

# Consumer Group Snapshot

## Military Personnel and Their Families

Consumer Category:  
**Special Needs**



February 2007

Consumer Group Snapshot

<b>CONSUMER GROUP: Military personnel and their families</b>	
<b>THE CONSUMERS</b>	See Attachment 1: Family of Services & Attachment 2: Consumer Matrix
<i>Stage One: At Risk</i> (Estimated Number/ Percent County Population)	<p>Total Cuyahoga County population per American Community Survey (2005): 1,305,166</p> <p>According to the Governor’s Office of Veteran’s Affairs (2005), the at risk population are individuals who could be deployed to military service and their families:<sup>1</sup></p> <ul style="list-style-type: none"> <li>• In 2005, Ohio had 9,957 Army Reservists, 0.76 percent of total county population 2005.</li> <li>• In 2005, Ohio had 2,000 Navy Reservists, 0.15 percent of total county population 2005.;</li> <li>• In 2005, Ohio Army National Guard has 10,000 members, 0.77 percent of total county population 2005.</li> <li>• In 2005, Ohio Air National Guard has 5,000 members, 0.38 percent of total county population 2005.</li> <li>• The number of Ohio Air Force Reserves and Marine Reserves was unavailable.</li> <li>• In 2005, the American Red Cross estimates that there are 2,600 community-based military members in Cuyahoga County including active duty and National Guard and Reservists, 0.19 percent of total county population in 2005.<sup>2</sup></li> </ul>
<i>Stage Two: In Crisis</i> (Estimated Number/ Percent County Population)	<p>Total Cuyahoga County population per U.S. Census 2000: 1,393,978</p> <p>Total Cuyahoga County population per American Community Survey (2004): 1,361,330</p> <p>The in crisis population are individuals who have been deployed for military service and their families:</p> <ul style="list-style-type: none"> <li>• In 2000, 650 individuals from Cuyahoga County were active duty military personnel (Ferrai, 2004).<sup>3</sup> This is 0.05 percent of total county population in 2000.</li> <li>• In 2004, 255 Army Reserve soldiers were deployed from the Cleveland area (Ferrai, 2004).<sup>4</sup> This is 0.02 percent of total county population in 2004.</li> <li>• At the state level, in 2005 there were 1,519 National Guardsmen (Governor’s Office of Veterans’ Affairs),<sup>5</sup> 140 Navy Reservists, and 550 Ohio-based U.S. Marine Corps Reserves deployed (Hedges, 2005).<sup>6</sup> Note: Minimal information is available at the county level.</li> <li>• In 2004, nationally, of the roughly 800,000 troops in the Army National Guard and Reserve and the Marine Reserve, about a quarter are deployed overseas or to military bases in the United States (Powers, n.d.).<sup>7</sup></li> </ul>
Age by Generation	By federal law (10 U.S.C., 510), the minimum age for enlistment in the United States military is 17 (with parental consent) and the maximum age is 35; however, there are maximum ages of enlistment for the various branches based on non-prior military service (Ferrai, 2004). <sup>8</sup>

Consumer Group Snapshot

<b>CONSUMER GROUP: Military personnel and their families</b>	
Risk Factors	<p>Family instability due to the deployment of a family member can be caused by:</p> <ul style="list-style-type: none"> <li>• Stress of becoming “suddenly military” for those reservist families who may not be prepared for deployment;</li> <li>• Financial strains resulting from not having a deployed family member economically contributing at the same level prior to development;</li> <li>• Fear of the unknown regarding safety of deployed individual;</li> <li>• Parent absent for significant events, less parental involvement;</li> <li>• Lack of educators' awareness of and sensitivity regarding deployment and needs of children of deployed members;</li> <li>• Increased child care needs;</li> <li>• Lack of proximity to a military base and the services and supports provided to military families at these sites;</li> <li>• Geographically dispersed families;</li> <li>• Lack of connection with other youth with deployed parents;<sup>9</sup></li> <li>• Unprecedented repeat deployments;<sup>10</sup> and</li> <li>• Perceptions that seeking social work services would have a potentially negative impact on military career.</li> </ul>
Historic Trend Line	Increased number of active duty and reservists deployed overseas since attacks of September 11, 2001.
Influencing Factors Underlying Historic Trend Line (+/-)	<p>“During the past twenty years the American military has changed from relying mostly on active duty personnel for armed conflict, to now relying heavily on reserve components (Tyson and Knickmeyer, 2005).<sup>11</sup> The domestic attacks of September 11, 2001 and the resulting wars in Afghanistan and Iraq arrived at the end of a post-Cold War downsizing of the military that intentionally put far more emphasis on using part-time troops than had been the case for at least a half-century. This has put great stress on military personnel who volunteered for what they believed would be part-time or occasional duty rather than combat tours lasting many months.”</p>
Life Trajectory	<p>Serve as an active duty service member or reservist ⇒ Be deployed ⇒ Solider remains linked to remaining family ⇒ Additional supports available to soldier’s family to compensate for deployment ⇒ Service member returns home ⇒ Successful family reunification ⇒ Reintegration into society, work, and family life</p>
Consumer Impact Strategy	Ensure social, emotional, and economic stability to families of deployed military and reservist personnel while solider is gone, and support for when they return for family reunification and adaptation to civilian life.
Future Projection	The majority of National Guard and Reservists called for active duty have been deployed to Iraq. At the time of the writing of this report (May 2006), U.S. officials stated they are pursuing a condition-based withdrawal from Iraq, but no timeline has been set. <sup>12</sup>

Consumer Group Snapshot

**CONSUMER GROUP: Military personnel and their families**

<p><b>THE SAFETY NET:</b> Which of the 80 safety net core services are needed to empower consumers to positively alter their life trajectory?</p>	
<p><i>Stage One:</i> At Risk</p>	<p>Not applicable</p>
<p><i>Stage Two:</i> In Crisis</p>	<p><b>Primary Service</b></p> <ul style="list-style-type: none"> <li>• Social Services to Military Personnel</li> </ul>
<p><i>Stage Three:</i> Stabilized</p>	<p>Not applicable</p>
<p>Intended or Unintended Philosophy Underlying Service Delivery (i.e., assumptions about what will work)</p>	<p><i>Historic philosophy:</i> Extensive separation of families acceptable, but separations were predictable. Most deployments were of active duty personnel whose families were more likely to live on or in proximity to a military base and the various services the base would have provided. Few supports were available for dual career families; most were for stay-at-home spouses. Laws and policies geared toward a force comprising high school graduates with few dual income families and more stay-at-home spouses. The military operated in a less complex financial world with more of a “company town” mentality. Access to technology was extremely limited and there was no Internet.</p> <p><i>Current philosophy:</i> A significant change to the military’s management of military families was initiated with the 2002 report “A New Social Compact: A Reciprocal Partnership Between the Department of Defense, Service Members, and Families.”<sup>13</sup> As the report notes, “The world has changed and so must the military to keep pace with the emerging U.S. social trends and to meet the expectations of new generations of service members and their families. The Department must address the American higher standard of living—in housing, medical care and education—as well as recognize the needs of dual earner families. Efforts must be directed to reaching the Total Force, which is increasingly diverse, resides primarily off-base, and is challenged by today’s complex financial environment. New policies and laws must reflect these changing demographics and the transformation of the military.”</p> <p>Core components of the new social compact include the following:</p> <ul style="list-style-type: none"> <li>• Assistance with work life stress both in formal and informal support systems to assist service members with the unique stressors of military life such as deployment and relocation);</li> <li>• Information and support for mobile military child education to assist military dependent youth as they</li> </ul>

**CONSUMER GROUP: Military personnel and their families**

- transition to new schools during relocation;
- Child and youth services such as affordable, quality child care and youth programs located on military installations;
- New parent support teams that offer home visiting services to every active duty family with preschool children;
- Commissary and exchange benefits that provide quality services, products, and food at reduced prices to military personnel around the world;
- DoD education activity such as the provision of high quality educational opportunities for military dependent youth that is consistent with high school and college standards;
- Financial literacy in the form of educational and support services that promote responsible financial behavior in service members and their families;
- World class health care for active duty service members, reservists, retirees and their families;
- Housing information regarding quality private sector housing or military housing accessible to relocating military families;
- Fitness and recreational opportunities through center-based quality health and fitness programs and center-based or installation-wide quality recreational programs;
- Employer support for Reserve forces to employers with understanding and supporting the Reservist;
- Spouse employment: programs and placement services for relocating military spouses;
- Technology and connectivity through the provision of QoL, (quality of life) programs and service information via the Internet;
- Tuition assistance and distance learning for military members who want to pursue higher education; and
- Underwriting family support through the provision of DoD (Department of Defense) policies that support the identified functional areas.

A critical element of the new social compact for military lifestyle support is to “underwrite family support as a government issue.”<sup>14</sup> Many of the key services identified as important to supporting military families are provided on or near military bases; however, there is no large military installation in the greater Cleveland area, although the U.S. Coast Guard 9<sup>th</sup> district (Great Lakes) is headquartered in Cleveland District 9 and does maintain a legal office in Cleveland. With the military’s growing reliance on reservists and national guards, the Department of Defense has acknowledged that it can be often difficult for military families to obtain information and to access services that are sponsored by the DoD such as commissaries, recreation facilities, child development, legal assistance officers, and other family support programming. The importance of technology in communicating this information is being heavily emphasized by the DoD.

**CONSUMER GROUP: Military personnel and their families**

There are some extensive military benefits that do not need to be accessed exclusively from or near military installations. TRICARE is the military's health care system and is similar to a civilian HMO. The sponsor (the Reservist or National Guard member who has been called for active duty) must have active duty for more than 30 days to have eligibility for themselves and their families. TRICARE uses a military and a civilian network with very low co-pays and deductibles. A full range of medical and mental health benefits are available through TRICARE. Dental care is available as well. There are various levels of TRICARE, but civilian and military facilities can be used (care does not have to be provided on a base).

The American Red Cross has a special relationship with the military and provides an exclusive worldwide emergency communications and support network between military service members and their families.<sup>15</sup> Additionally, the Red Cross collaborates with the military aid societies in providing financial assistance such as emergency transportation, funeral expenses, medical/dental bills, respite care, food, rent, and utilities, disaster relief assistance, child care expenses, essential vehicle repairs, and other unforeseen family emergencies.

The Uniformed Services Employment and Reemployment Rights Act of 1994 (USERRA) offers protection for employees who are gone from work for up to five years, and longer in some cases. USERRA has many requirements of employers, including reinstating members of the National Guard and Reserve when they return to work. If a company has a health plan, it must offer it to the departing employee for 18 months, with restrictions on how much the employee is charged. If an employee is gone for 90 days or less, an employer must promptly return the employee to the same job he would have had if he had worked during that time. However, the law does not require employers to pay them.<sup>16</sup>

**What Works**

According to the Air Force Aid Society (2006), the following nine principles are suggested best practices in providing social services to military personnel from a social work perspective:<sup>17</sup>

- 1) Social workers involved with military families must become familiar with the military culture and the environment in which the family resides.
- 2) Recognize and respect level of commitment of military members and their family to military.
- 3) Respect the limits of military confidentiality.
- 4) Establish a safe environment for communication (often an issue regarding higher ranks).
- 5) Understand developmental issues and conflicts and that common factors that introduce strain among military members and their families are disruptions in normal developmental processes and conflicts between military duties and meeting family needs.
- 6) Support the limits of self-determination for military families. Military families generally accept the imperative of "mission first" and face many challenges because of it.

Consumer Group Snapshot

<b>CONSUMER GROUP: Military personnel and their families</b>																
	<p>7) Advocate for prevention and interventions without stigma. Even with the advances in knowledge regarding the strain and stress of military life for individuals and families, stigma remains attached to expressions of psychological or emotional distress by military members and their families.</p> <p>8) Know and use military resources.</p>															
What Doesn't Work	<ul style="list-style-type: none"> <li>Services that ignore the strains of extended separation and the difficulties of returning to family and civilian life after extended absence.</li> <li>Making services available only on military installations.</li> </ul>															
Community-wide Strategies to Impact Life Trajectories	Organized network of supportive services recognizing the special needs of families with a currently deployed or recently returned service member.															
First Call for Help	Between 2000 and 2004, there were 40 requests for services for families of military personnel. Of these, 2 (5 percent) were unmet, meaning that there was no agency to which to refer callers. See Attachment 3: First Call for Help for more detail.															
<b>RESOURCES</b>																
Identified Resources 2003-04	<table border="1" style="margin-left: auto; margin-right: auto;"> <thead> <tr> <th colspan="3" style="text-align: left;"><b>Identified Military Personnel Revenues</b></th> </tr> <tr> <th colspan="3" style="text-align: left;"><b>As of 5/11/06</b></th> </tr> <tr> <th></th> <th style="text-align: center;"><b>Community</b></th> <th style="text-align: center;"><b>UW</b></th> </tr> </thead> <tbody> <tr> <td>Social Services to Military Personnel</td> <td style="text-align: right;">\$121,755</td> <td style="text-align: right;">\$121,755</td> </tr> <tr> <td><b>Total</b></td> <td style="text-align: right;"><b>\$121,755</b></td> <td style="text-align: right;"><b>\$121,755</b></td> </tr> </tbody> </table> <p>* UW revenues are included in community total.</p> <p>NOTE: As of May 11, 2006, \$121,755 in revenues for the social services for military personnel programs had been identified countywide. All revenues came from the United Way Investment Committee allocation. The majority of funding for social services for military personnel comes from the federal government and is passed to families directly from the armed services sites or from local emergency assistance providers (e.g., American Red Cross). No government funding was located for this core service in Cuyahoga County. (See Attachment 4 for detail and Attachment 5 for Revenue Checklist.)</p>	<b>Identified Military Personnel Revenues</b>			<b>As of 5/11/06</b>				<b>Community</b>	<b>UW</b>	Social Services to Military Personnel	\$121,755	\$121,755	<b>Total</b>	<b>\$121,755</b>	<b>\$121,755</b>
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Government Resource Trend Line	Federal funds for “community support” (as defined by the Department of Defense) are increasing in terms of real dollars.															

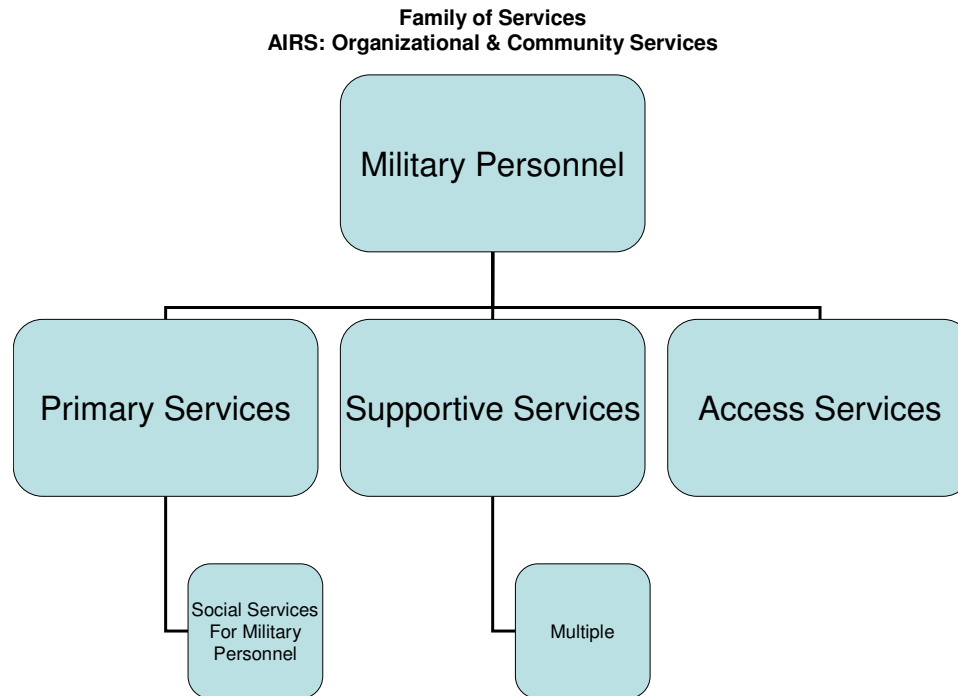
Consumer Group Snapshot

**CONSUMER GROUP: Military personnel and their families**

<p>Future Direction of Government Funding</p>	<p>The Department of Defense (DoD) notes that there has been “steady improvement” in the funding of community support programs for service members and their families.<sup>18</sup> This includes such services as child care, family centers, family advocacy, schools, commissaries, etc. In FY 2001 constant dollars, in FY 1976 the DoD spent \$1.359 billion on community support; in FY 2001 they spent \$2.612 billion. In FY 2003, the DoD spent \$3.8 billion on community support. Given the “Social Compact” policy, government funding can be expected to continue to increase.</p> <p>A veteran, a veteran’s dependent, a surviving spouse, child, or parent of a deceased veteran, an active duty service member, or a member of the Reserve or National Guard may be eligible for Veterans Administration benefits such as healthcare, education and training, vocational rehabilitation and employment, and home loans.<sup>19</sup> For medical care alone, the VA budget has been increasing from \$30.7 million in FY 2006 to \$36.6 million proposed for FY 2008.<sup>20</sup> However, many advocates note that increases in funding are not keeping pace with veterans’ needs.<sup>21</sup></p> <p>The American Red Cross coordinates with military aid societies which are a primary source of emergency financial assistance to active duty and retired military families. The Army Emergency Relief Society provided over \$39 million in assistance to 43,000 soldiers and their families in 2004.<sup>22</sup> The Navy-Marine Corps Relief Society provided \$31.5 million in assistance to more than 40,000 families in 2004.<sup>23</sup> The Air Force Aid Relief Society provided \$15.4 million in assistance to 30,000 families in 2005.<sup>24</sup> The Coast Guard Mutual Assistance Society provided \$5.8 million in assistance to 7,414 families in 2004.<sup>25</sup> Donations to these foundations, which receive no government appropriations, are steady.</p>
<p>Return on Investment</p>	<p>Investment in supporting quality of life for deployed military personnel and their families who may experience long-term separations with short notice can improve social and economic family stability and improve morale and performance of the soldier.<sup>26</sup></p>

# ATTACHMENTS

## Attachment 1: Family of Services



Consumer Group Snapshot

Attachment 2: Consumer Matrix

CORE SERVICES	SUB-CONSUMER GROUPS	ESTIMATED PERSONS IN NEED			ESTIMATED UNIVERSE OF POSSIBLE CONSUMERS		
		Description	Number	% of Total Population Families Households	Description	Number	% of Total Population Families Households
Social Services for Military Personnel	Active duty military persons 16 years and older and deployed National Guard and Reservists in Cuyahoga County and their families in need of supportive services.	National American Red Cross, 2005 Annual Report	2,600	0.2% Population	A conservative estimate of 2,600 persons need social service for military personnel programs. Based on available information about actual consumers, approximately 1,068 persons 16+ have realized access to social service for military personnel programs. This leaves an estimated 1,532 who are not consumers but could be if sufficient services were available and they were aware of them. (2,600 – 1,068 = 1,532). The estimated universe of possible consumers is 2,600 persons including both realized (1,068) and unrealized (1,532) access.	2,600	0.2% Population

Consumer Group Snapshot

Attachment 3: First Call for Help

Military personnel and their families											
CORE SERVICES	TOTAL REQUESTS					%Change*	MET				
	2000	2001	2002	2003	2004		00&04	2000	2001	2002	2003
Social Services for Military Personnel	3	5	6	18	8	167%	3	5	5	18	7
<b>Total</b>	<b>3</b>	<b>5</b>	<b>6</b>	<b>18</b>	<b>8</b>	<b>167%</b>	<b>3</b>	<b>5</b>	<b>5</b>	<b>18</b>	<b>7</b>

Military personnel and their families									
CORE SERVICES	UNMET					TOTALS 00-04			%
	2000	2001	2002	2003	2004	Req.	Met	Unm.	Unmet
Social Services for Military Personnel	0	0	1	0	1	40	38	2	5%
<b>Total</b>	<b>0</b>	<b>0</b>	<b>1</b>	<b>0</b>	<b>1</b>	<b>40</b>	<b>38</b>	<b>2</b>	<b>5%</b>

**Attachment 4: Revenue Table**

**Social Services for Military Personnel**

As of May 11, 2006, \$121,755 in revenues for the social services for military personnel programs were identified countywide. All revenues came from the United Way Investment Committee allocation. The majority of funding for social services for military personnel comes from the federal government and is passed to families directly from the armed services sites or from local emergency assistance providers (e.g., American Red Cross). No government funding was located for this core service in Cuyahoga County.

Consumer Group Snapshot

Attachment 5: Revenue Checklist

Military personnel and their families			
Category	Administrator of Funding		
Federal Government	Department of Defense	x	
United Way Greater Cleve	United Way of Greater Cleveland investment committee allocation	✓	
<p>✓ = Revenue was identified specifically for this core service and the amount allocated in Cuyahoga County appears in the revenue table of the core service report.</p> <p>x = Revenue was identified from these sources, but no dollar amount is available because either it was not possible to obtain data for Cuyahoga County alone, or it was not possible to obtain data specifically for this core service because funding covers multiple core services.</p>			

Social Services for Military Personnel

**NOTES**

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- 2 This estimate is based on the National Red Cross 2005 Annual Report (Mary-Alice Frank, personal communication, June 22, 2006)
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- 5 Ferrari, Theresa. (2004). U.S. Army Reserve and National Guard. Retrieved April 20, 2006 from <http://www.ohio4h.org/fferrari/4hmilitaryRG.html>
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- 14 Ibid.
- 15 Department of Defense. (2005). Guide for National Guard and Reserve Families. Retrieved May 11, 2006 from <http://www.defenselink.mil/ra/documents/BenefitsGuide0929.pdf>
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- 18 Department of Defense. (2001). A new social compact: Executive summary. Retrieved April 20, 2006 from [http://www.militaryhomefront.dod.mil/dav/lsn/LSN/BINARY\\_RESOURCE/BINARY\\_CONTENT/1665141.pdf](http://www.militaryhomefront.dod.mil/dav/lsn/LSN/BINARY_RESOURCE/BINARY_CONTENT/1665141.pdf)
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Consumer Group Snapshot

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