

**VOLUME 4**  
**THE ARMED FORCES AND SOCIETY**  
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## **CHAPTER 1: RACIAL INTEGRATION OF THE ARMED FORCES**

### **A: 50<sup>TH</sup> ANNIVERSARY OF TRUMAN EXECUTIVE ORDER**

#### **Background**

President Harry Truman signed Executive Order 9981, "Establishing the President's Committee on Equality of Treatment and Opportunity in the Armed Forces," on July 26, 1948, to integrate the Armed Forces. While the Services were officially integrated in 1948, it took the severe manpower demands of the Korean War to bring about widespread integration of fighting units. Racial difficulties were apparent in the Vietnam War, and racial tensions and even violence adversely affected many units in the 1970s. This prompted a surge of progress as the services responded with an effort at creating genuinely fair treatment and equal opportunity.

#### **Policy**

The Department of Defense (DoD) announced activities to commemorate the fiftieth anniversary of the signing of Executive Order 9981 in policy memoranda, dated December 24, 1997 and March 27, 1998. The December 24, 1997 memorandum, subject "Pentagon Observance of African American History Month 1998," called for an observance ceremony to be held in the Pentagon Auditorium followed by the dedication of a permanent exhibit saluting African American flag and general officers. The March 27, 1998 memorandum, subject "Department of Defense (DoD) World Wide Equal Opportunity Conference (WWEOC) 1998," established the date and location for an equal opportunity conference commencing on July 26 in Birmingham, AL. Deputy Secretary of Defense John Hamre delivered the conference opening address and activities focused on the status of race and ethnic relations in DoD since the signing of Executive Orders 9980 and 9981.

Several other commemorative activities occurred throughout the year. The U.S. Army sponsored a musical and entertainment program chronicling events before and after integration of the Armed Forces. The program was held at Constitution Hall, Washington, DC and open to the public. The Secretary of Defense and the Deputy Secretary of Defense granted special speaking engagements at the Norfolk State University Reserve Officer Training Corps commencement and a military race relations symposium at the University of Texas at Austin, respectively. In August 1998, the Military Departments installed permanent exhibits in the Pentagon "African Americans in Defense" Corridor closing out the commemorative activities.

## **B: PROMOTION RATES OF MINORITIES AND THE CONTINUING CHALLENGE OF RACIAL INTEGRATION**

### **BACKGROUND**

Secretary of Defense William S. Cohen hosted a signing ceremony for the Department of Defense Human Goals Charter in July 1998 demonstrating the Department's commitment to continue progress in equal opportunity and treatment of all personnel regardless of race, color, sex, religion, or national origin. The Deputy Secretary of Defense, Chairman of the Joint Chiefs of Staff, Service Secretaries, Service Chiefs of Staff, Commandant of the Marine Corps, and the Director of Administration and Management joined Secretary Cohen at the signing ceremony.

In November 1999, the Secretary of Defense released the findings of two separate reports: the Career Progression of Minority and Women Officers study and the Armed Forces Equal Opportunity Survey report. Both the career progression study and the equal opportunity survey report were aimed at evaluating equal opportunity progress within the Department of Defense (DoD).

### **Policy**

**Career progression of minority and women officers study.** The Career Progression of Minority and Women Officers Study, called the Officer Pipeline Study, was commissioned in a March 3, 1994 memorandum signed by then Secretary of Defense William J. Perry. Secretary Perry directed an examination of the "officer pipeline" (e.g., recruiting, commissioning, training, assignment, evaluation, promotion, and retention) because of the low representation of women and minority officers in the grades of O-5 and above. The study reviewed the key stages of officer career progression for active duty commissioned officers in the four branches of the Department of Defense. The approaches used to analyze data included trend analysis, statistical modeling, focus groups and interviews.

**Armed forces equal opportunity survey report.** Mandated by Congress, the Armed Forces Equal Opportunity Survey was the first of its kind. It was administered to 76,000 military men and women of different racial and ethnic backgrounds from the enlisted to officer ranks. The intent of the survey was to better understand Service members' perceptions and experiences related to fair treatment and equal opportunity. Overall, the survey results were very encouraging but also reflected some areas that require continued emphasis and attention.

The Assistant Secretary of Defense for Force Management Policy established a Joint-Service Equal Opportunity Task Force in a memorandum, dated July 21, 2000. The purpose of the task force was to recommend follow-on corrective actions to DoD based on the career progression study and the equal opportunity survey report.



## CHAPTER 2: Women in the Armed Services

### A. 50<sup>th</sup> Anniversary of Executive Order

- An act to establish the Women's Army corps in the Regular Army, to authorize the enlistment and appointment of women in the Regular Air Force, Regular Navy and Marine corps and the Reserve components of the Army, Navy, Air Force and Marine Corps, and for other purposes.
- The program for the Commemoration Ceremony hosted by the Department of Defense on June 12, 1998 documents the 50<sup>th</sup> Anniversary of the signing of the Women's Integration Act of 1948.

### B. Expanding Career Opportunities for Women (Aspin initiative to increase combat-coded job opportunities)

The Defense Advisory Committee on Women in the Services (DACOWITS), whose charter is to provide the Secretary of Defense with advice and recommendations on matters and policies relating to the treatment, employment, integration and well being of women in the Armed Services, continued its work during this administration.

The work of this federal advisory committee to expand career opportunities for women during the Clinton-Gore administration is documented by the:

- DACOWITS 1993 Spring Conference Issue Book – April 18-21, 1993
- DACOWITS 1994 Spring Conference Issue Book – April 24-27, 1994
- DACOWITS 1994 Fall Conference Issue Book - conference held in Virginia Beach, VA
- DACOWITS 1995 Spring Conference Issue Book – conference hosted by the U.S. Army
- DACOWITS 1995 Overseas Installation Visit Report – July 8-22, 1995
- DACOWITS 1995 Fall Conference Issue Book – October 12-15, 1995
- DACOWITS 1996 Spring Conference Issue Book – April 17-21, 1996 (45<sup>th</sup> Anniversary)
- DACOWITS 1996 Overseas Installation Visit Report – July 12-27, 1996
- DACOWITS 1996 Fall Conference Issue Book – October 23-27, 1996
- DACOWITS 1997 Spring Conference Issue Book – April 9-13, 1997
- DACOWITS 1997 Fall Conference Issue Book – October 29-November 2, 1997
- DACOWITS 1997 Training Base Installation Report dated 9 January 1998
- DACOWITS 1998 Spring Conference Issue Book – April 22-26, 1998
- DACOWITS 1998 Overseas Trip Report – July 12-26, 1998
- DACOWITS 1998 Fall Conference Issue Book – October 21-25, 1998
- DACOWITS 1998 Training Installation Visit Report dated 17 December 1998
- DACOWITS 1999 Spring Conference Issue Book – April 29-May 2, 1999

- DACOWITS 1999 Overseas Installation Visits Trip Report – July 17- August 1, 1999
- DACOWITS 1999 Fall Conference Issue Book – October 21-24, 1999
- DACOWITS 1999 Training Installation Visit Report
- DACOWITS 2000 Spring Conference Issue Book – April 26-30, 2000

### **C. Challenges to Create Environment Free of Intimidation – the Department's Initiatives to Deal with Sexual Harassment**

#### **Background**

Incidents of sexual misconduct at the Las Vegas Tailhook Convention in 1991 and subsequent Congressional hearings and testimonies brought to the forefront the problem with sexual harassment in the Department of Defense (DoD). The findings of the DoD Sexual Harassment Survey published in 1995 validated that the problems were real. Subsequent incidents of sexual misconduct and harassment at the Army's Aberdeen Proving Ground, Maryland, in 1996 resulted in congressionally mandated changes to the reporting of sexual harassment through military channels.

#### **Policy**

In response to the concerns of Secretary of Defense William Perry and Deputy Secretary of Defense John Deutch, Secretary of the Air Force Sheila Widnall and Under Secretary of Defense for Personnel and Readiness Edwin Dorn developed a five-point sexual harassment policy plan in August 1994 to eradicate both discrimination and sexual harassment. The plan included establishment of the Defense Equal Opportunity Council (DEOC) Task Force on Discrimination and Sexual Harassment. The Task Force published its report that included 48 recommendations for improvements in Service equal opportunity programs in May 1995. DoD codified the report's recommendation in a revised directive on military equal opportunity programs in August 1995.

Incidents of sexual misconduct and harassment in the Army's military training program at Aberdeen Proving Ground, Maryland, in December 1996 received congressional interest and prompted each of the Military Services to examine their basic military training programs to identify similar problems. The Acting Assistant Secretary of Defense for Force Management Policy issued directive-type memoranda in February 1998 and February 1999 in response to congressionally mandated changes to the reporting of sexual harassment through military channels.

Most existing policy on sexual harassment is contained in the regulations or instructions of each of the Services. The guidance for addressing sexual harassment complainants is contained in DoD directives and policy statements covering unlawful

discrimination. However, Secretary of Defense William Cohen issued policy memoranda on October 14, 1998 regarding equal opportunity and on October 20, 1998 regarding sexual harassment. The sexual harassment statement delegated the awareness training, accountability, enforcement and assessments to the Service Secretaries, continuing the tradition of providing comprehensive guidance by the Department of Defense.

Furthermore, the Defense Advisory Committee on Women in the Services (DACOWITS), whose charter is to provide the Secretary of Defense with advice and recommendations on matters and policies relating to the treatment, employment, integration and well being of women in the Armed Services, continued its work during this Administration.

The work of this federal advisory committee to alleviate sexual harassment of women during the Clinton-Gore administration is documented by the:

- DACOWITS 1993 Spring Conference Issue Book – April 18-21, 1993
- DACOWITS 1994 Spring Conference Issue Book – April 24-27, 1994
- DACOWITS 1994 Fall Conference Issue Book - conference held in Virginia Beach, VA
- DACOWITS 1995 Spring Conference Issue Book – conference hosted by the U.S. Army
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- DACOWITS 1999 Fall Conference Issue Book – October 21-24, 1999
- DACOWITS 1999 Training Installation Visit Report
- DACOWITS 2000 Spring Conference Issue Book – April 26-30, 2000

## **CHAPTER 3: POLICY CONCERNING HOMOSEXUALITY – DEVELOPMENT OF “DON’T ASK, DON’T TELL” POLICY**

### **Background**

During the 1992 Presidential campaign, one of the items on Bill Clinton’s platform was to fully integrate homosexuals into the military. After his election, President Clinton attempted to fulfill this promise. However, as a result of strong objections, he proposed, as a compromise, the “Don’t Ask, Don’t Tell, Don’t Pursue” policy. He unveiled this policy on July 19, 1993.

There have been numerous legal challenges to this compromise policy, and several lower courts did rule the policy to be unconstitutional. However, the United States Supreme Court has consistently declined to hear cases challenging the constitutionality of this military policy.

### **Policy**

Formalization of the policy is contained in a Department of Defense Directive titled “Qualification Standards for Enlistment, Appointment and Induction.” Also, Chapter 37 of Title 10, United States Code, Section 654, codified policy (Public Law 103-60) concerning homosexuality in the armed forces. However, at the operational level, there has been some uneven application of the criteria. There have been numerous policy memorandums at the Under Secretary of Defense and General Counsel of the Department of Defense level, in an attempt to clarify the policy. Most recently, on July 21, 2000, an Office of the Assistant Secretary of Defense (Public Affairs) News Release outlined the Secretary of Defense’s new plan to eliminate all forms of harassment in the armed forces, to include that which is targeted against alleged or perceived homosexuals in particular.

## **CHAPTER 4: ENVIRONMENTAL SECURITY VISION STATEMENT**

### **A. Background**

To have fully incorporated environmental, health and safety values into the culture of the Department of Defense. These core values are recognized by the uniformed and civilian customers throughout the Department of Defense and its external stakeholders not only as key elements of national security policy, but as a necessary, underpinning of sound business practices that allow the Department to maximize its financial and human resource potential. They are vital parts of all operational and business decisions whereby the safety and health of our people and protection of weapons systems, facilities, and the environment are integrated into all worldwide national defense activities.

### **B. Environmental Security: An Essential Link in National Defense**

Defending the people, resources and interests of the United States is DoD's mission. Sound stewardship of the natural resources—lands, water and air—entrusted to DoD is crucial to ensuring operational readiness. We must manage these resources responsibly to preserve needed access to lands, air and water for training and to protect our people. We see environmental, safety and occupational health protection as an essential link in meeting our national security commitment to the American people.

DoD directs one of the largest and most complex environmental, safety and occupational health programs in the world. We manage a global infrastructure comprising—

- 3 million military personnel and civilians, including Guard and Reserve;
- 25 million acres of land (about the size of the State of Tennessee);
- More than 250 major installations, 40,000 additional properties, and 550 public utility systems;
- More than 100,000 vehicles, 22,000 aircraft and hundreds of ocean-going vessels; and,
- More than 50,000 cultural properties and structures that are important to the Nation's historical legacy.

The critical link between sound environmental, safety and occupational health practices and the mission of ensuring national security is embodied in the Office of the Deputy Under Secretary of Defense for Environmental Security. That means we recognize that environmental, safety and occupational health concerns are found in essentially every aspect of DoD's activities—building bombs or building barracks,

training pilots or painting planes, working with other nations or in your community. Environmental Security seeks to inform and lead decision-makers at any juncture where these issues may impact the effectiveness of our mission or our stewardship of resources.

## **C. SHAPING THE INTERNATIONAL ENVIRONMENT**

Threats to our national security—terrorism, ethnic conflicts, and environmental degradation—know no national boundaries. Preventative defense means trying to limit threats to our security. DoD applies that principle to environmental security risks. We work cooperatively with foreign militaries to promote regional stability and integrate environmental, safety and occupational health goals into defense operations.

Environmental security has become a major means of military engagement throughout the world. DoD conducts this engagement in cooperation with the Regional Commanders in Chief and the Department of State.

Among our successes:

- The Arctic Military Environmental Cooperation (AMEC), a trilateral effort among the United States, Norway, and Russia that began in 1996, is helping to improve Russian military management of radioactive and other hazardous materials in the Arctic. In 1999 AMEC met its first milestone with the completion of a prototype container for interim storage and transport of spent nuclear fuel.
- The Baltic Outreach program is assisting Baltic military leaders in implementing environmental management plans and promoting the reuse of former Soviet bases.
- The U.S./South African Bilateral Working Group developed a guidebook that will assist militaries around the world in managing their training areas in an environmentally sustainable manner.

These environmental, safety and occupational health projects promote a military ethic of stewardship, openness and cooperation with civilian agencies. Such projects help us to understand where and under what circumstances environmental issues may contribute to economic and political instability and conflict. Our international environmental cooperation efforts promote democracy, trust and environmental stewardship while strengthening our national defense.

## **D. PROTECTING OUR PEOPLE AT HOME AND ABROAD**

DoD's nearly 3 million military and civilian employees are our most significant resource. Every day, DoD personnel engage in a wide range of activities and operations—from performing military training exercises to deploying in hostile regions. For many of our active-duty personnel, a typical workday includes landing a jet on an aircraft carrier, jumping out of an airplane or firing a high-powered weapon. Whether our people are performing routine administrative duties or highly dangerous activities necessary to

prepare for combat, DoD is committed to providing the safest work environment possible.

Prevention is the bottom line for every safety and occupational health program. To that end, DoD's programs incorporate steps to reduce worker injury and illness, from conducting extensive training on disease prevention to identifying health hazards early in the weapons/materiel development cycle.

Private industry traditionally limits worker safety and occupational health protection to the term of employment. DoD's health and safety programs include military, retired military and civilian workers. Our programs go beyond ensuring safety and occupational health in the workplace; they also address off-duty activities, including private-vehicle use and recreational safety.

#### **Safety and Occupational Health Achievements – Our Record Continues to Improve**

- Reduced the number of accidental fatalities of military personnel from 5 per 100,000 people in 1988 to 3 per 100,000 people in 1998. Lowered civilian injuries and worker compensation costs.
- Continued to reduce aircraft accidents, from 2.1 accidents per 100,000 flying hours in 1992 to 1.58 accidents per 100,000 flying hours in 1999.
- Lowered fatality rates and reduced illnesses in Operation Joint Endeavor in Bosnia by sending preventative medicine teams and safety specialists to the region and training deployed forces on preventative methods.
- Reduced weapon system lifecycle costs through better identification and management of safety and occupational health risk throughout the acquisition process.

**Focus on Force Protection: Preventing Disease** Disease spread by organisms and pests can seriously impact the DoD mission. Insects can transmit infectious diseases like malaria and dengue fever, which can impair the effectiveness of deployed U.S. forces. Historically, diseases have caused more harm to our troops than battle and non-battle injuries combined. Insect pests can also destroy structures and materiel.

By developing a comprehensive pest management program, DoD has reduced the risks posed by pest organisms. For example, to protect military units deployed overseas, DoD has developed regional and country-specific profiles of potential diseases. These profiles include detailed information on the threat of disease, the biology of known vectors and effective preventative measures. Emphasis is placed on personnel protection measures like the use of repellents on exposed skin and on uniforms to help prevent troop contact with disease.

**Integrated Pest Management:** For over 25 years, DoD has been committed to the principles and practices of integrated pest management. This means using all available control techniques to suppress populations of organisms and pests. Integrated pest management may include the judicious use of pesticides, but usually only as a last resort.

This minimizes the potential adverse effects of pesticides on human health and the environment. DoD is the only Federal agency to set a goal to reduce the use of pesticides by fully implementing integrated pest management.

DoD achieved its target goal, a 50 percent reduction in pesticide use by the end of 2000, in 1998—two years ahead of schedule. We reached this goal by eliminating unnecessary use, substituting safer and more effective chemicals, and encouraging research on innovative integrated pest management techniques. Specific examples include using purple martins for biological control of mosquitoes, replacing vegetation that attracts birds at airfields, and precision targeting of pesticide application to control ticks and other pests.

**Promoting Explosives Safety:** Maintaining safe transportation, handling, and storage of explosive munitions is a primary concern for DoD personnel at more than 750 ammunition and explosives facilities and installations. Historically, DoD managed explosives safety by ensuring people and property were kept a safe distance from explosives. Since the end of the Cold War and our involvement in smaller scale contingency operations, this approach has become difficult to maintain. For example, we deploy troops in densely populated countries, such as Korea, where it is extremely difficult to designate the proper safety zones around explosives. In addition, we ship ammunition through ports in densely populated cities.

To address these safety concerns, DoD is more accurately assessing the stability of explosive materiel and is setting realistic safety standards based on risk. We are continually improving our understanding of the safe manufacture, storage and transport of munitions in order to minimize the potential for future injury and environmental damage caused by explosives accidents.

In addition, DoD emphasizes training for personnel who work with explosive materials and improving storage and transportation of the materials. This is increasingly important because DoD relies on commercial ports for shipping explosives. Many of these ports are located in smaller, underdeveloped countries, such as Bosnia, where the civilian workers are not familiar with or experienced in working with hazardous materials.

**Protecting DoD and the Public from Explosives:** Congress established the Department of Defense Explosives Safety Board in 1928 to provide impartial and objective advice on the safe management of ammunition and explosives, including chemical agents. Congress also tasked the Board with protecting the public from risks posed by explosives.

The Board develops explosive safety standards that provide criteria to protect both the public and DoD assets. These safety standards address explosives use, transportation, storage, maintenance, testing and handling, and methods for controlling explosive hazards at contaminated property. The Explosives Safety Board and the Military

Components sponsor ongoing research and tests to refine these standards, ensuring that DoD continues to use state-of-the-art procedures to manage explosives.

The Board also surveys installations to assess compliance with explosives safety standards. Each survey includes sampling all areas on an installation where DoD munitions are located—storage, disposal and transportation areas; test and operational ranges where commercial and private explosives operations are conducted; and other areas as deemed necessary based on installation activities. The Board periodically surveys each installation based on the risk of exposure at the installation—averaging 130 installation surveys every year.

By setting DoD explosives safety standards and working to standardize installation procedures, the Explosives Safety Board is working to ensure the safety of people living on or near military installations where explosives are used and stored.

**Improving Munitions Lifecycle Management:** Historically, DoD managed the development, use and demilitarization of munitions separately. While this approach was successful in the past, the complexity of munitions and their environmental impact is demanding a more holistic approach. Whether addressing unexploded ordnance on closed ranges or designing "green" ammunition, DoD is addressing these lifecycle concerns from conceptualization through use and ultimate disposal of munitions.

DoD recognizes that there are mission readiness, environmental and fiscal benefits to redesigning munitions to eliminate hazardous substances. In 1998 the Environmental Security Office and the Military Components began developing DoD-wide policies and plans regarding environmental management of the munitions lifecycle to support military readiness.

DoD is also focusing attention on improving management of training ranges to ensure mission readiness, reduce explosives safety hazards and minimize environmental impacts. In August 1999, DoD published two DoD Directives on range management—one for ranges in the United States and its territories and one for overseas ranges. A cross-functional DoD team developed these two directives with significant early input from key stakeholders via the Keystone National Dialogue on Munitions.

**Addressing the Presence of Unexploded Ordnance:** Training is a fundamental part of mission preparedness, but it has a price—it is a fact that not every live round detonates, and rounds stay where they fall. The continuous use of training ranges leads to accumulation of metal fragments, suspected chemicals, and unexploded ordnance, all of which may be safety hazards.

Unexploded ordnance is one of the most complex munitions issues facing DoD. It is not only a safety hazard, but may also pose an environmental risk. In 1997 DoD developed a proposed rulemaking—known as the Range Rule—for managing unexploded ordnance at closed, transferring and transferred ranges. In addition, DoD and the U.S.

Environmental Protection Agency have developed a set of principles to govern responses at these ranges prior to promulgation of the Range Rule.

## **E. PROTECTING OUR RESOURCES**

DoD's conservation initiatives have dual goals—protecting access to the land, sea and airspace needed for realistic testing and training exercises, and protecting the natural and cultural resources of these areas for current and future generations.

DoD installations are home to important natural habitats, vital ecosystems and more than 300 threatened and endangered species. Many installations also contain historic structures and cultural artifacts. DoD is responsible for more than 50,000 historical properties and structures, some dating back to colonial times.

Training is a fundamental element in DoD's approach to national security. Training with ship-to-shore artillery, air-to-ground rockets, tanks and beach-landing craft is necessary but leaves its mark on the land. We devote extensive time, attention and resources to responsibly managing public lands for sustainable use.

**Protecting Natural and Cultural Resources:** Each DoD installation prepares inventories of its natural, cultural and biological resources. Using these inventories, we work with outside experts and the public to develop conservation strategies and detailed management plans. Installation commanders use these tools while supporting military training and testing exercises.

DoD has made great progress in integrating military training with conservation efforts:

- The Partners in Flight program monitors migratory bird populations to help protect pilots from bird hazards and to protect the birds' habitats.
- A partnership with the National Trust for Historic Preservation is providing DoD with essential expertise on preserving historic landmarks and other cultural resources.
- DoD is currently developing three-dimensional imaging techniques for detecting archaeological structures and artifacts. This technology facilitates discovery and protection of cultural treasures, while leaving lands intact for possible training needs.

**Working Together :** Our employees continue to find new ways to carry out essential military operations while being mindful of the resources we must protect. By partnering with other Federal agencies such as the U.S. Fish and Wildlife Service and the Department of the Interior, state agencies, and nonprofit organizations like The Nature Conservancy, DoD is streamlining its management practices and meeting its conservation goals more efficiently.

## **F. COMING FULL CIRCLE WITH TRIBAL RELATIONSHIPS**

Since World War II, DoD has conducted many activities—weapons testing, practice bombing and field maneuvers—at installations that are on or near Native American lands. These activities created problems that must be addressed. DoD is forging new relationships with tribes, building partnerships to respond to the past and the future.

This evolution culminated in Secretary of Defense William S. Cohen signing DoD's American Indian and Alaska Native Policy on October 20, 1998. Developed in close consultation with tribal governments, the policy promotes natural and cultural resource protection. At the heart of the policy is DoD's commitment to its trust responsibilities and obligation to consult with affected Indian tribes and Alaska Native entities on a government-to-government basis. The policy is the foundation on which DoD is building stronger, more effective relationships with American Indians and Alaska Natives.

DoD's Native American Lands Environmental Mitigation Program is one example of how DoD promotes this government-to-government relationship with tribes to achieve mutual cleanup goals. The program uses cooperative agreements to outline each party's responsibilities in the cleanup process. Cooperative agreements foster government-to-government relationships by promoting tribal involvement and management of the cleanup while supporting DoD's goal of more efficient cleanup. For example, DoD and the Cheyenne River Sioux Tribe have signed a cooperative agreement to assess contamination levels, analyze potential mitigation efforts and their alternatives, and train tribal members for future cleanup work at the Armstrong Air-to-Air Gunnery Range.

To further assist tribes in cleanup efforts, DoD is developing the Native American Environmental Tracking System, a database of information on past and present activities at relevant sites. This tracking system will provide a user-friendly, web-based tool to enable DoD, the tribes and the public to access and report information on Indian lands potentially impacted by DoD activities. The system has a geographic information systems capability and can track impacts, from the discovery of contamination through completion of cleanup and environmental restoration.

## **G. BUILDING TRUST THROUGH PARTNERSHIPS**

In the past decade, DoD has made great strides in communicating openly, sharing information and partnering with stakeholders. Our public involvement programs are built on the idea that community support is vital to building a strong national defense. By partnering with state and local governments, Federal agencies and communities, we are building the trust and working relationships that we need to maintain environmental and national security.

**Working with Regulators:** DoD appoints a regional environmental coordinator in each of the U.S. Environmental Protection Agency's 10 regions to increase outreach and build cooperative working relationships with environmental regulators. These coordinators create opportunities for joint problem solving across the country.

**Building Partnerships with States and Communities:** Environmental restoration can take place faster and more cost-effectively if stakeholders support cleanup decisions. To encourage this support and expedite cleanup, DoD signs a Defense-State Memorandum of Agreement (DSMOA) with a state, then enters into a cooperative agreement (CA) to provide a framework for an ongoing relationship. For instance, the DSMOA Program reimburses states for the services they provide in support of DoD's restoration activities. Since the implementation of this program, installations across the country have reduced costs, accelerated cleanups and improved community relations. Our efforts were rewarded when we received Vice President Al Gore's Hammer Award, which recognizes significant contributions in reinventing government.

**Partnering with Stakeholders in the Cleanup Process:** Community involvement is an important part of the environmental restoration decision-making process at DoD installations and formerly used defense sites. Restoration advisory boards—committees comprising local community members, DoD officials and other government representatives—are in place at more than 300 installations. Local reuse authorities work with DoD and regulatory agencies at environmental restoration sites to plan the return of properties to communities for reuse and redevelopment.

Working with stakeholders can increase the likelihood that environmental restoration projects will finish on schedule and within budget. In 1998 DoD launched a program to offer funding for technical assistance for public participation to help community members obtain objective, independent technical information about the restoration process. Restoration advisory boards, technical assistance grants and local reuse authorities demonstrate DoD's commitment to responsible decision making and respect for stakeholder needs and concerns.

## **H. RESTORING THE ENVIRONMENT**

We are responsible for cleaning up contamination that we caused. Good stewardship means that our environmental restoration efforts are proactive and comprehensive. We are committed to safe, timely and effective environmental restoration that protects human health and the environment. Several principles guide all decision making:

- Minimize risk by cleaning up the worst sites first;
- Expedite cleanup;
- Responsibly involve stakeholders in the process;
- Adopt innovative management approaches and restoration technologies;

- Seek permanent remedies that stakeholders and regulators accept; and,
- Facilitate property reuse and transfer, where appropriate.

Military installations are in many ways like small cities. Their infrastructure comprises residential housing, roads, utilities and office buildings. Just as with private sector industries and businesses in many communities, past practices at military installations created thousands of environmentally contaminated sites that DoD must clean up. DoD began addressing this problem on its own in the late 1970s. In 1984 Congress created the Defense Environmental Restoration Program to clean up contamination at installations and formerly used defense sites.

Today, DoD runs one of the largest environmental restoration programs in the world, following the same environmental laws and regulations as the private sector. The scope of DoD's cleanup responsibilities includes:

- More than 1,500 active installations in the Defense Environmental Restoration Program, which together have more than 18,600 sites— discrete areas or parcels of land where investigations or environmental restoration actions are under way;
- About 200 closing or realigning installations with nearly 4,900 sites; and,
- Approximately 9,300 formerly used defense site properties.

DoD has performed some type of environmental restoration at 95 percent of the nearly 28,000 sites currently in the program. DoD has completed cleanup activities at over half of its environmental restoration sites, spending about \$2 billion per year performing these needed cleanups. For the remaining sites, DoD is seeking ways to clean up sites faster, better and more cost effectively.

In the early years of the program, finding and evaluating all potential sites was a top priority. Much of that work is complete, and DoD now spends over 60 percent of its environmental restoration budget on physically cleaning up sites. As of the end of Fiscal Year 1999:

- 62 % of sites have reached the "response complete" milestone, meaning cleanup is complete;
- 11 % of sites have cleanup activities under way;
- 22 % of sites have investigation activities under way;
- 5 % of sites are planned for work in the future; and,
- 3 % of sites are in phases following response complete—DoD is monitoring them to ensure that the remedies remain fully protective of human health and the environment.

We continue to seek program improvements and process enhancements that best serve the needs of the communities, installations and other stakeholders affected by the Defense Environmental Restoration Program. We are working not just to complete site cleanups, but also to complete environmental restoration at entire installations. We are making steady progress toward this goal: in 1999 we passed the halfway point.

**New Uses for Former Bases:** To reduce operating costs and eliminate excess infrastructure, Congress and DoD initiated four rounds of base closures between 1988 and 1995. By 2001, DoD will reduce its domestic military base infrastructure by 20 percent. DoD's Base Realignment and Closure (BRAC) program facilitates property reuse through transfer to local communities for economic redevelopment. Expediting environmental restoration at closing bases—known as fast-track cleanup—is part of that program. To support property transfer and the community's reuse of the property, we identify the future land use early and work to align environmental restoration with planned property redevelopment.

DoD is exploring the use of private-sector mechanisms to improve BRAC progress. Privatizing environmental cleanup expedites property reuse and redevelopment. It allows DoD to transfer properties to local reuse authorities along with specific cleanup requirements. By privatizing cleanup at military installations, environmental restoration can proceed concurrently with redevelopment, allowing significant cost and timesavings.

**Taking Responsibility for Past Actions at Formerly Used Defense Sites:** Formerly used defense sites (FUDS) are properties that DoD once owned, leased or operated. These properties range from a small city lot to 25,000 acres of wilderness and vary from pristine ecosystems to landfills. DoD's involvement with some properties dates back to the Civil War. Contamination at these properties may be common industrial wastes or unknown ordnance and explosives waste. Regardless of current ownership, DoD retains responsibility and liability for cleanup.

The U.S. Army is DoD's Executive Agent for managing the environmental restoration of these sites, numbering about 9,300 potentially contaminated properties. DoD has identified almost 4,400 FUDS sites. Nearly 48 percent of the cleanup projects at the sites are completed.

## **I. MEETING ENVIRONMENTAL COMMITMENTS**

The Compliance Program represents the largest portion of the Environmental Security budget— 42 %. Compliance is essential to protecting the readiness of U.S. military forces: it keeps our operations running smoothly and our people safe.

DoD's Compliance Program includes over 200 permitted hazardous waste facilities; more than 100 Clean Air Act Title V permits; and 300 domestic wastewater, 340 industrial and 1,500 stormwater systems.

Compliance also focuses on achieving full and sustained compliance with all environment, safety and health laws and regulations; protecting the health of our employees and the public; and finding more efficient ways to manage our environmental commitments.

Noncompliance impacts readiness by putting personnel at risk, creating environmental damage, and subjecting our installations to fines, penalties or even suspension of activities. Environmental damage incurs future financial liabilities and can make key areas unavailable for essential testing and training. Compliance with environmental requirements is an essential link in providing a national defense.

**Reducing Instances of Noncompliance:** Compliance with environmental laws and regulations is a serious matter. Compliance measures are embedded in our daily business practices, training programs and performance metrics. In 1999 enforcement actions were at their lowest level since they peaked in 1993, while the number and frequency of Federal and state inspections remained high. Since 1992, new enforcement actions are down 77 percent and open enforcement actions have been reduced by 86 percent. Our success is due to strict internal auditing, which allows installations to identify and fix problems before regulatory inspections.

**Ensuring Safe Water Supplies:** The laws and regulations governing environmental resources were developed to protect human health as well as the environment. In 1999, the Safe Drinking Water Act required water suppliers to prepare consumer confidence reports for the first time. These reports are annual publications that provide citizens with practical information on the quality of the water they depend on.

## **J. MOVING BEYOND COMPLIANCE**

Stopping pollution before it starts—that is the real solution. Compliance with requirements ensures safe management of waste and hazardous materials, but what if there were no pollutants at all? By minimizing the use of hazardous substances that can create pollution, DoD's Pollution Prevention Program is reducing solid and hazardous waste and releases of toxic chemicals with great success. Protecting the environment while reducing compliance costs: our results speak for themselves—

- From 1993 to 1997, we reduced hazardous waste disposal by 50 %;
- From 1994 to 1999, we reduced releases of toxic chemicals by 65 %;
- and,
- Since 1992, solid waste disposal volumes are down by 33 percent and we have doubled the quantity of solid waste being recycled.

Pollution prevention efforts now support every essential aspect of the Environmental Security Program—compliance, military readiness, safety and occupational health,

maintenance and operations, and weapon system development. Pollution prevention is a tangible example of how Environmental Security supports military readiness: soldiers at Fort Lewis, Washington, changed the way that they clean their rifles, eliminating the use of an ozone-depleting substance while cutting the time it takes to clean a rifle from 3 hours to 15 minutes.

Addressing pollution prevention at the installation level means our installations look at pollution prevention solutions first when addressing new compliance requirements. For example, we might use a less hazardous paint instead of developing an emissions collection system to meet Clean Air Act requirements.

Investments in pollution prevention yielded a 55 % return on investment in the Compliance Program between 1997 and 1999 (adjusted for inflation). DoD has discovered that its investments in pollution prevention initiatives are reducing costs beyond Environmental Security—supply and maintenance are reaping the greatest benefits.

DoD is also increasing efforts to purchase products that meet military needs and are better for the environment. To help make it easier to find environmentally preferable products, the Defense Logistics Agency created the Federal Logistics Information System (FLIS)—a computerized list of more than seven million supply items, from pencils to military hardware. Further information about this system can be found by accessing the Defense Logistics Agency Information Web Site at <http://www.dlis.dla.mil>.

**Constructing Greener Weapons Systems:** The development of new weapon systems affords a golden opportunity to apply sound pollution prevention principles. The decisions we make today in weapon system design can affect the environment 40 to 50 years in the future. We are now emphasizing pollution prevention in the design, production and use of new weapon systems in order to reduce lifecycle costs. These efforts reduce both the environmental impacts and the cost of operations.

The Navy's new attack submarine shows what we are accomplishing by considering environmental effects and costs during design. The results are impressive—a 50 % reduction in the generation of hazardous waste and a 50 % reduction in high-level radioactive waste by designing the reactor core to last the life of the ship. The submarine's smaller size requires fewer oil systems, reducing the possibility of spills. The ship uses technology that allows lead ballast and chromated water to be recycled. Using fewer hazardous materials in production and construction means less waste and less risk during manufacturing, use and finally, disposal.

## **K. INVESTING IN TECHNOLOGY INNOVATION**

DoD innovations in environmental technology are leading to the discovery of more effective pollution prevention approaches, cost-effective compliance practices, and faster, less expensive cleanup tools. We focus our investments on unique, mission-

critical needs. When conducting research, development, testing, and evaluation of new technologies, DoD fills in the gaps not met by private industry.

DoD invests in promising new technologies through its Strategic Environmental Research and Development Program and the Environmental Security Technology Certification Program. DoD executes these programs in partnership with the Department of Energy and the U.S. Environmental Protection Agency, and numerous other Federal and non-Federal organizations.

**Technology Innovations Help In Greening Ammunition:** The Green Ammunition Program, co-sponsored by the Strategic Environmental Research and Development Program and the Environmental Security Technology Certification Program, recently began producing lead-free bullets at the Lake City Army Ammunition Plant in Missouri. The copper-jacketed 5.56-mm bullets that are standard for the M-16 rifle will be produced with a tungsten-tin or tungsten-nylon core instead of a lead core, eliminating the toxic lead by-products.

## **CHAPTER 5: QUALITY OF LIFE INITIATIVE**

### **A. HOUSING PRIVATIZATION INITIATIVE**

The 1996 National Defense Authorization Act enacted the Military Housing Privatization Initiative (MHPI). The new legislation provided the Department of Defense with significant new tools to attract private sector capital to speed the revitalization of military housing and improve the quality of life of its service members. The initiative created a variety of new authorities to obtain private sector financing, expertise, and management in order to revitalize military housing. The new authorities included guarantees of loans, rent, or occupancy; conveyance or lease of existing property and facilities; differential payments to supplement rental payments; investments; and direct loans. Congress enacted the MHPI for a five-year test period with the legislation expiring in February 2001.

The MHPI was enacted to speed the revitalization of DoD's military family housing. The DoD maintains over 300,000 military family housing units of which approximately 200,000 require renovation or replacement. Completing this work via the traditional military construction approach would cost an estimated \$20 billion and would take 30-40 years. Additionally, DoD maintains over 400,000 unaccompanied housing (barracks) spaces, 62% of which seriously need repair. The estimated cost for this work using the traditional military construction approach would be \$9 billion.

To implement this new approach to military housing, DoD created a joint Housing Revitalization Support Office (HRSO) to facilitate implementation of the MHPI. In the first two years, the HRSO took the initial steps to test the new authorities and to manage the program wisely. The HRSO established policy and guidance, worked with the Office of Management and Budget to OMB develop credit scoring policy, and created the financial models and legal instruments needed to implement the Service's privatization projects.

In September 1998, with the program foundation in place, OSD devolved a significant portion of the program implementation to the Services. With OSD oversight, the Services took on the responsibility for project execution. To date, six projects have been awarded under the MHPI, resulting in the privatization of 4,744 units of housing for service members. By the end of the year 2000, three more projects are scheduled to be awarded totaling 5,894 total privatized units. Thirteen more projects are scheduled to be awarded in 2001, resulting in 22,186 privatized units. This would bring the overall total of privatized units to 28,080 units.

The six projects which have been awarded to date include Naval Air Station Corpus Christi, TX; Naval Station Everett, WA; Lackland Air Force Base, TX; Fort Carson, CO; Robins AFB, GA; and Dyess AFB, TX.

The FY 01 Defense Authorization Act extended the MHPI authorities until December 31, 2004.

## **B. EXPANDED COMMITMENT TO CHILD DEVELOPMENT CENTERS**

### **1993**

- **Department of Defense Instruction (DoDI) 6060.2, Child Development Programs:** This Instruction reissued the DoDI published in 1989 and updated policy, responsibilities, and procedures for child development programs for eligible minor children on DoD military and civilian personnel.

### **1994**

- **“Examining the Effects of Accreditation on Military Child Development Center Operations and Outcomes”:** RAND National Defense Research Institute published this study that supports the link between accreditation and quality in child development centers. President Clinton tasked the Federal Government to achieve 100 percent National accreditation in the year 2000.

### **1995**

- **“Model Communities for Families and Children”:** This report contains profiles of all of the entries for the Department of Defense Model Communities for Families and Children Awards Program that targets youth issues at the local level. The model communities program was established to fund innovative youth violence prevention programs on military installations in the United States and overseas. Of the 138 proposals submitted in 1994, 20 programs received awards of \$200,000 for a maximum three-year period.
- **“Department of Defense and Families: A Total Force Partnership”:** This report details DoD programs that meet the directive of the President for each executive department to implement flexible family-friendly work arrangements. The report describes services available in the areas of child care, youth programs, eldercare, special health and educational needs, family centers and employees assistance programs, and resource libraries.

### **1996**

- **Department of Defense Instruction (DoDI) 6060.3, School-Age Care Program:** This Instruction implemented policies and assigned responsibilities and procedures of school-age care programs for eligible minor children of DoD military and civilian personnel.

## 1997

- **“Department of Defense – Our Children, America’s Future”**: This report outlines the efforts of the DoD to improve the well-being of children of military Service members. Programs, policies, and future initiatives for child development and education, parenting support, health and safety, and community support are described.
- **“Making a Difference in Child Care – Lessons Learned While Building the Military Child Development System”**: Publication designed to share military lessons learned to the nation in response to the White House Executive Memorandum citing the military as the model for the nation.
- **“I Am Your Child”**: This video was developed and produced to share lessons learned with families and interested individuals who do not have a background in human development about the importance of each child’s early years.
- **The Military Child Development System**: A CD-Rom briefing was prepared for DoD representatives to share “lessons learned” in their civilian communities in response to the White House Executive Memorandum citing the military child development system as the model for the nation.

## 1998

- **“Examining the Implementation and Outcomes of the Military Child Care Act”**: “RAND National Defense Research Institute published this report outlining success of the implementation of the intent of the 1989 legislation.
- **“Strategic Youth Action Plan”**: Published report describes the framework for military youth programs into the 21<sup>st</sup> Century.
- **“Military Adolescents: Their Strengths and Vulnerabilities”**: Military Family Institute study of more than 6,300 adolescents aged 10-18 that looked at the health and well-being of youth living in military families.

## 1999

- **“CHILD CARE – How Do Military and Civilian Center Costs Compare?”**: United States General Accounting Office (GAO) Report that compares Military Child Care with civilian centers. Congress was interested in determining how much high-quality child care costs.

## 2000

- **“Be All that We Can Be - Lessons from the Military for Improving Our Nation’s Child Care System”**: National Women’s Law Center Report was released to the public at a Secretary of Defense press conference. The report examines how the military program is as successful as it is and shares lessons learned with the civilian community.

### **C. Fully Compensating Military Personnel for Housing Costs**

Military housing allowances enable military personnel not living in government quarters to obtain civilian housing in lieu of the government housing. The Basic Allowance for Housing (BAH) system was established in 1998 as an improvement to its predecessor system, the combination of Basic Allowance for Quarters (BAQ) and the Variable Housing Allowance (VHA). Existing law required military members to pay a portion of their off-base housing expenses out of pocket. By law, members were required to pay not less than 15 percent. Over the years since the 1980 establishment of VHA, these out-of-pocket costs had been growing, especially in higher cost areas. By the mid-1990s out-of-pocket costs had reached an average of almost 22 percent and considerably more in high-cost areas of the country. Money was added to housing allowances in 1996 and 1997, reducing average out-of-pocket costs to about 19 percent by 1998.

The new BAH, unlike BAQ plus VHA, equalized the out-of-pocket costs throughout the country, eliminating the inequity between members living in high-cost and low-cost areas of the country. But, the average out-of-pocket costs remained 19 percent and a significant inequity still existed between members living off base, paid a portion of their housing costs, with members on base, who were provided housing at no cost. In response, Secretary Cohen announced a housing allowance initiative in January 2000 providing for substantial increases in housing allowances for the future. The Secretary committed an additional \$3.1 billion to housing allowances over the 5 years between 2001 and 2005 to reduce average out-of-pocket expenses for all members to 15 percent in 2001 and to eliminate such costs altogether by 2005.

In October 2000, the Congress passed and the President signed the Fiscal Year 2001 National Defense Authorization Act, endorsing and establishing statutory authority to execute the Secretary’s plan. On January 1, 2001, housing allowances were increased sufficiently to lower out-of-pocket costs to 15 percent, and the President’s Budget for Fiscal Year 2002 programmed the funds to eliminate average out-of-pocket costs by 2005.

## **CHAPTER 6: CIVIL MILITARY INITIATIVES: REBUILDING AMERICA**

Civil-Military programs are helping to maintain military readiness and rebuild America. These programs are in keeping with a long military tradition, leveraging training to benefit both units and their home communities. They are strongly supported by the Department of Defense, Congress, the states, and local communities. The military services have always brought their extensive resources to bear to help meet some of the country's civil needs. In recent years, DoD has realized the simultaneous benefits these civil-military programs can offer to military readiness. In the 1992 Presidential Campaign - then candidate Bill Clinton challenged Americans with his "Rebuild America" initiative. As President, he challenged the DoD to search for innovative programs, which would serve American communities in need and provide realistic military training benefits. He suggested three primary areas of emphasis which take advantage of the unique resources and capabilities of DoD -- health care, infrastructure support, and youth training programs.

Also in 1992, the Senate Armed Services Committee (SASC) echoed the President by directing DoD's increased involvement to help meet domestic needs. The SASC Report on the FY93 Defense Authorization Act noted the opportunities for enhancing military readiness while assisting in meeting domestic needs: "The American people have made an enormous investment in developing the skills, capabilities, and resources of the Armed Forces. These resources, if properly matched to local needs and coordinated with civilian efforts, can be a useful contribution to addressing the serious domestic needs of the United States."

### **A. NATIONAL GUARD CHALLENGE**

Also in FY93, Congress authorized the Department of Defense to begin a life skills and employment potential improvement program for youth pursuant to 32 U.S.C. 509, called the National Guard Challenge Program. Challenge is a National Guard 22-week, quasi-military, residential program, for drug free, 16 to 18-year old high school dropouts who are unemployed and not currently involved with the legal system. There are no other programs that target this constituency. The residential phase is followed by a 12-month post-residential mentoring period. Core components are academic excellence (GED attainment), leadership and follower-ship, citizenship, community service, life coping skills, job skills, physical fitness, and health and hygiene. Successful completion of the residential phase entitles graduates to a \$2200 stipend if the graduate goes on to college, vocational-technical learning institutions, a job, or returns to school.

### **B. STARBASE**

Congress authorized the Department of Defense STARBASE program in FY93 pursuant to 10 U.S.C. 2193, as a science and mathematics education improvement program for youth. STARBASE is a nonresidential program held on military installations for students (grades K-12) that provides them with real-world applications of math and

science through experiential learning, simulations, and experiments in aviation and space-related fields. The program targets educationally "at risk" students and utilizes instruction modules specifically designed to meet a state's math and science objectives. A motivational module is included to teach children how to set and achieve goals, take positive action in their lives, and build strong self-esteem – using military members as positive role models who combine dreams with action to reach their achievements.

### **C. INNOVATIVE READINESS TRAINING**

U.S. Code Title 10 Section 2012, "Support and Services to Eligible Organizations and Activities Outside Department of Defense" 1996, legislated DoD involvement for readiness training activities in local US communities. The Secretary of Defense responded by publishing DoDD 1100.20 (same title) January 30, 1997. In response to a congressional call to create new, enterprising approaches to readiness training, the Department developed the Innovative Readiness Training (IRT) program. Similar to overseas exercise deployments, IRT training relates directly to a unit or individual Mission Essential Task Listing, but training is conducted within the 50 states, US territories and its possessions. This affords Guard and Reserve personnel the opportunity of training in the communities where they live, directly affecting recruiting and retention. Several ongoing annual projects for Native American and Alaskan Indians in Alaska, North and South Dakota, Montana, New Mexico and Arizona specifically address medical and dental health services, road and house construction, and well drilling. Units conduct hundreds of projects each year in over 40 states and the District of Columbia.