appoint the CPO as the "lead" agency in developing and implementing the program at the installation level. This attempt to collocate functions and appoint a lead agency has created confusion and "turf" battles over which agency is responsible for what. The basic question to be answered is which agency should be the family member advocate and be perceived as the focus for assistance? Research for this effort has unequivocally indicated that the installation ACS should be the focal point for FMEA. The installation CPO should also provide assistance to family members where he is allowed to provide special treatment by law, regulation, or policy.
↑

PREFACE

This Individual Study Project was researched and written for the Military Family Program of the US Army War College. The scope, methodology, and area of research were outlined by the author based on limited knowledge and intense interest of the subject area. This research paper is designed to objectively report on the Army's efforts to develop a Family Member Employment Assistance program. Limited analysis and conclusions were made without regard to existing policy or guidance. The assistance of Ms. Marilyn Keel of the US Army Community and Family Support Center and Mrs. Susan J. Harvey of the Education and Employment Resource Center, Ft. Belvoir, Virginia was a major factor in the completion of this project.



Approved For	
NTIS - COM&I	<input checked="" type="checkbox"/>
NTIS - TIS	<input type="checkbox"/>
Unclassified	<input type="checkbox"/>
Justification	<input type="checkbox"/>
By _____	
Distribution/	
Accession Codes	
Date of Review/for	
Printed/Original	
A-11	

TABLE OF CONTENTS

	Page
ABSTRACT	11
PREFACE.	111
CHAPTER I. INTRODUCTION	1
Employment Assistance.	3
Statement of the Problem	8
II. BACKGROUND	14
The Numbers Game	14
Rejection.	15
Job Search Procedure	16
Networking	17
III. EDUCATION AND EMPLOYMENT RESOURCE CENTER (FERC). . .	22
Information and Referral	23
Training/Counseling.	23
Job Bank	26
Operating Statistics and Client Demographics	27
IV. ONE-STOP MODEL	34
Program Development Increment Package.	34
Employment Expertise	37
Fort Knox One-Stop Experience.	39
V. CONCLUSIONS.	42
VI. RECOMMENDATIONS.	45
BIBLIOGRAPHY	47
APPENDIX A.	50

Chapter I

INTRODUCTION

The families of Army service members have received increased, and deserved, recognition as major contributors to the readiness of the Army since the 1960's. As Dr. Kathy Akerlund has pointed out:

Research has shown that the military member who has a family unhappy with the military is also going to be unhappy with the military and, therefore, will not make it a career. If there's no help or recourse for help, the service member is going to become a civilian.¹

Recently, Jerry Calhoun, an Assistant Secretary of Defense pointed out that:

productive families and healthy lifestyles contribute directly to the military mission. Programs that help people also help in attracting highly qualified young people into the Armed Forces and also contribute to good retention rates.²

Secretary of Defense Caspar W. Weinberger noted in his Annual Report to the Congress for Fiscal Year (FY) 1987 that:

Maintaining quality manpower is not simply a matter of dollars and cents. The commitment and devotion required to accept 24 hour-a-day duty, frequent and sudden moves to far corners of the world, family separation, and the ever-present risks inherent in serving in combat, are commonplace in the Services. This kind of devotion cannot be bought with money. If it could, we could not afford it. Such devotion also cannot be secured, especially in peacetime, if the basic needs of our military members and their families are not met. We must attend to these needs in special ways, consistent with the special demands we place on them. Their morale and our peace and freedom depend on it.³

Chief of Staff of the Army, General John A. Wickham, Jr., stated his commitment to Army families in his letter appended to the 1983 White Paper when he stated that:

the Army is an institution, not an occupation. Members take an oath of service to the Nation and Army, rather than simply accept a job. As an institution, the Army has moral and ethical obligations to those who serve and their families; they, correspondingly, have responsibilities to the Army. This relationship creates a partnership based on the constants of human behavior and our American traditions that blend the responsibility of each individual for his/her own welfare and the obligations of society to its members.⁴

The inclusion of Army families in General Wickham's description of the Army "institution" carries a very important message.

An analogy might be drawn with the notion that a 'church' is not simply a building or a piece of property, rather the essence of its existence lies in the body of individuals who share certain values and common identification and lifestyle. Individuals may occupy various roles and status within the institution but whether clergy or laity, they are no less a part of the whole. This is the case with the military wife. She is an integral part of the overall military institution.⁵

Recognizing that family needs are an integral part of the Army institution and that these needs were not being well-articulated to the Army leadership, Army Family Symposia were held in 1980, 1981, and 1982 (sponsored initially by military wives) to begin a dialogue on the needs of Army families and to take a responsible role in the partnership between the Army and Army families. These symposia identified a number of issues which families identified as needs based on the demands placed upon them by military life. One of these issues was "Employment assistance--a referral service which responds to the special needs of the Army family."⁶

The purpose of this effort is to factually understand the need for employment assistance by the military spouse, explore the actions taken by the Army since the Family Symposia, expose various methods of

providing employment assistance, and draw conclusions and make recommendations on what appears to be the best direction the Army should take in providing employment assistance.

EMPLOYMENT ASSISTANCE

Why is employment assistance needed by the military spouse? What makes it an issue to be brought before senior Army leadership for visibility? For a partial answer we can look at the changes in American society that have had/will have profound impact on the expectations and desires of the Army spouse. The following information does not directly reflect on the Army spouse/family population, but strong inference can be drawn that major societal changes will have similar impacts on the Army.

- o The most dramatic of the demographic shifts is the unprecedented entry of large numbers of women into the work force. David Bloom, a Harvard economist and demographer, calls it 'the single most important change that has ever taken place in the American labor market.' More than half of all women of working age are in the labor force, compared with 37.7 percent in 1960. By 1995 that number is likely to grow to more than 60 percent.⁷

- o Women accounted for 44 percent of the civilian labor force in 1984, up from 30 percent in 1960, according to the Department of Labor.⁸

- o The portion of women in the civilian labor force, defined as employed or looking for work, grew to 54.8 percent in November 1985 from 37.6 percent in 1960.⁹

- o Women accounted for 65 percent of the growth in the civilian labor force from 1960 to 1984.¹⁰

- o By 1981, 48 percent of married mothers with pre-school children worked, compared to 19 percent who were part of the labor force in 1960.¹¹

o The Census Bureau's 1985 annual Population Profile of the United States reports that the American population is becoming more highly educated. Of the 15-34 year olds, 86 percent have high school diplomas; 24 percent are college graduates. The proportion of women graduating from college is rising while the proportion of men is falling. Most of the increase is due to women beginning or finishing college in later years.¹²

o Women now comprise more than 50 percent of the undergraduate population, 55 percent of accounting students, 45 percent of graduate students, over 30 percent of MBA candidates, and almost 50 percent of law students.¹³

o Women have been involved in careers for some time. However, in the past they were in jobs allowing for more mobility (i.e., teachers, nurses, support personnel) than the kinds of jobs women are holding now and are being educated for.¹⁴ As David Reisman, a Harvard University sociologist has stated, 'The really important shift has been from jobs to careers.'¹⁵

o Women--notably working mothers--exploded into the workplace in the '80's and are the fastest growing segment of the USA's job market. . . . In the last half of the decade, look for family issues to top the USA's business agenda.¹⁵

o Women have entered the work force and stayed largely for economic reasons. . . . Since the 1960's and 1970's, more women have had to go to work to support themselves and their children because of divorce, or have worked to compensate for a decline in their husbands' earning power. Since 1973, there has been a general decline in men's earnings.¹⁶

o The Economic Policy Council, an advisory group to the United Nations, says that less than 10 percent of American families fit the mold of a couple with children where the husband is the sole provider.¹⁷

o The American population is moving less. Between 1982 and 1983, 36.4 million people changed residences, a shifting of 16 percent of the population. The 1960-61 mobility rate was 21 percent.¹⁸

o According to a survey conducted by Catalyst, a nonprofit organization that researches career and family options for women and men, 70 percent of the companies surveyed said they knew spouse assistance could affect the acceptance or rejection of a relocation, but only 19 percent had a formal policy of any type. While 19 percent seems small, it is a significant increase from 4 percent which had spouse assistance policies 2 years ago. Catalyst expects spouse assistance to be a standard part of corporate relocation policy in the next few years.¹⁹

The following statistics on the military spouse/family can be compared with the foregoing to get a perspective and appreciation for the spouse employment issues the Army faces. In some cases the statistics apply only to the Army; in most, they apply to all services since no indepth statistical (demographic) data base exists on Army families. A thorough review of the literature by Whitley uncovered no study on the career development of military spouses.²⁰

o The percentage of Army officers married is 73; enlisted is 51 percent. The total of all soldiers married is 54 percent. There are 422,000 Army spouses and 751,000 children. Approximately 20 percent of Army family members live outside of CONUS, and 80 percent in CONUS.²¹

o Eighty-five percent of spouses of military personnel are female, most not in uniform.²²

o By 1983 the percentage of employed spouses of military service members exceeded 50 percent. The number of two-earner families grew quickly in the 1970's and slightly surpassed the percentage in American society.²³

o The working military wife's job contributes 33 percent to the family income while the civilian spouse contributes 19 percent.²⁴

o In March 1984, 17 percent of military wives actively seeking jobs were unemployed which is approximately three times the unemployment rate for civilian wives.²⁵

The statistics on military wives, considered along with those from society as a whole, indicate clearly that the majority of military wives have expectations of working at some type of paid employment. The aim of this paper is not to determine or justify why spouses expect to work, but to accept that as a given and deal with the Army's attempt to provide assistance.

The need for the Army to provide employment assistance derives from service relocation policies. From the military family perspective, relocations are primarily negative events. It usually costs the family money to move (seldom do reimbursements equal expenses); the relocation is not normally associated with a promotion for the service member or an increase in pay or social status; total disruption of the family's social support structure (friends, social habits, etc.) comes with the move; and if the spouse works, a total loss of one income is normally experienced for several months (this impact occurs for over 50 percent of Army families) or longer. Contrast this with a civilian relocation which normally includes: a promotion or increase in pay and social stature; no loss of family funds due to relocation (the average corporate cost of relocating an employee owning a home is now \$46,800.²⁶); and here, too, a possible loss of income for a working spouse. However, the civilian spouse has about a 20 percent, and increasing, chance of receiving employment assistance from the relocated spouse's company.

If the Army did not periodically and frequently (every 2 to 3 years) relocate service members, it is conceivable that there would be little need for employment assistance. The following excerpt from an unsolicited letter sent to a military colleague by a senior officer's

wife relocating from Korea to Germany vividly demonstrates the frustration the Army spouse experiences.

. . . will be anxious to get to his new position and I will try to get some type of employment. I've already gotten so many rejections about working in West Germany (US civil service, DODDS, and private industry) I could paper a wall with them. . . . The entire hiring system is disgraceful and the DOD civilian community, hired from CONUS at great expense (most with Korean wives), enormous salaries, and exceptional benefits, even though there are military spouses in Korea qualified and available, reap the benefits. You can forget about fairness in hiring for the military spouse! It's very common here and my understanding is that it's the same in Germany. Helping the military family is a joke.

While one could argue ad infinitum about the validity of her statements, her thoughts clearly illustrate a feeling of rejection, frustration, and a negative outlook on the upcoming relocation. Her perception is also her reality. It would be safe to predict that the level of stress in this family over the upcoming relocation will be significantly high. Her statements also do not exhibit any feeling of commitment or loyalty on her part toward the Army.

Unfortunately the feelings in this letter are not uncommon.

. . . the military wife is considered transient and temporary because of her husband's status, (thereby) finding employment is difficult . . . once found, she is consistently paid less than her civilian counterpart. Most often placed in clerical jobs (41.8 percent); career development progression or advancement is a lost dream. She is continually starting over at entry level positions with each change of station.²⁷

I could never even think about a promotion. I was in one entry level job after another because we moved so much but, I continued to stay in the field because I could always get a job.²⁸

A short study by the Department of Defense Manpower Data Center in 1984 of 516 military family members employed in GS positions overseas

and returning to CONUS (under Executive Order 12362) indicated clearly that the majority (57.7 percent) were hired at lower grades than they held overseas. For those holding overseas jobs at GS-5 to GS-7, 81 percent were hired at lower grades and 2 percent at higher grades.²⁹

STATEMENT OF THE PROBLEM

The Army has recognized that employment assistance for spouses of service members is an issue to be addressed and formalized as a program. Employment assistance was discussed in the Chief of Staff, Army's 1983 White Paper on the Army Family, directed for action in Army Family Action Plan (AFAP) I, dated 8 January 1984 and AFAP II, dated 20 May 1985, and received initial funding in the FY 1986 Army budget.

The methodology of providing employment assistance has been evolving since 1982. AFAP I and II both contained directives to complete a "capstone" regulation, directive, or document to define the Army's Family Member Employment Program. As of this writing this document is partially drafted. Army Regulation (AR) 608-1, Army Community Service Program, was changed in 1983 to include an employment assistance program patterned after a pilot project begun by a group of 20 military spouses and volunteers at Ft. Belvoir, Virginia in 1982. The philosophy of this program was to provide an information and referral service, training/counseling, and a job bank. The information and referral service covers training programs and employment opportunities available, from both Federal and civilian agencies. The training/counseling program teaches self-help skills based on the fundamentals of a mobile lifestyle. The job bank provides an immediate

opportunity for paid employment.³⁰ The program would also include employment opportunities for teenage family members.

In July 1984 an operation letter was released by the US Army Civilian Personnel Center (CIVPERCEN) detailing the implementation of One-Stop Employment Information Centers at Army installations. The letter was jointly developed by CIVPERCEN and the Army Community Service Division of the Community and Family Support Center. The One-Stop concept was modeled after an initiative at Ft. Knox, Kentucky. The letter explained the concept as:

A One-Stop Employment Information Center is a systematic, cost-effective approach for providing employment information and referral services to job applicants, especially highly mobile family members. . . . As a minimum, the concept revolves around the availability of all employment information and referral services in one central location.³¹

The provisions of the Army Community Service (ACS) employment assistance program, to include non-Federal employment opportunities, was directed to be collocated with the Civilian Personnel Office (CPO) function of providing Army and other Federal job information and applications. The letter left open the lead agency in coordinating/administering the program. Subsequent guidance has established the CPO as the lead in the One-Stop Center and in implementing the Family Member Employment Program at Army installations.³²

The Army has attempted/is attempting to establish an employment assistance program with components from two very diverse activities of an Army installation; one established to provide services to the Army family, and the other established to be the Army's employer of civilian personnel. This approach has created confusion, frustration, and hostility from family members, major commands, Civilian Personnel and

Army Community Service Officers, and others who have differing views on the method of providing employment assistance. This is illustrated by the following:

- o A quote from Mr. Denny Kerr, CPO recruitment and placement branch chief at Ft. Sill, OK, 'One-Stop is strictly an information center to let people know what types of jobs are available, what the qualifications are and how to apply.' Kerr said ACS representatives will have employment information for personal services like babysitting, housekeeping, and yard work.³³

- o In a letter to Mr. Ray Sumser, Director of Civilian Personnel, Department of the Army, from a representative of the National Military Family Association, Inc.,: 'It is understandable that there might be some confusion about the proper way to address the problem and launch a program that involves more than one directorate.'³⁴

- o Feedback from the ACS Training Workshop held in Washington, DC, 14-19 July 1985: "Proponency of One-Stop. Numerous opinions were voiced "that's a CPO function;" "we don't want our ACS volunteers working in CPO;" "we just want to deal with Family Members." Emotions ran rampant in a discussion of the proponency issue. For the most part, participants felt that ACS should own the program. Co-location of Services in One-Stop. USAREUR was particularly adamant about not wanting to be colocated.³⁵

Thus, it appears the Army has a real problem in formally focusing on and defining an employment assistance program which has widespread acceptance and is perceived as relevant. The following chapters will discuss approaches recommended by literature and experiential programs and attempt to draw conclusions and constructive recommendations for an Army employment assistance program.

CHAPTER I

ENDNOTES

1. Dr. Kathy Akerlund, "The Military Parent," Army Times, 2 December 1985.
2. "Importance of Families Noted by Military," Military Family Life, January-February 1986, p. 3.
3. Caspar W. Weinberger, Annual Report to the Congress, Fiscal Year 1987, p. 46.
4. General John A. Wickham, Jr., White Paper 1983, the Army Family, 15 August 1983.
5. Major James A. Martin, "The Military Wife," Medical Bulletin of the US Army Europe, January 1984, p. 12.
6. Wickham, p. 11.
7. "Changing Profile of the US Labor Force," U.S. News and World Report, 2 September 1985, p. 46.
8. Nell Henderson, "Women and Credit: Yesterday's Pariah, Today's Market," Washington Post, 12 January 1986, p. C9.
9. Ibid.
10. Ibid.
11. "Spouse Assistance is a Growing Concern," Merrill Lynch Relocation Management Quarterly, Vol. 10, No. 4, date unk.
12. Paul Clancy, "Married Couples' Numbers Decline," USA Today (Washington, DC), 8 November 1985, p. 2A.
13. Merrill Lynch.
14. Ibid.
15. Jane Ashley, "Women Put Big Pressure on Business," USA Today (Washington, DC), 26 December 1985, p. 1A.
16. Henderson, p. C9.
17. Jack Kelley, "Day-Care Help Wanted for Working Moms," USA Today (Washington, DC), 17 January 1986, p. 1A.

18. Clancy, p. 2A.
19. Merrill Lynch.
20. Dr. Kaye Whitley, An Analysis of the Vocational Life Stages of Military Wives, unpublished Doctoral Thesis, 1 March 1986 (TBP o/a 1 April 1986).
21. LTG Robert M. Elton, Lecture, Carlisle Barracks: US Army War College, 17 December 1985.
22. Dr. Kathy Akerlund, "How to Keep a Career: Women Juggle Jobs, Military Life," Army Times, 18 November 1985, p. R3.
23. Whitley.
24. Wickham, p. 9.
25. Whitley.
26. Merrill Lynch.
27. J. Pearson, Unpublished Statement before the US Congress, Military Appropriations Committee, National Association of Military Wives, 1981.
28. Whitley.
29. D. Richard McGonigal, Defense Manpower Data Center letter, SER 84W-133, 13 July 1984.
30. Susan J. Harvey, Education and Employment Resource Center Program Presentation for Congressional Visit to Fort Belvoir, cited with special permission of Mrs. Harvey, 14 June 1985.
31. William M. Frailey, US Army Civilian Personnel Center letter, subject: Operation Letter Number 1-Family Member Employment Assistance: One-Stop Employment Information Centers, 27 July 1984.
32. LTG Robert M. Elton, Deputy Chief of Staff, Personnel, US Army letter, subject: Army Family Member Employment Assistance Program, 18 February 1986.
33. Ronda Scott, "One Stop for Job Information at Fort Sill," Community and Family Sentinel, April 1985, p. 12.
34. Lynne L. Armstrong, National Military Family Association, Inc., letter to Mr. Ray Sumser, 8 April 1985.

35. Information Paper, "Army Community Services (ACS) Training Workshop-Family Member Assistance Concerns," Army Community Service Workshop, 14-19 July 1985.

CHAPTER II

BACKGROUND

The methodology and focus of employment assistance provided by the Army should perpetuate processes that are productive for the unique situation of the Army spouse. Special cognizance has to be taken of the spouse and her transient lifestyle. If she has worked previously, it is highly probable that she has worked in a variety of employment areas and could be considered to have more than one career field. If she is an Army spouse who has never worked, it is highly probable she will work in more than one career area during her vocational life. Job-search literature provides valuable insights into the process for which the Army spouse should be prepared.

THE NUMBERS GAME

Richard Bolles in his book, What Color is Your Parachute?, describes the traditional American job-hunt process.

For the job-hunter to get a job they really like, they need to have two or three job offers to choose among.

In order to get these two or three offers, the job-hunter probably ought to have at least six interviews at different companies.

In order to get those six interviews at different companies he or she must mount a direct mail campaign, sending out resumes to prospective employers.¹

He goes on to explain that for each 100 resumes sent out the job hunter can expect to get 1-2, 2-3, or 3-4 invitations for an interview depending on which expert is talking. Thus, to conclude the game the

job seeker should send out at least 500 resumes, and some experts say 1000-1200.²

Bolles sums up his view of the job-hunt: "The whole process of the job-hunt in this country is Neanderthal."³

Year after year our 'system' condemns man after man and woman after woman to go down the same path, face the same problems, make the same mistakes, endure the same frustrations, go through the same loneliness, and end up either still unemployed after an inordinately long period of time, or - what is much more likely - underemployed, in the wrong field, at the wrong job, or well below the peak of our abilities.⁴

For the great majority (80-95 percent) of job-hunters who use this traditional system, it does not work. Second careerists, which could aptly describe most military spouses, have the most difficulty with this system. The one thing the system does accomplish is the lowering of an individual's self-esteem and their expectation as to what they will settle for.⁵

REJECTION

Even though Bolles' description of the job-hunt system is negative, it never-the-less is the system and job-hunters should understand the system to insulate them from its negative effects and for them to maintain a positive outlook. If the job-hunter does not understand the system, they can, and probably will suffer from what Bolles calls rejection shock.

Rejection shock sets in when the unemployed person has played the Numbers Game, religiously following all instructions, and is still unemployed. This leads to a conviction that something is personally

wrong with them, which in turn lowers expectations and turns to depression, desperation, or apathy. Thus, a life crisis has occurred which will negatively affect personal and family relations.⁶

Rejection feelings also occur when the Numbers Game has partially worked, and the job seeker has gotten a job in which he/she is underemployed. Underemployment can lead a person to feel undervalued, ill-at-ease, underpaid, and poorly used. A person accepts underemployment because he/she thinks something is wrong with him/herself.⁷

Certainly, the symptoms of rejection and underemployment can be detected in the words quoted from the Army spouses' letters in Chapter I. It would be reasonable to assume that these are not the only Army spouses who will feel rejection when moving time rolls around.

JOB SEARCH PROCEDURE

Bolles recommends that if a person is job hunting and currently employed or unemployed he/she should: first, define what are his/her favorite skills; then determine where the person wants to use their skills; and, lastly, figure out how to find such a job. If the job seeker wants to go back to school for retraining or additional training, or to find part-time or volunteer work, this process still needs to be followed. The one difference in the job search process for retraining/education is a determination of what skills the individual already has and where he/she needs additional training/education.⁸

Basic research by Whitley of the vocational life stages of the military wife confirms Bolles' hypothesis that skill identification, job interest, and knowledge of how to find a job which matches skill and

interest are crucial information in the job search. These were the highest rated concerns expressed by military spouses in Whitley's research.⁹

The timeframe for the traditional job search process will vary by individual, but could average approximately 4 months if the job seeker works completely through all three phases. The time could be longer if the person seeks no outside or professional help, but relies on literature or other means. The time can be shortened by outside professional/trained assistance.

NETWORKING

When the job-hunter is determining how to find the job that is appropriate for their skills and desires, many avenues are open to them. Table 1 gives statistics on the use and effectiveness of various job search methods. The statistics in the table are from a 10-year old study but are still considered valid today. As can be seen from the effectiveness rates, the individual who was personally involved or could plug into a "network" which was aware of their skills, was more successful. For example, an individual who applied directly to employer (implies a recommendation or personal knowledge of the existence of the job) had an effectiveness rate of 47.7 percent. Other high rates using a network are: asked friend about job where they work, 22.1 percent; asked relatives about jobs where they work, 19.3 percent; private employment agency (which is a highly developed employment network), 24.2 percent; and a union hiring hall, 22.2 percent. Answering local newspaper ads also had an unexpected relatively high effectiveness rate, 23.9 percent, even though a study conducted in two cities revealed that

TABLE 111

USE AND EFFECTIVENESS OF JOB SEARCH METHODS

<u>METHOD</u>	<u>Usage*</u>	<u>Effectiveness rate**</u>
Applied directly to employer	66.0%	47.7%
Asked friends about jobs where they work	50.8%	22.1%
Asked friends about jobs elsewhere	41.8%	11.9%
Asked relatives about jobs where they work	28.4%	19.3%
Asked relatives about jobs elsewhere	27.3%	7.4%
Answered local newspaper ads	45.9%	23.9%
Answered nonlocal newspaper ads	11.7%	10.0%
Private employment agency	21.0%	24.2%
State employment service	33.5%	13.7%
School placement office	12.5%	21.4%
Civil service test	15.3%	12.5%
Asked teacher or professor	10.4%	12.1%
Went to place where employers come to pick up people	1.4%	8.2%
Placed ad in local newspaper	1.6%	12.9%
Placed ad in nonlocal newspaper	.5%	***
Answered ads in professional or trade journals	4.9%	7.3%
Union hiring hall	6.0%	22.2%
Contacted local organization	5.6%	12.7%
Placed ads in professional or trade journals	.6%	***
Other	11.8%	39.7%

* Percent of total job seekers using the method.

** A percentage obtained by dividing the number of job seekers, who found work using the method, by the total number of job seekers who used the method, whether successfully or not.

*** Base less than 75,000.

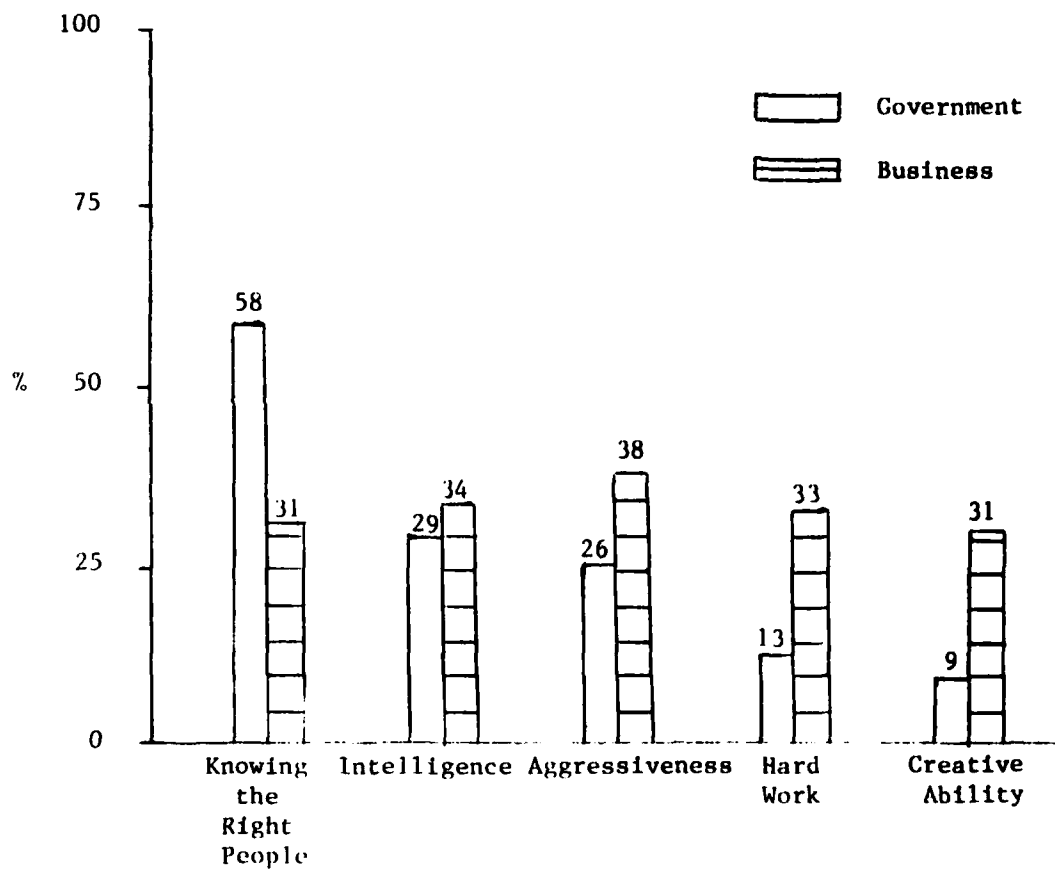
85 percent of employers in San Francisco and 75 percent in Salt Lake City, did not hire any employees through want ads in a typical year.¹⁰ Of special interest is the relatively low effectiveness rate of the state employment service, 13.7 percent, and use and effectiveness rates of the civil service test, 15.3 percent and 12.5 percent, respectively.

Table 2 shows statistics from a recent Roper Poll that is not directly reflective of the value of networking in finding a job in government and business. The table depicts the qualities most important to success in the government and private business. However, it can be extrapolated that if knowing the right people is important to success, and it certainly appears to be very important in the government, that it must be important in the hiring/promotion process. In any event, knowing the right people appears to be as important as other desired qualities/skills.

A major concern expressed in interviews of military spouses by Whitley was a need for military officials to recognize the necessity of a "network" between military installations to shorten the job search for spouses.¹²

TABLE 2

The Qualities Most Important To
Success in Government and Business



SOURCE: ROPER POLL OF 1,997 ADULTS.

CHAPTER 11

ENDNOTES

1. Richard N. Bolles, What Color is Your Parachute?, p. 11.
2. Ibid.
3. Ibid., p. 9.
4. Ibid., pp. 9-10.
5. Ibid., p. 12.
6. Ibid., pp. 14-15.
7. Ibid.
8. Ibid., pp. 68-69.
9. Dr. Kaye Whitley, An Analysis of the Vocational Life Stages of Military Wives, unpublished Doctoral Thesis, 1 March 1986 (TBP o/a 1 April 1986).
10. Bolles, pp. 20-21.
11. Ibid., p. 38.
12. Whitley.
13. Elys A. McLean, "How You Can Gain Success," USA Today (Washington, DC), date unk.

CHAPTER III

EDUCATION AND EMPLOYMENT RESOURCE CENTER (EERC)

The Education and Employment Resource Center (EERC) has been in existence at Ft. Belvoir, Virginia since 1982. It currently functions as a part of the Army Community Service program and provides military family members a variety of resources on employment and educational opportunities in the Washington, DC metropolitan area. The agenda of the EERC has undergone many changes and has evolved over the years through a tremendous diversity of input and experiences from military spouses of service members from all ranks and military services. This evolution has expanded the EERC's focus from simply providing employment information and referral to a focus on the root cause issue, relocation, which creates the need for assistance.

The Center has two salaried positions, a director and administrative assistant, and functions with 12 to 16 volunteers. The director's position became salaried in mid-1983; first, as a contract employee from the US Department of Agriculture's Graduate School and, beginning in October 1985, as a temporary GS-9 civil service position. The administrative assistant was established as a temporary GS-3 civil service position in July 1984.

A major goal of the EERC is to assist the mobile Army spouse to develop and maintain a continuing sense of personal growth and development which reduces perceived fragmentation of their lives as the result of numerous relocations.¹ This is similar to what the Army's

relocation policy, job progression, education emphasis, and promotion's do for the service member.

How effectively family members incorporate major lifestyle changes can largely be determined by awareness, understanding, and preparedness.² Specific skills are required by spouses to counteract the negative effects of mobility and to prepare them to relocate and successfully compete for employment in a new location or to continue educational pursuits begun at a previous duty station.³ The EERC's services can be broken down into three overlapping areas of emphasis which will be discussed in the following sections.

INFORMATION AND REFERRAL

The EERC maintains up-to-date information on training programs and employment opportunities available in the Washington, DC area through interfacing daily with both civilian and military agencies. The Center receives clients referred by these agencies for its services, and refers clients for other agency services, such as financial counseling, child care opportunities, volunteer opportunities, federal and state employment, private employment, educational options, local job training activities, etc. The Center also works with other relocation programs of the State Department, Federal Bureau of Investigation, and private organizations.⁴

TRAINING/COUNSELING

The EERC's training/counseling program teaches self-help skills based on the fundamentals of a mobile lifestyle. These services have

expanded based on demand and have changed as family member needs have been more clearly identified.

The EERC workshops, services, and lectures include, but are not limited to, the following:

- Dynamics of a Mobile Lifestyle
- Stress Management Based on a Mobile Lifestyle
- Portable Careers
- Life/Career Planning
- Credentialling Volunteer Experience
- Massey Tapes
- Developing and Maintaining a Portfolio
- Resume Writing
- Understanding the Federal Employment System
- Current Educational Opportunities
- Available Resources in Northern Virginia
- New Age Thinking for Achieving Your Potential
- New Careers for the 80's
- Opportunities in Management
- Future Trends in Employment
- Effective Counseling Techniques
- The Abilene Paradox
- Impact of Mobility on Military Families
- How to Start Your Own Business
- Child Care: A Dual Career Issue
- Reality Therapy
- Volunteer Management

Opportunities for Summer Employment

Employment Opportunities⁵

A number of popular/valid skills assessment instruments, such as the Myers-Briggs Type Indicator (MBTI), the Harrington-O'Shea Career Decision Making System, the Jackson Vocational Interest Survey, Richard Bolles'--The Quick Job Hunting Map, etc., are used to identify client skills/interests for exploration of employment/volunteer and personal growth opportunities.

The EERC also serves as a practicum site and research center for bachelors, masters, and doctoral candidates who are investigating mobility and spousal career issues.⁶ These efforts have provided valuable insights into the real needs of the mobile military spouse.

The training program of the EERC has gone far beyond the training assistance of individual clients. For over 2 years other military installations (including the Army, Air Force, Navy, Coast Guard, and Marines) have attended tailored training at the EERC to assist them with starting similar programs at their installations and capturing the essence of the EERC experience. The director of the EERC has taught spouse mobility and employment issues at the Army Community Service Management Course at Ft. Benjamin Harrison for over a year. In April 1986 approximately 20 installations, representing all military services, will attend a 3-day course on the operating principles and procedures of the EERC. The increasing number of requests in the latter half of FY 86 is probably due to the fact that FY 86 is the first funding year for the ACS family member employment program. Attached at Appendix A is a listing of agencies/installation representatives that have visited the

EERC, received a briefing on EERC operations, or received extensive information via telephone on EERC organization and operations.

An interesting note here is that one installation representative, responsible for the ACS portion of the one-stop employment program, was not allowed to attend training at the EERC in April 1986 due to her status as a contract employee which was interpreted by the installation CPO as meaning she was fully qualified and was not eligible for training. As pointed out earlier, there is limited knowledge of the military spouse's needs, and it certainly does not reside in private business enterprises.

The outside training efforts, requested by other installations, of the EERC have been on a shoestring budget of "how can we provide the best training at no cost," since Ft. Belvoir is not resourced for this level of effort.⁷ Applicable outside expertise, from academia and private businesses, for this training has been solicited and donated on a no-fee basis due to the nonavailability of funds.

JOB BANK

The third service provided by the EERC is a job bank. Since a number of clients cannot afford the luxury of waiting to attend training programs, the EERC job bank provides immediate opportunity for employment.

Through extensive outreach with the civilian community, the installation CPO, and other federal job centers the EERC maintains a job bank of an average of approximately 600 jobs, varying widely in skill requirements and salary level. This outreach effort has developed an extensive "network" of job sources, to include private employment

agencies for highly skilled spouses, which provide excellent background information on local employment opportunities.

OPERATING STATISTICS AND CLIENT DEMOGRAPHICS

Partial statistical and demographic history of the EERC's clients for FY's 83-85 are shown in Tables 3 and 4. The statistics and demographics for FY 83 are sketchy due to that being the first year of operation of the Center.

Table 3 indicates that there is a high level of interest in the services of the EERC and a great deal of success in placing spouses in salaried and nonsalaried (volunteer) positions. Due to the popularity and knowledge of the EERC training courses, the Center no longer has a great need to highly publicize its training. The classes are normally filled prior to publicity. The publicity merely adds to the waiting list for training.

The cost effectiveness of the EERC can be calculated using the number of salaried placements. The director and administrative assistant cost less than \$50,000/year. The 1,632 personnel placed in FY 85 will have an average salary of approximately \$1,000/month (some make less, most make more). The return on investment would be:

$$\frac{(\$1,000/\text{month}) (12 \text{ months}) (1,632 \text{ clients})}{\$50,000} = 391.7$$

Thus military families receive approximately 400 times in salary what the government has invested. This calculation in no way reflects the intangible benefits spouses receive from the training/counseling programs, and does not include the benefits to the government from the volunteer hours at the EERC or for other organizations. This high rate

TABLE 38,9,10

CLIENT DATA, BY FISCAL YEAR (FY), FOR EERC

	<u>FY</u>		
	<u>83*</u>	<u>84</u>	<u>85</u>
1. Number of clients registered for initial visit	226	363	444
2. Number of personal contacts (clients coming into the Center to use resources, inquire about job listings, attend follow-up counseling appointments	**	5,141	5,231
3. Number of telephone contacts	1,824	18,140	9,767
4. Number of workshop participants	200	1,289	2,541
5. Number of workshops held	**	56	84
6. Number of active duty clients	**	74	101
7. Number of youth (12-16 years) clients	**	**	262
8. Number of EERC volunteers	**	22	32
9. Number of EERC volunteer hours	**	6,326	3,334
10. Number of clients employed (salaried) through counseling/training programs	**	1,401	1,632
11. Number of clients employed as volunteers (nonsalaried) through counseling/training programs	**	**	261

* First year of EERC establishment

** Statistic not available/kept

TABLE 48,9,10

CLIENT DEMOGRAPHIC DATA, BY FISCAL YEAR (FY), FOR EERC

	<u>FY</u>		
	83	84	85
1. Sponsor Service (by %)			
Army	72%	71%	70%
Air Force	10	9	6
Navy	6	5	6
Marine	2	3	4
Coast Guard	2	2	2
Federal Employee	--	--	12
Unk	8	10	0
2. Sponsor Rank (by%)			
E1-E4	16%	12%	23%
E5-E9	34	36	32
W01-CW4	UNK	2	1
01-03	[36	20	12
04-05		12	18
06-above	7	9	4
Federal Employee	--	--	10
Unk	7	9	0
3. Client Age (by %)			
Under 16		--%	2%
16-20 years	5	5	8
21-25 years	16	20	25
26-30 years	21	21	17
31-35 years	[31	17	14
36-40 years		13	18
41-45 years	[18	15	10
46-above		5	6
Unk	9	4	--
4. Client Education (by %)			
Less than high school degree	3%	3%	4%
High school degree	39	35	39
College courses	29	29	23
College degree	23	27	25
Graduate degree	6	5	9
Unk	0	1	0
5. Client Employment History (by %)*			
Continual	8%	18%	30%
1-2 years recent	14	15	6
3-5 years recent	20	16	6
Re-entry	15	14	28
Sporadic	25	22	26
No experience	1	3	3
Unk	17	12	1

TABLE 4 (Cont)

	<u>FY</u>		
	<u>83</u>	<u>84</u>	<u>85</u>
6. Client Sex (by %)			
Female-spouse	--	89%	88%
Male-spouse	--	8	6
Female-daughter	--	1	3
Male-son	--	2	3
7. Children (by %)			
None	--	--	44%
1-2	--	--	38
3 or more	--	--	9
Unk	--	--	9

* Definitions of employment history:

- o Continual - no gaps between jobs
- o 1-2 year recent - employed until 1-2 years ago
- o 2-5 year recent - employed until 2-5 years ago
- o Re-entry - employed more than 5 years ago
- o Sporadic - work experiences with interruptions and gaps
- o No experience - never worked for payment

of return can be qualitatively related to increased commitment to the Army since the Army facilitated the employment process, provided the employment network, and provided realistic feedback, attempting to avoid rejection shock.

The client demographics in Table 4 indicate that the predominant client at the EERC is the female spouse of an Army enlisted soldier. The population is relatively young (50 percent less than 30 years) and a relatively large percentage are in the age group (21-25 years) where retention of the service member is an important issue. The clients are relatively well educated with greater than 50 percent having college experience, and almost all having at least a high school degree. Additionally, the majority of clients do not have a history of continual employment, which is an indicator of a fragmented, mobile lifestyle. This also clearly indicates a need for training/assistance for the military spouse.

Whitley's study of the military wife, from EERC clients,, determined a typical profile of the spouse most concerned with her career. She is under 30 years of age; has been a military wife less than 10 years; has moved less than five times; is married to a junior enlisted man; and has no children. As Whitley states: "This suggests that the wife who is the most career oriented is married to the men that are crucial to the military in terms of retention of forces."¹¹

Another interesting statistic which is not included is that of all personnel (1401 in FY 84 and 1,632 in FY 85) placed in employment by the EERC, significantly less than 1 percent were placed in federal government employment. This occurs in an area of probably the highest concentration of federal employment in the world. This could indicate

several things; a low interest in federal employment; an inability to qualify for appropriate skill level in federal employment; or that federal employment centers (CPO's) were satisfying applicant job needs and making the services of the EERC unnecessary for those wanting federal employment. An interview with the Director of the EERC disclosed that the complexity and time-consuming process of obtaining federal employment combined with a normal requirement to take entry-level positions below the client's skill level made federal employment undesirable when civilian employment was available.¹²

Responses to a questionnaire in 1985 by civilian personnel working with the Army and by Army service member respondents provided further confirmation that a very low percentage of military family members are actually seeking employment with the Army.¹³ The questionnaire was prepared and evaluated as part of a Civilian Personnel Center effort to assess family member employment assistance efforts.

CHAPTER III

ENDNOTES

1. Army Community Service (ACS), Ft. Belvoir, VA, "EERC Program Guidelines," p. 45.

2. Susan J. Harvey, Education and Employment Resource Center Program Presentation for Congressional Visit to Fort Belvoir, cited with special permission of Mrs. Harvey, 14 June 1985.

3. ACS.

4. Harvey.

5. ACS.

6. Ibid.

7. Interview with Susan J. Harvey, Director, Education and Employment Resource Center, Fort Belvoir, Virginia, 9 March 1986.

8. LTC Thomas A. Herre, US Army Engineer Center and Ft. Belvoir letter, subject: FY 83 Statistical Report for EERC, 6 December 1983.
9. LTC Paul J. Tuohig, US Army Engineer Center and Ft. Belvoir letter, subject: Information on Fort Belvoir's Education and Employment Resource Center, 25 October 1984.
10. LTC Paul J. Tuohig, US Army Engineer Center and Ft. Belvoir letter, subject: Information on Fort Belvoir's Education and Employment Resource Center, 22 October 1985.
11. Dr. Kaye Whitley, An Analysis of the Vocational Life Stages of Military Wives, unpublished Doctoral Thesis, 1 March 1986 (TBP o/a 1 April 1986).
12. Harvey, 9 March 1986.
13. US Army Civilian Personnel Center (CIVPERCEN), Study of Family Member Employment Assistance, FY 1985, p. F.2.

CHAPTER IV

ONE-STOP MODEL

In Chapter I the concept of the One-Stop Model for providing employment assistance to Army spouses was briefly discussed. In this chapter the One-Stop Model will be discussed in more detail and its applicability to providing service to Army spouses will be analyzed.

PROGRAM DEVELOPMENT INCREMENT PACKAGE (PDIP)

The latest PDIP implementation directive for the implementation of the Army's Family Member Employment Program was published on 16 April 1985.¹ The PDIP contained general guidance for implementing the ACS Family Member Employment Program. The ACS program would basically contain an *Information and Referral service*, Training program (Employment and Personal Development Training Workshops), and a Job Bank for private (civilian) sector and volunteer employment. The basic structure of the ACS program is philosophically similar to the EERC at Ft. Belvoir, and includes the type of employment assistance recommended in Chapter II.

The method for implementing the ACS program at an installation was covered in the PDIP in appended definitions of a comprehensive and modified One-Stop Model. This guidance provided the integration of CPO and ACS functions.

The definition of the comprehensive One-Stop Model is:

A comprehensive One-Stop Model consists of the establishment of an installation One-Stop Employment Information Center which has, in one location, the following components.

(1) Representatives and/or position vacancy information and application procedures on federal, non-appropriated, Army/Air Force Exchange, Section VI Schools and State Employment Jobs.

(2) The ACS employment, education and volunteer information on local military and civilian resources.

(3) The ACS private sector job bank.

(4) ACS job search assistance and counseling for skill identification and employment options.²

The modified One-Stop Model would have, in one location, (1) and (3), and in another location (2) and (4). The modified model should only be used pending availability of space to collocate all functions.

The difference in implementation of the One-Stop Model and the program developed at Ft. Belvoir is that ACS and CPO services are not comingled at Ft. Belvoir and are not collocated in one location. At Ft. Belvoir assistance/advocacy for the family member belongs to the ACS. Close coordination between the EERC and installation CPO for training/counseling assistance and job referral is standard. However, the assistance is given under the auspices of the ACS so there is no misunderstanding by other CPO clients that there is any discrimination for services. In other words the ACS is responsible for family member assistance and the CPO is charged with giving information and application assistance to all clients on an equal basis, and only diverging where allowed/required by law or policy.

At Ft. Belvoir, there is no confusion as to which agency is the family member advocate. In attempting to comingle activities of the ACS and CPO, the Army can be accused of singling out one segment of society for special treatment in Federal employment. This is a prohibited

personnel practice and places CPO's in a very awkward position in making subjective judgments as to how far they can go.³ The Navy, Air Force, and Marines have not attempted a formal link at the installation level between their Family Service Centers (which are responsible for employment assistance) and their CPO's.⁴ Thus, they have attempted to maintain a clear responsibility at the installation level for family member advocacy and assistance. It is interesting to note that the CPO functions given in (1) of the One-Stop Model definition is not a new mission for the CPO. The only difference from past practice is the requirement to collocate the appropriated, nonappropriated, and Section VI school vacancy information. It is a highly questionable practice for the CPO to arrange for private sector (State Employment Service) information. It can also be argued that the collocation of installation job vacancy information and application should be done for all CPO clients, and should not be part of an initiative to provide military family member privileged employment assistance.

The Army's Deputy Chief of Staff for Personnel, in a policy letter dated 18 February 1986, reaffirmed previous guidance in establishing the One-Stop Model for Army Family Member Employment Assistance and went further in stating that the installation CPO would have the "lead" in establishing the program.⁵ The word "lead" will/and has again created confusion in who/what agency is in charge of Family Member Employment Assistance (FMEA). Since funds budgeted for FMEA are for ACS, the picture is even more cloudy.

In research conducted for this paper, neither data nor subjective logic/argument that supported the collocation of ACS and CPO functions for FMEA were available. On the contrary, numerous arguments support

separate ACS and CPO functions. Extensive research at Ft. Belvoir and thousands of contacts/discussions with family members have not disclosed any need or benefits to the family member from the collocation of CPO and ACS functions. In the following paragraphs this issue will be expanded.

EMPLOYMENT EXPERTISE

One argument that is advanced for the CPO to be the administrator for the Family Member Employment Program (FMEP) is that the CPO is the government's employment expert. Clarification of roles is needed-- someone who uses this argument is confusing the role of an agency helping someone find employment and an employer. The CPO is the government's employer of people just as the personnel office of a large corporation.

Major corporations use outside career counselors and local relocation services when providing relocation assistance to spouses of transferred employees. Since these services cost up to several thousand dollars per client why do these corporations pay outside agencies for service if it is available in their own personnel offices?

The CPO is an expert (due primarily to the monopoly on the function) in employing people to work for the Federal government. The CPO should be the government's expert since this is their mission.

The CPO has never developed expertise in assisting (as is recommended by Bolles or as is accomplished at the Belvoir EERC) people to prepare for and find employment outside the mission area. It can also be rationally argued that the CPO has never had a mission to help prospective employees prepare for a job with the Federal government by

assessing job skills and exploring career options. CPO has been precluded from becoming an employment advocate for any particular group of people.

Federal employment will always be only one of many options for employment for Army spouses. With over 50 percent of the 422,000 Army spouses working (and that number is growing each year) or wanting to work and only approximately 450,000 civilian jobs in the Army, it is easy to see that Federal employment could never totally support the need. This is particularly true since there is no direct attempt to match Army spouse skills with Federal job needs when a service member is relocated. An attempt to do this would most likely be called "Mission Impossible." As discussed in Chapter III Federal employment is not in high demand from family members where there are other alternatives.

Some personnel in the ACS business also have trouble identifying with the employment assistance role. "That's CPO business."⁶ However, ACS was founded with the mission to assist families.

Employment assistance is a normal evolution in family needs. When ACS began it was probably difficult for the Army to imagine itself in the basic education, financial counseling, child abuse, spouse abuse, loan (AER), exceptional family member, or foster care program. In these areas the Army has developed expertise as required over time.

Employment assistance is merely another area where family members need support because the Army continues to require frequent relocations. This frequent relocation policy impacts significantly on the family members employment and personal development making these less attainable than would normally be expected.

Another related argument for locating proponentcy for employment assistance within the ACS is the interplay of family issues--relocation, stress and financial pressures which contribute to spouse/child abuse, financial counseling, etc.--related to employment assistance which are already ACS functions.

Currently there are no "experts" in CPO's nor on the Army staff with experience in the full range of employment assistance provision and issues. There is some fledgling experience that has been developed in local programs that have been initiated at various Army installations, such as the EERC at Ft. Belvoir. The absence of any comprehensive, organizational research or development of family member demographics further complicates the development of an organizational expertise.

FT. KNOX ONE-STOP EXPERIENCE

The One-Stop Model concept was developed from a program begun at Ft. Knox, Kentucky in 1984 by the installation CPO. The Ft. Knox center combined the CPO and ACS functions in one location/office under the direction of the CPO.

In 1985 the ACS functions were moved to another office near the One-Stop center and now operates as a separate entity, still with close CPO coordination.⁷ The reasons for this change in organization/emphasis were as follows:

- o ACS functions cannot be legally absorbed by the CPO.
- o The job applicants coming to the One-Stop center were not all DOD spouses, and there were complaints of discrimination from local people about not getting all the services of the center.

It was also difficult to identify those entitled to all services.⁸

The Director of Personnel and Community Activities (DPCA) at Ft. Knox identified several weaknesses in the Employment Assistance Program. These were:

- o There has been little procedural guidance from the Department of the Army (HQDA) on how to set up a program.
- o There has been no job classification guidance or grading instructions from HQDA for hiring of civil service employees.⁹

Issues he felt that needed serious consideration and review were:

- o The FMEA program should be standardized with training and procedures provided.
- o The FMEA program should not be run by a contract employee. There are problems with volunteers working for a contract employee (his ACS center makes extensive use of volunteer help). It could be difficult to determine if the contracted services were performed by the contractor or a volunteer. A contract employee also cannot provide independent review of impacts on family members of Federal hiring policies and regulations.

The Ft. Knox DPCA wants his ACS program to function as a family member advocate and provide feedback on CPO hiring policies/practices.¹⁰ He recommended that the CPO and ACS functions not be collocated with the CPO in charge.

Thus, the FMEA program now existing at Ft. Knox has evolved to a structure and philosophy similar to the EERC at Ft. Belvoir. At both installations the CPO has specific functions (application of Executive

Orders, public laws, regulations, and policies) which relate to family member employment and the ACS has the mission/advocacy of assisting the family member to find appropriate employment (to include volunteer and education) opportunities.

CHAPTER IV

ENDNOTES

1. COL Earl S. Greason, US Army Community and Family Support Center letter, subject: Army Community Service (ACS) Program Development Increment Packages (PDIP's), 16 April 1985.
2. Ibid., p. 2-33.
3. US Army Civilian Personnel Center (CIVPERCEN), Study of Family Member Employment Assistance, FY 1985, p. 8.
4. Interview with Marilyn Keel, Army Community Service Division of the US Army Community and Family Support Center, 6 December 1985.
5. LTC Robert M. Elton, Deputy Chief of Staff Personnel, US Army letter, subject: Army Family Member Employment Assistance Program, 18 February 1986.
6. CIVPERCEN, p. 9.
7. Interview with LTC John Priore, Director of Personnel and Community Activities (DPCA), Ft. Knox, Kentucky, 19 February 1986.
8. Ibid.
9. Ibid.
10. Ibid.

CHAPTER V

CONCLUSIONS

Conclusions from the foregoing chapters have been drawn and are as follows:

1. Army relocation policies create "special needs" for Army spouses to have continuity of direction and purpose.
2. Based on the expanding role of women in the work force, there is a recognized need for the Army to provide employment assistance to Army spouses.
3. There is significant disagreement in the Army over the appropriate method of providing Family Member Employment Assistance to Army spouses.
4. Employment assistance for spouses is a retention issue which should receive significant research attention to define the scope and increasing magnitude of the needs.
5. Assistance in dealing with relocation trauma, to include employment, can lead to increased commitment of service members and spouses to Army goals.
6. Employment assistance provided by the EERC at Ft. Belvoir, Virginia and the concept in AR 608-1, Army Community Service Program, are in line with current literature recommendations and limited basic research on preparing the military spouse for the job search.
7. The EERC employment assistance philosophy has a high, demonstrated cost-effectiveness. It is highly doubtful that the

addition of currently existing CPO functions (to form a One-Stop Model) would add to the cost-effectiveness.

8. The time required to identify skills and prepare for the job search decreases the need for centralization of job source information.

9. From 1983 to 1984 the Army's concept of employment assistance changed from an ACS-administered program to one combined with already-existing CPO functions. This change was not based on experiential data or a demonstration of successful program execution with the concept.

10. In 1985 the Army's model at Ft. Knox for the One-Stop concept evolved away from the collocation of CPO and ACS functions, administered by the CPO, to separate ACS and CPO activities.

11. Attempting to combine CPO and ACS functions with the CPO in the "lead" for implementing the Family Member Employment Program, and with ACS being provided the monetary resources, confusion has been created over who is in charge.

12. The confusion over which agency is in charge is counterproductive to goal accomplishment and wastes limited Army organizational energy and resources. The victim of the confusion is the Army spouse who does not get "appropriate" assistance.

13. The CPO functions in the Family Member Employment Program have not changed from those the CPO has historically been charged to accomplish-publish position vacancy announcements and employ the worker with the best qualification in accordance with existing laws, regulations, and policies.

14. The Army spouse needs an installation advocate for employment assistance and a developed educational and employment network to "plug"

into. The ACS can be an advocate; the CPO is precluded from being an advocate.

15. The large number of volunteers staffing the EERC at Ft. Belvoir effectively provides military spouses as their own advocate. The salaried positions provide continuity, focus, direction, and volunteer training. The volunteer spouses help other spouses deal with relocation issues.

16. The loss of volunteers from contracting out the employment assistance function can significantly degrade program productivity and relevant assistance.

17. An installation advocate, not organizationally connected to the CPO, for employment assistance can provide feedback on federal hiring policies as they impact on Army spouses. This feedback loop can be extended to the policy level (HQDA).

18. The development of an informed, employment assistance expertise is needed in the Army at the policy (HQDA) and execution (MACOM and installation) levels.

19. There appears to be a tremendous informal acceptance of the EERC program at Ft. Belvoir by spouses, other Army installations, MACOM's, and other services as a model for providing employment assistance to military spouses.

CHAPTER VI

RECOMMENDATIONS

The following recommendations are made to address the conclusions in Chapter V and to identify program elements to accurately meet needs based on research gathered for this study. Reflecting on the information gathered in this study, it is clear that the Army needs to reassess its program focus if the goal is to provide adequate and actual assistance to Army spouses.

1. The Army program for providing spouse employment assistance at an installation logically belongs as an ACS activity initially patterned after the EERC at Ft. Belvoir, Virginia. This recommendation results in the installation ACS officer administering the family member employment assistance program.

2. It is recommended that the installation CPO continue to provide employment assistance to military spouses as part of their normal mission of providing federal employment services to all eligible clients. CPO needs to continue to publicize and stress consideration for employment for family members in line with policies allowing special treatment (i.e., Executive Order 12362, DOD priority Placement Program, access to intern positions overseas, the 1985 Military Family Act, etc.).

3. It is further recommended that the ACS and CPO at HQDA (policy level) work closely to insure that family members receive appropriate entitlements and to identify new initiatives to assist family members.

4. It is indicated, when considering the negative and limiting implications of contracting the family member employment assistance program, that the installation program manager should be hired in a permanent civil service position. A contract or temporary employee would only be an interim solution. There is a significant need at HQDA to continue to fight for program resources (i.e., positions and funds).

5. It is suggested that HQDA issue grading instructions and job classification guidance to MACOM's for hiring of civil service employees for employment assistance in ACS.

6. In order to assist in identifying service member retention issues related to spouse employment, it is recommended that research on family member employment needs and demographics be initiated. Research is further indicated in these areas to ensure programs are in alignment with current and actual needs.

BIBLIOGRAPHY

1. Akerlund, Kathy, Dr. "How to Keep A Career: Women Juggle Jobs, Military Life," Army Times, 18 November 1985, p. R3.
2. Akerlund, Kathy, Dr. "The Military Parent." Army Times, 2 December 1985.
3. Armstrong, Lynne L. National Military Family Association, Inc. Letter to Mr. Ray Sumser, 8 April 1985.
4. "Army Community Services (ACS) Training Workshop--Family Member Assistance Concerns." Information Paper on the Army Community Service Workshop, 14-19 July 1985.
5. Ashley, Jane. "Women Put Big Pressure on Business." USA Today (Washington), 26 December 1985, p. 1A.
6. Bolles, Richard N. What Color is Your Parachute?. Berkeley, CA: Ten Speed Press, 1985.
7. "Changing Profile of the US Labor Force." U.S. News and World Report, 2 September 1985, p. 46.
8. Clancy, Paul. "Married Couples Numbers Decline." USA Today (Washington), 8 November 1985, p. 2A.
9. "EERC Program Guidelines." Army Community Service, Fort Belvoir, Virginia, p. 45.
10. Elton, Robert M., LTC. Deputy Chief of Staff, Personnel, US Army. Letter. Subject: Army Family Member Employment Assistance Program, 18 February 1986.
11. Elton, Robert M., LTC. Lecture. Carlisle Barracks: US Army War College, 17 December 1985.
12. Frailey, William M. US Army Civilian Personnel Center. Letter. Subject: Operation Letter Number 1--Family Member Employment Assistance: One-Stop Employment Information Centers, 27 July 1984.
13. Greason, Earl S., COL. US Army Community and Family Support Center. Letter. Subject: Army Community Service (ACS) Program Development Increment Packages, 16 April 1985.
14. Harvey, Susan J. Director, Education and Employment Resource Center, Ft. Belvoir, Virginia. Personal Interview. Ft. Belvoir: 9 March 1986.

15. Harvey, Susan J. Lecture. US Army Engineer Center and Ft. Belvoir, 14 June 1985. (Cited with special permission of Mrs. Harvey.)
16. Henderson, Nell. "Women and Credit: Yesterday's Pariah, Today's Market." Washington Post, 12 January 1986, p. C9.
17. Herre, Thomas A., LTC. US Army Engineer Center and Fort Belvoir. Letter. Subject: FY 83 Statistical Report for EERC, 6 December 1983.
18. "Importance of Families Noted by Military." Military Family Life, January-February 1986, p. 3.
19. Keel, Marilyn. US Army Community and Family Support Center. Personal Interview. Alexandria, Virginia, 6 December 1985.
20. Kelley, Jack. "Day Care Help Wanted for Working Women." USA Today (Washington), 17 January 1986, p. 1A.
21. Martin, James A., MAJ. "The Military Wife." Medical Bulletin of the US Army Europe, January 1984, p. 12.
22. McGonigal, D. Richard. Defense Manpower Data Center. Letter. SER: 84W-133, 13 July 1984.
23. McLean, Elys A. "How You Can Gain Success." USA Today (Washington), date unk.
24. Pearson, J. Unpublished statement before the US Congress Military Appropriations Committee. National Association of Military Wives, 1981.
25. Priore, John, LTC. Director of Personnel and Community Activities (DPCA), Ft. Knox, Kentucky. Personal interview, 19 February 1986.
26. Scott, Ronda. "One Stop for Job Information at Fort Sill." Community and Family Sentinel, April 1985, p. 12.
27. "Spouse Assistance is a Growing Concern." Merrill Lynch Relocation Management Quarterly, Vol. 10, No. 4, date unk.
28. Tuohig, Paul J., LTC. US Army Engineer Center and Ft. Belvoir. Letter. Subject: Information on Fort Belvoir's Education and Employment Resource Center, 25 October 1984.
29. Tuohig, Paul J., LTC. US Army Engineer Center and Ft. Belvoir. Letter. Subject: Information on Fort Belvoir's Education and Employment Resource Center, 22 October 1985.

30. US Army Civilian Personnel Center (CIVPERCEN). Study of Family Member Employment Assistance, FY 1985.
31. Weinberger, Caspar W. Annual Report to the Congress, Fiscal Year 1987. Department of Defense, p. 46.
32. Whitley, Kaye, Dr. An Analysis of the Vocational Life Stages of Military Wives. Unpublished Doctoral Thesis. George Washington University, 1 March 1986 (TBP o/a 1 April 1986).
33. Wickham, John A., Jr., GEN. White Paper 1983, The Army Family. US Army, 15 August 1983.

APPENDIX A



DEPARTMENT OF THE ARMY
HEADQUARTERS, US ARMY ENGINEER CENTER AND FORT BELVOIR
FORT BELVOIR, VIRGINIA 22060

REPLY TO
ATTENTION OF

15 Nov 86

Travelled to Installation				
Briefing at EERC				
Telephone Contact/Conference				
	X		Walter Reed, HRD	Aug 85
	X		Ft. McPherson, GA, Vol. FMEC	Jul 85
X			Ft. Leavenworth, Vol. FMEC	Jan 83
	X		Ft. Riley, FMEC	Apr 86
	X		Ft. Knox, DPCA, LTC Priore	Sep 85
	X		Ft. Polk, Vol. FMEC, Kim Noah	Nov 83
	X		Ft. Polk, Vol. FMEC, Margaret Walters	Jan 85
	X		Ft. Meade, Vol. Coordinator	Nov 83
	X		Ft. Devens, Financial Planner VFMEC	Feb 85
	X		Ft. Devens, FMEC	Apr 86
	X		Ft. Dix, CPO	May 85
	X		Ft. Monmouth, ACS	Feb 85
	X		Ft. Drum, HRD	Feb 85
X			Ft. Drum, FMEC	Jan 86
		X	West Point, FMFC	Mar 85
		X	Ft. Sill, FMEC	Feb 86
X			Carlisle Barracks, FMEC	Jan 85
			Ft. Lee, Vol. FMEC	Jul 84
	X		Ft. Monroe, ACS, Vol. Coordinator, CPO	Mar 85
X			Ft. Monroe, ACS, Vol. Coordinator, CPO, FMEC	Dec 84
	X		Ft. Myer, FMEC	May 85
	X		Ft. Myer, ACS Staff	Jun 85
	X		Vint Hill Farms, ACS	Nov 85
	X		Panama, FMEC	Apr 86
X			Karlsruhe, ACS	Feb 84
X			Heidelberg, ACS Coordinator	Feb 84
X			Pirmasens, ACS Staff	Feb 84
	X		Hawaii, Army Advisor, Honolulu	May 85
	X		Hawaii, Navy Advisor, Naval Log Co, Pearl Har.	Jun 85
	X		Pearl Harbor, USPF, HI, FSC, Navy	Jul 85
	X		Ft. Shafter, CPO	Jul 85
X			Baumholder, ACS	Feb 85
X			Ft. Sam Houston, FA Conference	Aug 85
		X	Boeblingen-Sindelfingen, FMEC	Aug 85
	X		Armed Services, MFRC, EUS, Portsmouth	Jul 85
		X	Bad Kreuznach, ACS	Jun 85
		X	Ft. Rucker, ACS	May 85
	X		Ft. McNair, CPO	Apr 85
	X		Ft. Benning, Family Programs	Nov 83
		X	USACC Augsburg, FMEC	Apr 85
	X		Chief Naval Op, CPO	Sep 84
	X		CPO Policy Devel Officer	Sep 84
	X		NCPC Navy, HQ, CPO	Sep 84



Center for Excellence



DEPARTMENT OF THE ARMY
HEADQUARTERS, US ARMY ENGINEER CENTER AND FORT BELVOIR
FORT BELVOIR, VIRGINIA 22060

REPLY TO
ATTENTION OF

Travelled to Installation		Briefing at EERC		Telephone Contact/Conference	
		X	Ft. McClellan, ACS		Nov 83
		X	Ft. McClellan, ACS		May 84
		X	Redstone Arsenal, CPO		Feb 85
	X		Coast Guard, HQ & 34 Representatives Worldwide		May 84
	X		Bolling AFB, FMEC		Apr 86
		X	Charleston AFB, FMEC		May 85
		X	Fairchild AFB, FMEC		Mar 84
	X		Holmstead AFB, FMEC		Apr 86
		X	Langley AFB, FSC, FMEC		Jan 86
		X	USAF Academy, FSC		Jun 85
		X	San Diego, FSC, FMEC		Nov 83
		X	San Diego, FSC, FMEC		May 84
		X	San Diego, FMEC		Feb 86
		X	Jacksonville, FL, FSC		Feb 85
	X		Annapolis, FMEC		Feb 85
			Patuxent River, FMEC		Nov 85
	X		Pearl Harbor, HI		Apr 86
		X	Camp Lejeune, FSC		Nov 85
		X	Quantico, FSC		May 85
		X	Norfolk, FSC		Jan 85
		X	Anacostia NAS, FSC		Nov 83
	X		Anacostia NAS, FSC		Mar 84
	X		Anacostia East Coast FSC Conference		Mar 84
		X	Cherry Point, FSC		Aug 85

NOTE: FMEC, Family Member Employment Coordinator

These briefings do not include ACS Management Course Attendees at Ft. Benjamin Harrison or other routine briefings.

Telephonic briefings listed include only those telephone conversations that surpassed 2 hours in length and included an in-depth, comprehensive program overview.



END

DTIC

6-86