USAWC STRATEGY RESEARCH PROJECT

JOINT SERVICE FAMILY SUPPORT NETWORK

by

Mrs. JoAnn Chambers Department of Army Civilian

Chaplain (Colonel) Daniel K. Nagle Project Adviser

This SRP is submitted in partial fulfillment of the requirements of the Master of Strategic Studies Degree. The U.S. Army War College is accredited by the Commission on Higher Education of the Middle States Association of Colleges and Schools, 3624 Market Street, Philadelphia, PA 19104, (215) 662-5606. The Commission on Higher Education is an institutional accrediting agency recognized by the U.S. Secretary of Education and the Council for Higher Education Accreditation.

The views expressed in this student academic research paper are those of the author and do not reflect the official policy or position of the Department of the Army, Department of Defense, or the U.S. Government.

U.S. Army War College CARLISLE BARRACKS, PENNSYLVANIA 17013

Report Documentation Page					Form Approved OMB No. 0704-0188	
Public reporting burden for the collection of information is estimated to average 1 hour per response, including the time for reviewing instructions, searching existing data sources, gathering and maintaining the data needed, and completing and reviewing the collection of information. Send comments regarding this burden estimate or any other aspect of this collection of information, including suggestions for reducing this burden, to Washington Headquarters Services, Directorate for Information Operations and Reports, 1215 Jefferson Davis Highway, Suite 1204, Arlington VA 22202-4302. Respondents should be aware that notwithstanding any other provision of law, no person shall be subject to a penalty for failing to comply with a collection of information if it does not display a currently valid OMB control number.						
1. REPORT DATE		2. REPORT TYPE	REPORT TYPE 3. DATES COVERED			
30 MAR 2007		Strategy Research	Project	00-00-2006 to 00-00-2007		
4. TITLE AND SUBTITLE Joint Service Family Support Network			5a. CONTRACT NUMBER			
				5b. GRANT NUMBER		
				5c. PROGRAM ELEMENT NUMBER		
6. AUTHOR(S)			5d. PROJECT NUMBER			
JoAnn Chambers				5e. TASK NUMBER		
				5f. WORK UNIT NUMBER		
7. PERFORMING ORGANIZATION NAME(S) AND ADDRESS(ES) U.S. Army War College, Carlisle Barracks, Carlisle, PA, 17013-5050				8. PERFORMING ORGANIZATION REPORT NUMBER		
9. SPONSORING/MONITORING AGENCY NAME(S) AND ADDRESS(ES)			10. SPONSOR/MONITOR'S ACRONYM(S)			
					11. SPONSOR/MONITOR'S REPORT NUMBER(S)	
12. DISTRIBUTION/AVAILABILITY STATEMENT						
Approved for public release; distribution unlimited						
13. SUPPLEMENTARY NO	DTES					
14. ABSTRACT						
See attached.						
15. SUBJECT TERMS						
16. SECURITY CLASSIFICATION OF:			17. LIMITATION OF	18. NUMBER	19a. NAME OF	
a. REPORT unclassified	b. ABSTRACT unclassified	c. THIS PAGE unclassified	- ABSTRACT	OF PAGES 18	RESPONSIBLE PERSON	

Standard Form 298 (Rev. 8-98) Prescribed by ANSI Std Z39-18

ABSTRACT

AUTHOR:	Mrs. JoAnn Chambers				
TITLE:	Joint Service Family Support Network				
FORMAT:	Strategy Research Project				
DATE:	31 March 2007	WORD COUNT: 5,544	PAGES: 18		
CLASSIFICATION:	Unclassified				

The Joint Service Family Support Network is an Office of the Secretary of Defense pilot program in the Pacific Region, working in concert with civilian agencies, intended to establish a comprehensive multi-agency approach for community support and services to meet the diverse needs of Active, mobilized Guard, and Reserve Service Members and their families. The Global War on Terrorism presents new challenges for military families. Family needs of an Expeditionary Force will likely remain constant or increase regardless of the length of the Global War on Terrorism. The current stove-piped component systems are not structured or funded to efficiently and effectively deliver services. This paper analyzes specific outcomes resulting from initiatives and informal net-working that are occurring during the pilot period. It also addresses issues that need to be identified for higher headquarters consideration and resolution.

JOINT SERVICE FAMILY SUPPORT NETWORK

The events that took place on September 11, 2001 had a sobering effect on all Americans. The terrorist attacks on the World Trade Center, the Pentagon and the crash of United Airlines Flight 93 in Pennsylvania left us shocked and horrified, and yet we were amazed by the strength and sacrifices so many of our fellow countrymen made immediately afterwards on behalf of fellow citizens. Like New York City's heroic firemen, police, and emergency workers, military personnel and civilian employees at the Pentagon joined local emergency responders and risked possible injury or loss of life to save their colleagues. Many of these individuals collaborated to assist the families of their fallen colleagues.¹

In a hotel in the vicinity of the Pentagon, in the middle of all the chaos of that day, the Office of Family Policy, within the Office of the Under Secretary of Defense (Personnel and Readiness), was successful in creating the first joint military service family assistance center. The center served as a safe haven where families could obtain accurate and up to date information, receive counseling services, and take advantage of a wide range of other support services. The Pentagon Family Assistance Center involved the Department's Military Community and Family Support staff, Federal, State and local government agencies, non-profit organizations, and several other organizations. Collectively, these organizations and individuals reinvented the Department of Defense tradition of "taking care of our own" by supporting the families of fallen comrades, as well as the families of the passengers and crew of American Airlines Flight 77.²

Many lessons were learned from operating the joint family assistance center in the aftermath of this tragedy. The insights gained from establishing the Pentagon Family Assistance Center and serving the families of the victims of the September 11 attack were substantial and provided a foundation for developing future plans. What became evident in the response effort was that there was no single organization that had a plan covering the family needs for all four Services, Department of Defense civilians and its contractors and private citizens in the event of a large-scale catastrophe. The fact that all these various organizations and government agencies came together in a unified response, however, forming the Department's first joint military family assistance center, is testimony that a joint effort is attainable. Good crisis response models already exist at the Federal, State and local levels. These models provided an opportunity to take advantage of existing interagency expertise and initiatives.³

Discussion

As a result of these events, Department of Defense funded three multi-component family support network pilot locations, all located in the continental United States in the southeast, northwest and southwest regions in October 2004. The intent of the pilots was to establish a multi-agency, military and civilian, approach for support and services to meet the needs of Active, mobilized Guard and Reserve families, regardless of the component and geographical location.⁴ The Pacific Region took this idea a bit further and put together a proposal for a multi-component and joint initiative. It made perfect sense in the Pacific to combine resources, share ideas and develop efficiencies by having all services and components work together. The proposal was submitted to Office of the Secretary of Defense and approved.

The Joint Service Family Support Network is needed because the Global War on Terrorism presents new challenges for military families. Past array and structure of Family Support Systems and Child/Youth Programs are largely installation centric – not family centric. Family needs of an Expeditionary Force will likely remain constant or increase regardless of the length of the Global War on Terrorism. Current "stove-pipe" systems are not structured or funded to efficiently and effectively deliver services. A collaborative, reliable, and flexible support system of family programs, to include Child and Youth Services is a critical need. The current array and structure of family support systems and child/youth programs are largely focused on active component families living on or near an installation. The demands of the Expeditionary Force require family support programs that deliver common levels of service within each component, provide timely and accurate information enhanced by modern technology and training, develop common policy, standards and metrics, refine organizational roles and responsibilities, minimize confusion, and meet surge requirements.

The military environment in Hawaii, which is home to the United States Pacific Command, includes headquarters elements and installation or base level organizations of all military branches and the Coast Guard. This presents a unique opportunity for cross-training among services and provides valuable feedback to the pilot program on alternative delivery options for supporting the needs of Soldiers, Marines, Sailors, Airmen, Coast Guard and their families.

Officials are attempting to address the diverse needs of all military families regardless of whether they reside near or far from military facilities. The idea is to leverage multiple systems to deliver services to geographically dispersed families. This could be especially meaningful for those families living in areas such as Guam, American Samoa and the outer islands of Hawaii. They knew that they must look for ways to mitigate gaps in services and to be more efficient.

A Joint Service Family Support Network Committee, comprised of family service representatives from each branch of the military in Hawaii was formed on January 12, 2005. The Pacific Joint Service Family Support Network works toward enhancing services in communities where service members and their families live through existing family program offices, partnerships with community agencies and Joint Service Mobile Family Support Teams in geographically isolated communities.

The committee consists of family support and child and youth program representatives from Hawaii Commands and military components. Representatives from other agencies and organizations are invited to participate as appropriate, i.e., University of Hawaii Cooperative Extension Services, American Red Cross, United Servicemen's Organization, Armed Services Young Men's Christian Association, Veterans of Foreign Wars, Veteran's Administration, Navy League, Air Force Aid Society, Army Emergency Relief, Chamber of Commerce, Hawaii Business Round Table, Rotary Clubs, Joint Venture Education Forum, Military Youth Advisory Council, Boys and Girls Club, etc.

The purpose of the Committee is to promote integration of family support and child and youth programs to all Service Members in Hawaii and the Pacific Islands, regardless of military service branch or component; maximize efficiency and utilization of military and community resources in order to provide support to Service Members and their families in the communities where they live; provide a forum to share family support and child and youth program information and best practices, coordinate activities, and enhance communication; surface concerns and conduct needs assessments to identify family issues to be addressed collaboratively by the committee; and participate in family support and child and youth program strategic planning and problem resolution.

Joint Service Family Support Network briefings were presented across all military components and to the Headquarters, Pacific Command J1. Commanders of all services recognized the value of the Joint Service Family Support Network and pledged their support for the initiative.

A Joint Service Family Support Network Training Conference, including a Mobilization Exercise, was conducted August 22-25, 2005 for all military family program staff in Hawaii and the Pacific Islands. The conference marked the official kickoff event for the Joint Service Family Support Network pilot program and included family support staff from all components of the Army, as well as the Marine Corps, Navy, Air Force (including Air Guard) and Coast Guard. The participants came from the mainland, Oahu, Maui, Kauai and the island of Hawaii, as well as Guam and American Samoa. Representatives from Tri West Health Care Alliance

(TRICARE) and Military OneSource also supported the conference. Guest speakers included Lieutenant General James R. Helmly, Chief of the Army Reserves and Major General Eric T. Olson, Deputy Commander, Pacific Command.

Debbie Wheeler, Project Manager for the Joint Service Family Support Network pilot initiative, gave each conference participant a small wooden outrigger canoe. With a slide depicting Hawaiian paddlers as a backdrop, she stated "like paddlers rowing in one accord, the Joint Service Family Support Network team can dip their individual Service paddles into the sea of family support and move in unison towards meeting the diverse needs of all Service Members and their families. A team of paddlers captures the significance of how to do this. We need leaders at the helm and each member to participate in collaboration with all other members."⁵

Command support for the Joint Service Family Support Network initiative was reinforced by Lieutenant General Helmly. He was enthusiastic about the possible benefits of the joint service model being developed in Hawaii. He stated, "What you are doing here, in my estimation, has tremendous potential." He mentioned that jointness on the battlefield is already a reality, and that families don't wear a specific color of uniform. Regardless of which Service or Component someone belongs to, there is a commonality of need. He went on to say that while there has been progress made to date, there is still more to do, as family programs are still Service and Component specific. He also said that the size and intensity of the war has been unexpected, and the result is that many, many families have been affected. He encouraged the conference attendees not to get distracted with the military bureaucracy, but to be innovative, creative and organize the best solution.⁶

Additional support was represented by Major General Olsen. He spoke from a Joint Commander's perspective, having been the Combined Joint Task Force 76 Commander in Afghanistan. He noted that military operations are getting more complex, with deployments more frequent, longer and putting enormous stress on families and on family supporters. He also mentioned that if the Service Member knows his or her family is taken care of, they make a better Soldier, and Department of Defense recognizes this across all branches of Service. Major General Olson said that the morale of Service Members has a significant impact on the ability of a commander to complete the mission at hand. Mrs. Olson added that families need to be actively involved. The role of family program staff should not be to do everything for the family, but rather to show them how to do for themselves. She encouraged the group to recruit, use volunteers and, if at all possible, have the family stay where they are when their service member deploys, as that is where the support systems are located. She talked about the speed of available communication to families, and while that was positive, it made formal

communication from the front lines extremely challenging. Erroneous information, or not hearing the whole story, could often have a detrimental effect on the morale of the family.⁷

Collaboration and communication could help all branches of Service provide better programs for Service Members and their families, regardless of where the family lives.

Current family programs offered by all military branches of Service would still exist, but there would be consistency as to what baseline services would be offered at each site. The Joint Service Family Support Network approach would complement those existing family programs by further mobilizing civilian and military communities, The multi-agency tactic could also result in a strengthening of communication to families, regardless of where they live, as to what services are offered, and how to access them.

Bi-monthly meetings provided the opportunity to network with Army, Navy, Marine Corps, Air Force and Coast Guard family program staff from both the installation and region/Major Command levels, including representatives from the Special Operations Command, Pacific; the National Security Agency; and the Veterans Administration National Center for Post Traumatic Stress Syndrome. Meeting locations rotated to different sites allowing each branch of the Service an opportunity to provide a facility tour and briefing on their family program. Meeting agendas included discussion on specific topics of interest and sharing of best practices.

Sub-committees were established with committee oversight provided by the Lead Agency to focus on mobilization/deployment, reunion/reintegration, child and youth services, financial counseling and community partnerships/resources.

Specific outcomes resulting from these initiatives and informal networking that occurred during the pilot include:

a. An expanded awareness and support for mobilized National Guard and Reserve. Networking made family support personnel from all branches and components more aware of the challenges and needs facing Reserve Component Service Members and their families. Increased awareness resulted in greater collaboration and enhanced motivation of all family support personnel. The quantity and quality of training provided to key Reserve Component family member leaders and volunteers was significantly improved as a result of this joint collaboration.

b. A modification of Multi-component Family Support Network "Purple Box" materials and the United States Garrison, Hawaii's "Ready 4 Reunion" DVD for anticipated distribution to all Services. Group discussions identified similar concerns and challenges regarding getting timely and appropriate information to Service Members and their families. The committee recognized the opportunity to collaborate and save time and resources to develop and distribute information

that will meet the needs of all Service Members and their families. "Purple Box" materials were originally developed by the Multi-component Family Support Network Pilot Working Group and were modified by the Joint Service Family Support Network to be inclusive of all branches of the Service. The "Ready 4 Reunion" DVD was originally developed by United States Army Garrison, Hawaii Army Community Services personnel to expand the delivery of reunion and reintegration training for Soldiers returning from deployments, and their families. Its purpose was to get the information to family members who were not attending the face-to-face classes offered and provided on the installation. It was modified for Marines and their families and is now being modified to appropriately address all deployed Service Members and their families.

Joint basing collaboration and preparation between the Air Force and Army family program staff at Fort Richardson and Elmendorf Air Force Base in Alaska has been on-going since establishment of the Joint Service Family Support Network. Increased awareness of unique Service Member and family needs, as well as program delivery differences, prompted the Chief of Family Matters from Pacific Air Forces to invite the Installation Management Agency Pacific Region, Army Community Services Program Manager, to join him in meeting with command and family support staff at both Fort Richardson and Elmendorf Air Force base to discuss joint basing preparation. These meetings and discussions improved the working relationships between the installations and began cross training meetings and program delivery discussions that have decreased the anxiety of implementing the joint basing requirements. Identification of issues that need to be worked out and development of a service delivery model for family support in a joint basing environment is on-going.

Sharing of best practices at Joint Service Family Support Network meetings provided information on the Army's Soldier and Family Life Consultants available as an additional resource to Soldiers and their families. Knowing about this Office of Secretary of Defense funded resource provided Pacific Air Force Chief of Family Matters with the information needed to contact appropriate individuals and make the same resource available to Airmen and their families across the Pacific. Military and Family Life Consultants are now available at five Air Force bases as well as three Army installations in the Pacific area.

Family Support personnel from all military branches and components have expressed an improved level of confidence in meeting the diverse needs of all Service Members and their families. Greater awareness of the different deployment cycles and available support services for each military branch and component helps all family support personnel be better prepared to meet the individual needs of Service Members and their families. Having a network of other family support personnel that deal with similar issues and concerns provides more opportunities

and resources to balance the stress and increasing demands of providing family support programs and services during this critical time for our military families.

Perhaps the most powerful outcome of the Joint Service Family Support Network is the growing synergy of interest and support for military families that is created as other agencies and individuals become aware of the initiative and are invited to participate. Newly hired family support personnel working with Special Operations Command, Pacific and the National Security Agency heard about Joint Service Family Support Network through members of the working group and now are part of the network. Community resources are introduced and information about different ways to utilize existing resources is shared during Joint Service Family Support Network meetings, resulting in greatly expanded community and military family awareness. The National Center for Post Traumatic Stress Disorder partnered with the Joint Service Family Support Network, which opened up multiple opportunities to educate military family support personnel, commanders, and Family Readiness Group leaders on issues related to post traumatic stress syndrome. Collaboration with the National Center for Post Traumatic Stress Disorder also facilitated the presentation of training sessions at the Hawaii Association for the Education of Young Children Annual Conference, which is attended by over two thousand early childhood care and education professionals from all islands of Hawaii. These sessions will provide information on the impact of combat stress on children and families and how child and youth program staff can address these concerns in their programs. The potential impact of this training for increasing community and family awareness of post traumatic stress disorder, the value of early intervention and the resources available to assist at risk Service Members and families is significant, especially for National Guard and Reserve personnel living in areas geographically separated from military support services.

The Joint Service Family Support Network was also invited to provide an information booth, staffed by family support personnel from all military branches, at "Project Gratitude", a community special event that was hosted by the Governor's office for all military members in the State that have returned from combat operations. This was an extremely successful collaboration of state and military family support personnel to provide a special program for military members and their families.

The Joint Service Family Support Network has made significant progress to date. They have developed an outline of the basic Joint Service Family Support Network plan and agreed upon a charter. They have been successful in coordinating agendas and presentations for joint interagency meetings and conducted planning meetings. They have identified the Joint Family Support Team that will be responsible to work actions, communicate across services, and to

identify unique requirements. They also appointed working groups or committees to work on specific issues consistent across all military Components and Services. The working groups conducted focus groups with key personnel across the Components/Services to define the most critical programs needed. Their focus thus far has been on issues related to communicating with families, child and youth issues and geographical separation challenges.

Issues

There is a direct relationship between family readiness and individual or unit readiness. Service members who are worried about their families because the family is having difficulty do not perform well on the job. In deployment situations, such distraction can result in inefficiencies and increase the risk of serious injury.

Family attitudes affect retention and low retention can affect unit readiness. Also, retention is strongly impacted by the degree to which family members perceive that military leaders care about and provide support to families. It is clear that family readiness can directly affect mission readiness.⁹

In the aftermath of the Cold War, members of the Guard and Reserve are being called to active duty to an unprecedented extent. In recent years Reservists have repeatedly been called to duty involuntarily for missions in Bosnia, Kosovo, Afghanistan and Iraq. Today they serve side by side with their active duty counterparts around the world. Contingency operations like these have placed enormous strains on our service members and their families, and have helped demonstrate that mission readiness and family readiness are inextricably intertwined. We cannot continue to rely on our service members if their families are not ready to weather the stresses and strains of separations and long deployments.

A fact today is that OPTEMPO has increased. The future promises an increased frequency in global missions, peacekeeping duties and humanitarian missions. The National Guard and Reserve, for all Services, are being increasingly deployed and their role has changed and expanded. This increased frequency of deployments for global missions will continue to place greater demands on the breadth and accessibility of family support programs and services for all military components and services.

There is currently a lack of inter-service and intra-service access to family support services, especially for geographically dispersed National Guard and Reserve families. There is not enough focus on family support before deployment and there is a need for standardization between Services' family programs. Each Service and component has separate standards and in many cases different delivery mechanisms for providing family services. The chart at

enclosure 1 provides a comparison among the Services of their family readiness programs and services.¹⁰

There are several issues that need to be identified for higher headquarters consideration and resolution. Joint Service family program standards, staffing guides, and job descriptions with standardized grades need to be established. The results from informal networking through the Joint Service Family Support Network Working Group have been dependent upon personal interest and initiative to implement existing Department of Defense programs. Implementation of new initiatives and complete cooperation across all Services will require Department of Defense guidance and directives worked through each Service's family program headquarters.

Another reason that it is so important to combine essential family support programs into a joint delivery capability is the reduction in funding to support these vital programs. According to a 22 September 2006 article in the European Stars and Stripes, Army officials have told base commanders to prepare for even deeper cuts in family support programs and other non-war related expenses. Military family advocates warned that further cuts in vital family support programs could jeopardize military readiness by distracting soldiers. "When families need these programs the most, they shouldn't be asked to do without," said Joyce Raezer, director of government relations for the National Military family Association. "Those soldiers need to know that their families are being taken care of."

Recommendations

The advance planning and leveraging of existing internal and external resources will help maximize capabilities and enhance the Joint Family Services' staff ability to respond more effectively in meeting the needs of service members and their families. A review of existing Department of Defense, Military Service and relevant Federal, State and local policies, laws, regulations, family programs and services would assist in identifying similar services. This would help weed out redundant programs that drain resources. It would also be beneficial to identify all external resources and capabilities before review of what family readiness programs and services are essential for the Department of Defense to continue providing to our Service Members and their families. It would then be easier to determine a resource baseline, and identify shortfalls between available resources and those that are needed.

Developing a strategy for the planning process is the first critical step in formulating a Department of Defense Joint Service Family Support Network plan. The strategy should encompass a multi-dimensional approach as many different agencies and organizations will be

involved in the family readiness efforts. It should also incorporate all the good work already accomplished by the Pacific Region Joint Service Family Support Network pilot.

The purpose of the plan should be to address the organizations' vision of the plan, the rationale behind developing a plan, how the plan will work and provide the foundation for building consensus for the concept and implementation of the plan. Crucial to the process is developing comprehensive plans that describe who will do what, as well as when, with what resources and by what authority.

The organization of the information in the Joint Service Family Support Network plan is important. The final product should be well organized so users will be able to understand it, be comfortable with it and use it to extract the information they need. The plan can thus be organized around common functions and tasks or activities. A critical aspect of planning for family support is to identify the common functions that must be performed, assign responsibility for accomplishing each function and ensure that organizations have prepared standard operating procedures that detail how they will carry out critical functions associated with the larger mission.

A well-coordinated plan depends on teamwork and establishing a team to develop and implement the plan. A team approach to planning is recommended for a number of reasons. It encourages organizations to get involved and to take ownership of the plan and expands the knowledge and expertise base of the organization. It also promotes and establishes professional relationships with participating organizations.

A joint interagency planning team may be used as a vehicle to facilitate multi-agency collaboration. With oversight from the Military Services, the joint interagency planning team would have responsibility for developing and implementing the Joint Service Family Support Network policy and plans at the regional and local levels. The joint interagency planning team can adopt the content and conduct of the Hawaii Region Joint Service Family Support team.

The next step would be to analyze internal (Department of Defense and Military Services) organizational strengths, weaknesses and capabilities. This will allow for the determination of which service programs should serve as the Department of Defense models and which programs should be eliminated. Consolidation of expertise and best practices among the services will ensure the best final product.

One of the reasons for consolidation is to gain efficiencies, which will most likely come out of management levels. Current family support staff for all military services and components will need to document their workload. There must be sufficient data to validate positions for remaining programs. All staff will need to be fluent in the language, culture and experiences of

all services. This can be accomplished through use of available guidance and training materials and build on what already exists.

There are several strategies that would support standardization of family support programs to ensure all families, regardless of military component or service, are seamlessly integrated into the Total Force and that mission requirements for each service provide for family support. One would be the establishment of inter-Service and community-based committees to address family support programs and initiatives. Second would be creation of standardized predeployment and mobilization checklists that better inform and prepare family members for separation when the service member is called away to perform military duty. Third would be to establish objectives and milestones for consistent training of all commanders, command staff, unit members, family members, support groups and volunteers to inform them of any changes. It would be beneficial to require key family program staff to attend the already existing Joint Family Service Center Director's training. Establishment of standardized family readiness measures would eliminate redundancies. Establishment of a comprehensive tool kit or handbook, that is consistent among the Services and that provides useful information to commanders, members, families and care providers, needs to be developed as well as consistent Department of Defense wide terminology and data-tracking requirements; common links between computerized databases for tracking family readiness data; and establishment of a joint service website.

The Joint Service Family Support Team should define critical services for each military Component and Service, identify management indicators to performance measures and develop a family support staff training program. Once these steps have been taken they would need to assess personnel impact which includes numbers of people as well as funding, publishing a draft Joint Family Support Program model, identifying resource requirements and performance measures, and conducting a comparative analysis of existing programs, vice the draft model. The Joint Service Family Support Team should then conduct a joint meeting with Civilian Personnel Offices to establish acceptable procedures and implications for existing staff. New position descriptions will need to be developed and meetings set up with labor unions and the labor force. Also, a joint transfer plan would need to be developed for employees to maximize employment opportunities and provisions should be made for cross-training of the work force. Budget requirements for a joint program would need to be developed. A final draft joint integrated plan should be published and then briefed to the military component and service leadership on results. A test should be conducted for the multi-component, multi-service model for Hawaii for a period of time, assessed and results of the test published. This could serve as

the working model for implementation of joint, multi-component family support throughout the Department of Defense.

The Department of Defense must reduce costly duplication of services. The active component needs to work together to share resources with Reserve and National Guard component programs. They should develop a Total Force approach for access to family readiness programs across services. Use of technology can also provide more cost-effective support to families. Utilization of technology should include internet, video-teleconferencing and electronic mail. They should leverage technology, education and partnerships to communicate to all levels of command the importance of family readiness to quality of life for Service Members.

Family readiness programs must identify obtainable goals that help meet challenges and overcome barriers, and capitalize on opportunities for improvement. Performance measures need to be developed. They could include such things as: reduced attrition in all military components and services that can be attributed to family support initiatives; partnerships established with organizations and agencies to provide enhanced family services and family support to military families; decline in deployment-related problems for military families; state and regional quality of life committees established; increase in family support activities and training events, in family access to information and service, and in command or leadership involvement in family activities; and effectiveness of Joint Service family readiness centers in providing support to military families.

Conclusion

The 1985 Military Family Act was the first legislation to address the importance of military families, and created the Office of Family Policy, which has significantly enriched family programs. Department of Defense guidance on Family Policy (Department of Defense Instruction 1342.17 dated 1988) addresses quality of life issues for all Department of Defense components, including the Guard and Reserve. It provides guidance on a comprehensive family support system that consists of a network of agencies, programs, services and individuals that support military readiness by assisting families in coping with stresses associated with military service.¹² It is time to update Department of Defense policies and procedures for family readiness and family support to reflect a multi-service, multi-component approach.

The Common Output Level Standards Development is a current initiative of the Office of the Secretary of Defense. The military components have different service delivery expectations and standards. As a result, the service delivery is measured by different metrics. Diversities

within and across all Service Components create challenges in determining how military components can deliver services common to all components in a joint environment. The Office of the Secretary of Defense is attempting to evaluate and establish common service delivery standards for operations in a joint environment in order to meet each component's mission specific and base support requirements.¹³

Common Output Level Standards is this framework of common delivery standards, metrics and costs for installation services. This framework will articulate common standards for service delivery, metrics, cost of delivery, and high-level host-tenant relationship in a joint military component environment.¹⁴

The Office of the Secretary of Defense is in the process of determining how best to deliver installation management services in situations where two or more military components are stationed together on the same installation or within close proximity of one another. They are especially interested in examining how services common among the military components can be delivered more efficiently and effectively in this joint environment.¹⁵

The Joint Service Family Support Network is already working toward accomplishment of the Common Output Level Standards initiative for family support services. In fact, they are much further along with the process. It will result in a seamless delivery of family support services for all service members. The combining of all family support services will leverage capabilities of military services and ensure delivery of consistent, equitable and predictable support to service members and their families. As a result, agency centric programs should be evaluated and targeted for elimination or realignment to other organizations or divisions within the respective military service to ensure focus on "Joint Family Support Services".

The way family support services for all the military community are delivered must undergo positive change. As we look forward at the impact of mobilization and deployment, reshaping of the military, transformation, modularity, Joint Visions 2020, it is certain that the way we deliver family support must also undergo change to support the new more mobile and integrated military. In order to be consistent with Department of Defense guidelines for a seamless Total Force, we need to integrate family care programs, promote family readiness centers, support programs and assistance training that serve all services and all components. We should have "One Voice" for Service Members and their families regardless of military service branch or component affiliation. The Joint Service Family Support Network pilot is working toward accomplishment of that goal. They have made tremendous progress and accomplished a great deal by working together as a unified team and sharing best practices and information. This

pilot should be continued and serve as the model for future multi-service, multi-component Department of Defense family support programs and services.

Endnotes

¹ David Chu, "Pentagon Family Assistance Center After Action Report," linked from http://www.dod.mil/mapcentral/actionrpt.html; Internet; accessed 10 December 2006.

² Ibid.

³ Ibid.

⁴ Debbie Wheeler, "Joint Service Family Support Network Conference," Honolulu, HI, 22 August 2005.

⁵ Lieutenant General James R. Helmly, Joint Service Family Support Network Conference," Honolulu, HI, 22 August 2005.

⁶ Major General Eric T. Olson, "Joint Service Family Support Network Conference," Honolulu, HI, 22 August 2005.

⁷ "National Guard and Reserve Family Readiness Strategic Plan: 2000-2005," available from http://www.dod.mil/ra/html/familyreadiness.html; Internet; accessed 6 December 2006.

⁸ Ibid.

⁹ Ibid.

¹⁰ Ibid.

¹¹ Ibid.

¹² Leo Shane III, "Expect More Cuts in Family Support Programs, Army Warns," Stars and Stripes, Europe, 22 September 2006, p.2.

¹³ "National Guard and Reserve Family Readiness Strategic Plan: 2000-2005," available from http://www.dod.mil/ra/html/familyreadiness.html; Internet; accessed 6 December 2006.

¹⁴ Department of Defense, Installation Support, Draft Directive, Number 4001.1 (Washington D.C.: U.S. Department of Defense, 17 June 2005), p.2-3.

¹⁵ Ibid.

¹⁶ Ibid.