

USAWC STRATEGY RESEARCH PROJECT

**SHOULD THE ARMY'S WELL-BEING PROGRAMS BE FUNDED ON A HIGHER  
PRIORITY?**

by

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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.

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# 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 <b>15 MAR 2006</b>		2. REPORT TYPE		3. DATES COVERED <b>00-00-2005 to 00-00-2006</b>	
4. TITLE AND SUBTITLE <b>Should the Army's Well-Being Programs Be Funded on a Higher Priority?</b>				5a. CONTRACT NUMBER	
				5b. GRANT NUMBER	
				5c. PROGRAM ELEMENT NUMBER	
6. AUTHOR(S) <b>Tamer McGuire</b>				5d. PROJECT NUMBER	
				5e. TASK NUMBER	
				5f. WORK UNIT NUMBER	
7. PERFORMING ORGANIZATION NAME(S) AND ADDRESS(ES) <b>U.S. Army War College, Carlisle Barracks, Carlisle, PA, 17013-5050</b>				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 <b>Approved for public release; distribution unlimited</b>					
13. SUPPLEMENTARY NOTES					
14. ABSTRACT <b>See attached.</b>					
15. SUBJECT TERMS					
16. SECURITY CLASSIFICATION OF:			17. LIMITATION OF ABSTRACT	18. NUMBER OF PAGES <b>22</b>	19a. NAME OF RESPONSIBLE PERSON
a. REPORT <b>unclassified</b>	b. ABSTRACT <b>unclassified</b>	c. THIS PAGE <b>unclassified</b>			

## ABSTRACT

AUTHOR: Colonel Tamer R. McGuire  
TITLE: Should the Army's Well-being Programs be funded on a Higher Priority?  
FORMAT: Strategy Research Project  
DATE: 15 March 2006      WORD COUNT: 5695      PAGES: 21  
KEY TERMS: Army's Well-being Programs being funded higher priority in Planning, Programming, Budgeting, and Execution (PPBE) Process  
CLASSIFICATION: Unclassified

The United States Army is made up of Soldiers and civilians from all walks of life. There are many different reasons that could challenge the question of should the Army's Well-being programs be funded on a higher priority to improve retention and recruitment within the Planning, Programming, Budgeting, and Execution (PPBE) Process. Many of the Army's Well-being programs have a risk category of low to moderate while others can be traced to an objective-based national planning system. In all of these areas, money is a major issue and thus inherently interesting to the PPBE Process. The argument centers on the functional capabilities of getting the right amount of funding within the Army and their ability to conduct PPBE Process for Well-being programs that are created under the auspices of Army Transformation. This paper will describe what Well-being programs are and how programs are categorized. It will conclude with the rationale for raising the risk level of Well-being programs to meet the challenges of the 21st century.



## SHOULD THE ARMY'S WELL-BEING PROGRAMS BE FUNDED ON A HIGHER PRIORITY?

We must ensure each Soldier is equipped and trained to fight and win. We must also provide for our families. We will not be successful if we fail to care for our loved ones waiting for our Soldiers to return. We must fight for their health care, children, housing, and well being with the same vigor we fight with on the battlefield. They deserve nothing less.<sup>1</sup>

The United States Army is the most powerful army in the world. The Army is made up of capable men and women from all over the globe. Some of the Soldiers are rich while some are trying to better themselves. Some have families and some do not, but each and every one of them is willing to represent the United States Army with the utmost support and patriotism. To help in establishing adequate programs, the Army Well-being Strategic Plan was released in January 2001. It describes five strategic goals of Well-being. It sets forth the Army's direction for establishing Institutional Strength of the Army.<sup>2</sup> Well-being provides opportunities for Soldiers, civilians, and their families to enhance their personal self-reliance and resilience as they pursue their unique individual aspirations.<sup>3</sup> The strategic plan defines the framework to integrate the Well-being programs that results from these goals. The Well-being programs play a vital role in the war against terrorism. They provide support to spouses, provide recreation for children, provide medical support for families and keep families in the community united. By helping out families when Soldiers are working on missions, deployed or on the battlefield, Soldiers can do their jobs effectively without any distractions, like worrying about their families. This paper addresses the questions, should the Army's Well-being programs be accorded a higher funding priority to improve retention and recruitment within the Army?

### What is Well-being?

"Army Well-being" is similar to one's quality of life, but is more of an expansion, integrating and incorporating existing quality of life initiatives and programs into the Well-being framework. The initiatives and programs link to the four institutional outcomes that are performance, readiness, retention, and recruiting.<sup>4</sup> Well-being programs contribute to institutional strength by producing self-reliant individuals who are able to focus on the mission, knowing that their personal lives are in balance and their needs are being met.<sup>5</sup> The Army's readiness and success is directly linked to the Well-being of its people, including the Army's Soldiers, civilians, veterans and their family members.<sup>6</sup> Army Well-being programs allow military leaders to take care of their Soldiers and their families while carrying out their assigned tasks and missions. As a result, the Army has trained Soldiers that are prepared and ready for any situation and the

Well-being of Soldiers' families require adequate support and resources that increase the readiness of the unit.<sup>7</sup>

The objective of the Army Well-being programs is to address the physical, material, mental, and spiritual needs to provide relevant and complete readiness to the Combatant commanders. Combatant commanders have the opportunity to achieve each of these needs to the degree they desire. This will enhance their preparedness to perform and support the Army's mission.<sup>8</sup> Well-being is oriented to providing opportunities and support for individuals and families; to empower them to meet challenges through better information, training, and command support. "Well-being programs focus on meeting the needs of Soldiers (Active Duty, Army National Guard and Army Reserve), Department of the Army Civilians, Veterans, Retirees and Families – before, during, and after deployment."<sup>9</sup> Well-being represents the Army's resolute commitment to prepare now to meet the needs of the Soldiers, civilians, and families of the Army of the 21st century. The Chief of the Well-being Division stated, "The primary difference between quality of life and well-being is that well-being seeks to integrate the mutually supporting demands and expectations of the Army and its people."<sup>10</sup> With the implementation of the Well-being programs, the Army will have someone responsible for looking across systems and evaluating them in a holistic manner with the results tied to readiness. The Army Well-being framework provides a way to measure success in the people programs and a way to address any needs of the Army. Incorporating the Well-being plan into the Planning, Programming, Budgeting, and Execution (PPBE) Process (which will be discussed later) will create a comprehensive strategy that the Army can implement that would integrate the Well-being initiatives, programs and resources (like a bridge) connecting the Army's needs with individual needs. These goals address the needs of the Army and its people – to serve, to live, to connect and to grow.<sup>11</sup>

A strategic communication system for Well-being would enhance the level of readiness for the commander in the field. Participants should all have the opportunity to achieve each of the goals of serving, living, connecting, and growing to the degree they desire, enhancing their preparedness to perform and support the Army's readiness. At the core of all Well-being initiatives are four strategic goals. Figure 1 provides these goals addressing the basic needs of each member of the Total Army Family – to serve, to live, to connect and to grow. The items underlined in Figure 1 are the 18 categories of Well-being. Some of the 59 functions that make up the 18 categories that must be funded to support the Soldiers and their family members are discussed later in the paper.

# WELL-BEING ARCHITECTURE

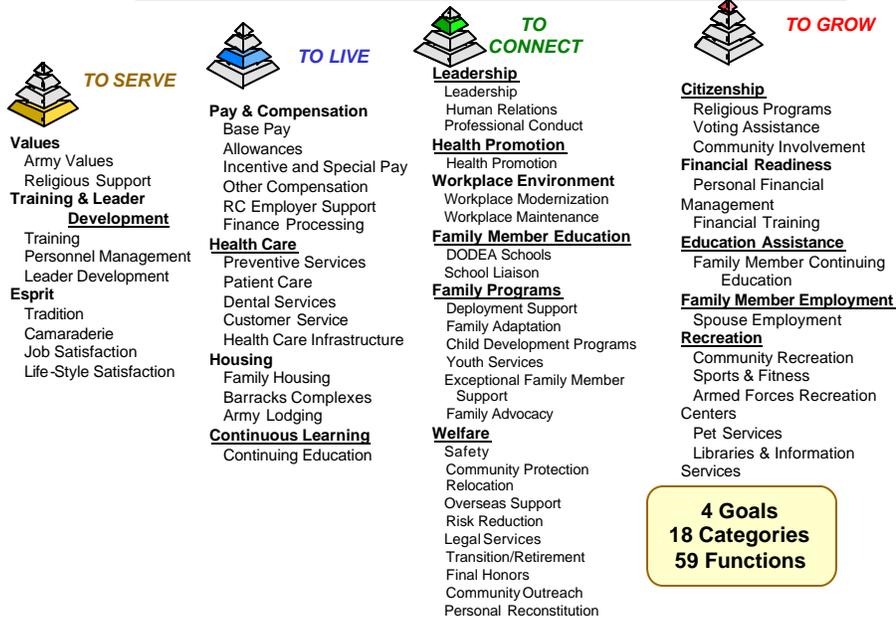


FIGURE 1. ARMY WELL-BEING ARCHITECTURE FOR BASIC NEEDS

Each strategic goal decomposes into categories and functions. The key categories of the To Serve strategic goal are Values, Training and Leader Development, and Esprit. For the Army to accomplish its mission – whether in a combat zone or garrison environment – “we must all embrace the concept that we have an opportunity to serve in support of something larger than ourselves.”<sup>12</sup> The Army’s values differentiate it from other cultures and characterize both the institution and the people that make up the institution. The Army’s values include: loyalty, duty, respect, selfless-service, honor, integrity, and personal courage. The Army provides training to Soldiers and civilians, teaching them the skills, knowledge, attributes, and the confidence required to successfully accomplish missions as well as the leadership skills needed to lead successfully while preparing for future positions of increasing responsibility.

The Army cultivates passion for the profession and its lifestyle by carrying on its distinctive culture through its customs, history, and traditions. The demands of the Army create unique

interactions and special bonds on several levels, between Soldiers and civilians deployed in the field and on installations and among Army families. This bonding of the spirit connects people together, as they first enter into the Army and its way of life and further on through their years of service and later as veterans or retirees. Soldiers and civilians are provided a sense of purpose, gratification, and fulfillment in the work that they do. The Army provides an environment that allows Soldiers, civilians, and their families to achieve a satisfying work-life balance and fulfillment in their lives. A healthy life-style climate allows for a unit to have their unit ready for combat with healthy work-life balance for Soldiers and civilians, as well as their family members.

The Army is constantly preparing for threats of future wars even while currently being involved in wars now. The individuals who choose to join the Army are provided the opportunity to serve as a part of a winning team. These individuals develop a foundation of service upon which Well-being resets. This foundation fulfills three roles based on individual needs – the role of a “provider” meets the need to live; the role of “Army Team member” meets the need to connect; and the role of a “person” meets the need to grow.<sup>13</sup> The Soldier remains the centerpiece of our combat systems and formations and makes indispensable contributions to the Joint Force.<sup>14</sup> The Soldier is the Army’s crucial link to both realizing Future Force capabilities and to enhancing the effectiveness of the Current Force.

The key categories of the To Live strategic goal are Pay and Compensation, Health Care, Housing, and Continuous Learning. The Army provides a competitive standard of living for all Soldiers, civilians and their families. To live is to “be able to live at a standard of living that we as an Army can be proud of.”<sup>15</sup> The Army provides a unique culture, sense of community and a record of accomplishment that engenders intense pride. Soldiers and family members need shelter, food, and safety to live. The need to live is often satisfied with individuals earning a living to provide these physical and material needs.

The Army provides a foundation of financial compensation for its soldiers, civilians and retirees that contribute to a competitive standard of living and to a foundation that can sufficiently attract and retain the required workforce. Allowances, incentives and special pay are also provided to provide additional pay due to unique requirements and circumstances of Army life. The Army provides eligible personnel with required medical and dental treatment equaling or exceeding the civilian society standards, including customer service that provides timely access to medical and dental information and services. A sufficient infrastructure for health care delivery is also provided. Continuous education aids in the progress and development of Soldiers. Civilian education opportunities for personal development and for undergraduate and graduate degrees are provided.

Adequate family housing is provided for active military and eligible DOD personnel, providing housing commensurate with that of civilian society. Barracks are used to house personnel not residing with family members. Army lodging is also available for official travelers and other authorized guests, providing them with quality temporary lodging accommodations equal to mid-range commercial hotels, at the lowest possible cost.

The Army has implemented a program called Residential Communities Initiative (RCI). The RCI program provides quality family housing and residential communities for Soldiers and their families. Through implementation of the RCI program, the Army will improve two-thirds of the housing more rapidly and at a lower life-cycle cost than through the use of traditional military construction and more importantly will ensure the long-term sustainment of adequate on-post housing and communities.<sup>16</sup> The other one-third of the housing is DoD-owned units, with majority of the units below an acceptable living standard due to years of neglect. With the current housing budget, it would take around 30 years and as much as \$20 billion to improve the housing and bring it up to acceptable living standards.<sup>17</sup> Married service members have a choice of whether to live on base or off base; however living on base may be a challenge for some. Many Soldiers put their family's name on long waiting lists to live on base. The living conditions there may not be the best, but for some it is more of a logical and practical decision. Living on post provides the "rent-free" aspect of base quarters, security, access to a nearby hospital and commissary and the pleasure of living in a community with other military members.

Key categories of the To Connect strategic goals are Leadership, Health Promotion, Workplace Environment, Family Member Education, Family Programs, and Welfare. To connect is "to develop and maintain a sense of pride and belonging within the Army Team – Soldiers, DA Civilians, Retirees, Veterans and Families".<sup>18</sup> The Army's Well-being plan provides an environment that allows Soldiers, civilians, and their families to enrich their personal lives by achieving their individual aspirations. The plan ensures leadership that maximizes the positive, combined effort of intangibles on the outcomes of Well-being programs and the integrity of the institutional strength of the Army. Quality of life is an important key in today's U.S. military forces.

The Army creates an organizational environment where leadership is valued and leaders balance mission accomplishment and individual well-being. Services are provided to Soldiers, civilians and their family members to monitor and enhance health related issues such as immunizations, age and gender appropriate screening, occupational safety, and environmental surveillance, ensuring that the military is healthy and prepared to face any physiological or

psychological threats in the event of deployment. The services also assure a safe workplace and community. Soldiers and civilians work in an environment where the people work in accordance with the Army's values and conduct themselves in a professional way. Workplace facilities are restored and modernized, keeping the facilities functioning within the parameters of their intended use.

School age family members in overseas and selected CONUS locations receive quality education consistent with or exceeding national benchmarks, inspiring and preparing all students for success in a global environment. Family programs provide information, knowledge and skills to families, introducing them to available support services that will enhance their independence and self-sufficiency, prepare volunteers and family members for leadership roles within their military communities as well as teach them how to cope with the challenges of Army life. Child Development Programs and Youth Services are available for infants, toddlers and school age family members. The programs help support Army readiness by reducing the conflict between Soldiers' parental responsibilities and their on-the-job mission requirements.

The Family Advocacy Program which was organized to address the problems of abuse provides service to at-risk families as well as education and awareness programs. It also provides shelters, OCONUS foster care arrangements and transitional compensation for dependent family members of soldiers separated for dependent-abuse offense. There are also programs dedicated to improving emotional, physical and spiritual health, reducing high-risk and self-destructive behaviors.

The Army plan is relocating a significant number of units. The Army modular force initiative involves the total redesign of the operational Army into a larger, more powerful, more flexible and more rapidly deployable force. The plan includes new organizations being formed and other units being returned from overseas locations. All of this requires relocation funds, which costs the Army resources which were not allocated in the PPBE Process. The budget was already submitted to the Office of the Secretary of Defense (OSD) before the Army announced its plans for moving a brigade from Korea to Fort Carson. The relocation of 2nd Brigade, 2nd Infantry Division from Korea to Fort Carson, Colorado, resulted in an increase of approximately 3,700 military authorizations at Fort Carson.<sup>19</sup> The Army budget contains no programmed funding to pay for any needed housing or other installation facilities cost for efforts such as moving from three brigade divisions to four brigade divisions and some of the stationing support relocation cost.<sup>20</sup>

Key categories of the To Grow strategic goal are Citizenship, Financial Readiness, Education Assistance, Family Member Employment, and Recreation. To grow is "to take

advantage of the numerous opportunities the Army provides for personal and professional growth."<sup>21</sup> Service members are ideal targets for money lenders because most Soldiers have a general lack of financial knowledge. To do something about it, the Defense Department partnered with the National Association of Securities Dealers Investor Education Foundation and launched the Military Financial Education Program which was designed to help service members and their families manage their money as well as save and invest their money wisely.<sup>22</sup> The Soldiers need to grow centers on each individual's personal aspirations.<sup>23</sup> Individuals desire to be creative, productive, and to use and expand one's capabilities.

Legal information, advice and assistance are provided for Soldiers and their families. Those eligible can participate in election processes. Religious programs allow individuals to practice and express their faith, facilitating personal growth, ethical development, selfless service, moral strength and comfort as well as enhancing their need to connect and to grow. A variety of financial programs and training allows Soldiers and their families to manage their financial resources, make informed decisions, manage their resources to achieve personal goals and objectives and develop self-sufficiency.

Family members of Soldiers have the opportunity to pursue continuous education, pursuing goals and lifetime learning opportunities. The Army provides assistance to family members in finding Government Civil Service or private sector employment for financial security and for personal and professional development. The Army provides a diverse range of indoor and outdoor recreational activities at Army installations that serve as a diversion from the rigors of military service to reduce the stress of daily living and enhance the mental and physical fitness of Soldiers and their families.

Individuals may choose to grow spiritually through religious programs, or personally through volunteering, spouse employment, education, and travel. Well-being empowers Soldiers and civilians to make decisions on their own as they become the centerpieces for the Army for decades to come. Soldiers and civilians grow through individual performances and personal readiness. Well-being creates an environment that influences America's sons and daughters to want to be a part of the uniformed Army and civilian workforce. Today's armed forces consist primarily of married Soldiers with families. More spouses are employed than in earlier times and there are more single parents in the Army.<sup>24</sup> Spouses want to work and by being unemployed has significant and negative effects on one's happiness, whereas being satisfied with one's personal economic situation has strong and positive effects.<sup>25</sup> Service members today also spend more time away from their home and families than their predecessors did in the past. The factors above place special demands on the housing system

and other associated support such as schools, recreation, and daycare, making the demands harder to meet while the amount of defense resources are steadily dwindling down.

#### Prioritization of Army Capabilities

When preparing their programs and budgets, military departments and agencies must factor in the risks that may occur in their programs and how to prevent those risks from causing future problems. Risk management is a relatively recent discipline, in which developments are still occurring very rapidly. The point of risk management as a part of resource allocation is to attempt to find the best use of resources to minimize risk across multiple activities. The resource priorities below reflect the Army's method to articulate the different levels of acceptable risk across the full spectrum of the Army activities. The Army's overarching and interrelated strategies are the first step in the management of risk across the Army's capabilities. By achieving balance among its interrelated strategies, the Army is able to provide the President and the Secretary of Defense with the land force power to meet the Joint Force Commanders objectives with the lowest practical risk. The Army's four overarching and interrelated strategies are:

- Providing relevant and ready land power to the Combatant Commanders – today and tomorrow.
- Training and equipping Soldiers to serve as warriors and growing adaptive leaders.
- Attaining a quality of life for Soldiers and their families that match the quality of their service.
- Providing infrastructure and support to enable the force to fulfill its strategic roles and missions.<sup>26</sup>

Generally, risk management is the process of measuring, or assessing capabilities with priority and then developing strategies to manage the risk. Because resources are limited, the Army must prioritize the capabilities required to support necessary objectives for accomplishing the Army's interrelated strategies. Prioritizing the capabilities is crucial because it allocates the limited resources toward programs that ensure the most critical of the Army's capabilities are available. Figure 2 below defines the four priority categories.<sup>27</sup>

<b>0 – Must Resource</b>	<b>1 – High Priority</b>	<b>2 - Medium Priority</b>	<b>3 - Low Priority</b>
<i>Mission Nonnegotiable</i> - The Army is obligated by law/mandate to resource/fund. or The Army cannot function if not resourced/funded.	<i>Mission Critical</i> - Essential in order to accomplish the task. Mission failure is <i>probable</i> if not resourced/funded.	<i>Mission Essential</i> - A minimal degradation of support will allow satisfactory accomplishment of the task. Mission failure is <i>possible</i> if not resourced/funded.	<i>Mission Enhancing</i> - A modest degradation of support will allow satisfactory accomplishment of the task. Mission failure is <i>unlikely</i> if not resourced/funded.

FIGURE 2. PRIORITY CATEGORY DEFINITIONS

Currently, the Well-being program is considered a medium priority. As such it receives less funding that programs that are considered either high priority or a must resource. This has resulted in several components of the Well-being program being under funded. For example, a shortfall of approximately \$23 million in the funding level of medical care for the reserve components results in many soldiers who are not medically or dentally qualified for service when they are mobilized.<sup>28</sup> Funding insufficiency severely limits the Army’s ability to ensure that Reserve component Soldiers meet medical and dental readiness requirements. Deployed troops and those deploying must get priority for medical and dental because the Army committed to protecting our troops who go in harm’s way,

It is an important factor to have the Army Reserve, National Guard, and the active Army as one team that defends our nation at home and abroad. They all rely on Well-being programs. The Army Reserve and National Guard are community-based forces that develop and maintain relationships that provide local Well-being support and services to Soldiers, veterans, retirees, civilians and their families. Army Reserve, National Guard Soldiers and potential recruits make decisions largely based on input from family, friends and influential community leaders. Their communication and community outreach efforts seek to create strong Army Reserve and National Guard advocates in the public domain that will amplify both as the military option of choice for those who wish to serve their nation. The Army Reserve and National Guard get their strength and “life’s blood” from their communities versus the active Army’s installation-based force. The community is sharing its most precious asset – its citizens, linking them to the nation’s defense while preserving the heritage and value of a strong local and federal militia, further illustrating America’s greatness as a nation.<sup>29</sup>

Another risk associated with the Well-being program is the workplace environment. Some installations within the Department of the Army are not able to fully fund base operations and sustainment costs. The Installation Management Agency has many facilities that need to be repaired. The average age of Army facilities is 41 years old.<sup>30</sup> Many of the facilities can be

classified as inadequate, but due to fund constraints and lower funding priority, the facilities have to be occupied regardless of their inadequate condition. Older buildings have the potential to have asbestos in the building. Buildings not adequately repaired present a safety hazard. Part of the problem is the Army's fix only what's broken program for maintenance.

Increased force protection as a result of September 11, 2001 caused additional funds to come out of accounts that were to be used for installation maintenance. Facilities will continue to deteriorate at a faster rate than they can be repaired unless 100 percent funding for installation sustainment is achieved over an extended period of time.<sup>31</sup>

The Military Financial Education program, which does not use taxpayer's money, includes an online resource center, on the ground training, educational tool kits for trainers and investors and on-base activities and events designed to motivate families and to help them be financially responsible. A long-term public outreach campaign is also included in the program to help raise awareness of the tools, information and services available to service members and their families. Equipping service members with the tools and resources they need to make sound financial decisions is integral to both military readiness and the strength and stability of our service members.<sup>32</sup>

Service members returning from deployments will now participate in a post-deployment health reassessment program. The program will assess the health - both physical and mental - of service members some 90 to 120 days after they have redeployed. It is designed to find service members whose symptoms are not evident at first or do not show up immediately and get them the help that they need. All of the military services are instituting the reassessment program. It is in addition to the routine post-deployment health screening that Soldiers go through when returning to the United States from a deployment.<sup>33</sup>

The Morale, Welfare and Recreation (MWR) programs are strategically planned and implemented using business management practices to fulfill local needs, while maintaining the readiness capability to support the wartime mission. Programs within this category promote the physical and mental well-being of the military member, a requirement that supports accomplishment of the basic military mission. Some examples are physical fitness facilities, libraries, and unit-level sports. The programs are supported with Appropriated Funds, but there are some uses of Nonappropriated Funds. A side benefit of the MWR programs is that it provides job for military spouses through volunteering or compensation. When a spouse is given the chance to work, he or she will more than likely encourage his or her spouse to remain in the service. Spouses work or volunteer in libraries, clubs, post exchanges, recreation centers and other places to earn an income to supplement their spouses' income or volunteer to satisfy

their own fulfillment. It is true that some spouses want to only volunteer, but the majority of the spouses want to earn an income. With the many cut backs in jobs and services rendered, the Army faces the risk of losing many service members. A happy spouse makes a happy Soldier.

#### Planning, Programming, Budget, and Execution (PPBE) Process and Well-being

The Army Well-being strategic plan includes the identification of resourcing needs and includes ways to meet those resourcing needs. Program managers and their staffs have to be aware of the nature and timing of each event that occurs in the PPBE Process. They may be involved in a situation where they possess critical information that is needed for Well-being program funding and success. In the PPBE Process, the Army leadership establishes strategies and prioritized goals to support the readiness of the force, which subsequently are used to guide resource allocation decisions that balance the guidance with fiscal constraints. The four phases of the process are distinct from one another but do overlap.

The planning phase of PPBE Process is a collaborative effort by the Office of the Secretary of Defense (OSD), the Joint Staff, and the Army. The phase begins with a resource informed articulation of National Defense Strategy and National Military Strategy known as the Strategic Planning Guidance (SPG). The SPG is used to lead the planning process, now known as the Enhanced Planning Process (EPP).<sup>34</sup> The results of which are documented in the Joint Programming Guidance (JPG). This process results in fiscally constrained guidance and priorities for military forces, modernization, readiness and sustainability, and supporting business processes and infrastructure activities. The SPG and JPG documents are the link between planning and programming and provide guidance to the various military departments and defense agencies for the development of their program proposals, known as the Program Objective Memorandum (POM).

The programming phase of PPBE Process begins with the development of a POM by each of the military departments and defense agencies. This development seeks to construct a balanced set of programs that respond to the guidance and priorities of the SPG and JPG within fiscal constraints. When completed, the POM provides a fairly detailed and comprehensive description of the proposed Well-being programs, including a time-phased allocation of all resources (forces, funding, and manpower) used by these programs projected six years into the future. Programs that are not fully funded (or not funded at all) but considered to be important are also described in the POM, and assessments are made dealing with the risks associated with the shortfalls. The senior leadership in OSD and the Joint Staff review each POM to help integrate the Component POMs into an overall coherent defense program.<sup>35</sup> They also have

the choice to raise any issues with selected portions of any POM, or any funding shortfalls in the POM, and propose alternatives with adjustments to resources. Issues not resolved at lower levels are forwarded to the Secretary to resolve, and the resulting decisions are documented in the Program Decision Memorandum (PDM).

The budgeting phase of PPBE Process occurs concurrently with the programming phase as each Component submits its proposed budget estimate simultaneously with its POM. The budget converts the programmatic view into the format of the Congressional appropriation structure along with associated budget justification documents. The budget projects resources, but only up to two years into the future. The budget however, goes into considerably more financial detail than the POM. Upon submission, each budget estimate is reviewed by analysts from the office of the Under Secretary of Defense (Comptroller) and the Office of Management and Budget (OMB).<sup>36</sup> The purpose of their review is to ensure that programs are funded in accordance with current financial policies and are properly and reasonably priced. The review also ensures that the budget documentation is adequate to justify the programs presented to the Congress. Typically, the analysts provide the Components with written questions in advance of formal hearings where the analysts review and discuss the budget details. After the hearings, each analyst prepares a decision document (known as a Program Budget Decision, or PBD) for the programs and/or appropriations under his or her area of responsibility. The PBD proposes financial adjustments to address any issues or problems identified during the associated budget hearing. The PBDs are staffed for comment and forwarded to the Deputy Secretary of Defense for decisions. Once the PBDs are signed, the Services get one last opportunity to submit outstanding budget issues. Many of these are resolved on an "out-of-court" basis. Those of a more critical nature are considered Major Budget Issues (MBIs) and are resolved in a session between the Service Secretary and the Secretary of Defense. These decisions are then reflected in an updated budget submission provided to the OMB. After that, the overall Department of Defense budget is provided as a request to the Congress.

The execution review part of PPBE Process occurs simultaneously with the program and budget reviews. The execution review provides feedback to the senior leadership concerning the effectiveness of current and prior resource allocations. Over time, metrics are developed to support the execution review that will measure actual output versus planned performance for defense programs. In the event that performance goals of an existing program are not being met, the execution review may lead to recommendations to adjust resources and/or restructure programs to achieve desired performance goals.

### Why Fund Well-being Programs at a Higher Level?

The overall funding levels that the Army received for their programs including Well-being totaled to \$93.8 billion in Fiscal Year (FY) 2004, in FY 2005 \$98.5 billion, in FY 2006 \$100.0 billion, and has requested \$111.8 billion in FY 2007.<sup>37</sup> A senior Army budget official said that in FY 2005, the Army killed 14 programs and reduced or restructured 15 other programs. By killing these programs and restructuring, the Army saved \$406 million.<sup>38</sup> Fiscal Year 2006 also showed a decrease in buying power.

Since Well-being is a medium priority, it did not compete at all for any of the \$406 million. All the funding went to a higher priority, the Future Combat System (FCS). The Army's major financial focus continues to be on funding the FCS programs that network Soldiers to weapons, sensors and robotic air and ground vehicles. The Army also requested funds for aviation modernization as another higher priority. This included funding for the Boeing Sikorsky Comanche helicopter, a complementary system for FCS.<sup>39</sup> When the Comanche helicopter program was cancelled, the funding that became available as a result could have been allocated to Well-being programs. However, a top service officer said that the funding will remain in Army aviation accounts allocated for upgrades, modernization, and new aircraft buys.<sup>40</sup>

A comprehensive, appropriately funded Well-being program attracts top quality recruits and retains well-trained Soldiers and their families. This is absolutely essential to the current readiness of the force. Considering Well-being as a medium priority results in a series of conditions that are less than desirable: Reserve component medical backlogs, substandard housing, and deteriorating facilities. Raising Well-being programs to higher priority will not only allow it to compete with force modernization but also with the other programs that provide near term readiness.

The rationale for funding the Well-being programs at a higher priority would be to allow Well-being programs to compete for more resources to correct some of these deficient programs. If Well-being is listed as a priority 1, more funding could possibly be acquired to successfully operate these often critically needed programs. If considered as a priority 1, libraries could stay open longer and provide longer hours for Soldiers. As of now, many libraries are closing earlier because they cannot hire the personnel to stay open longer. Many libraries are unable to purchase new databases because of funding that has been allocated to the higher priority programs. Housing would be repaired with minimal damage to quarters. Dining facilities could perform with adequate manpower. Maybe, all of the medical and dental appointments could be given on the military base instead of going to the civilian doctor for health care. Well-

being programs are so vital to Soldiers and the Army family; it would be a shame to lose them. If Well-being Programs were funded at a higher level, the Strategic Plan would not face a challenge.

### Conclusion

The Army is at war and will be for the foreseeable future. Force proficiency is essential for continued mission success today and deterrence into the future. Rigorous training is essential for the survival and readiness of America's Soldiers fighting on current and future battlefields. Training is a combat multiplier, but so is Well-being. Currently the U.S. Army enjoys a significant advantage in training and readiness, which must be maintained however Well-being is somewhat lacking and must be improved. The personal, physical, material, mental and spiritual state of Soldiers, retirees, veterans, civilians and their families are essential to the ability of the force to accomplish the Army's mission. The Well-being program links individual needs with the needs of the Army. The Army should prioritize the Well-being programs at a higher category to meet the needs of all persons involved in helping the Army run smoothly. Quality of life should always be an outstanding one for the individuals involved. By providing opportunities to grow and through adequate housing, recreational programs, education, leadership and quality facilities, and the Army works with citizens whose loyalty will remain well after military service has ended. When Representative Ike Skelton, a democratic from Missouri, was asked which quality of life program he considered most important to fund in the fiscal year 2003 Defense budget, he replied, "They are all important. When families feel unappreciated or neglected, service members will get discouraged and leave to seek employment elsewhere. That's the challenge."<sup>41</sup>

### Endnotes

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