

Chapter Three: Program Management

3.1 RAP Personnel

3.1.1 Staff Members

RAP personnel are an integral part of the M&FS. Within the Marine Corps, the RAP positions are civil service billets ranging from GS-5 to GS-11. Policy requires a staffing standard based on installation population with all commands having a minimum of one RAP manager, and larger commands rating up to two additional assistants. In the future, this staffing model may evolve to one based on program utilization and local requirements but this proposed model is currently precluded due to lack of standard metrics and other critical information.

At larger installations, personnel are dedicated solely to RAP; however, at smaller installations, personnel may be dual-hatted with other M&FS functions. RAP managers, too, are sometimes multi-hatted with supervisory or service delivery duties in other programs. Position titles vary between installations, as do duties and responsibilities. Sample position descriptions can be found at attachments 3-1 and 3-2, located at the end of this chapter. The following represent the generic knowledge, skills, and abilities needed to perform RAP functions.

- Bachelor's degree in behavioral sciences or human resource field or equivalent experience.
- Expertise in presentation and facilitation.
- Experience in program management.
- Knowledge of rudimentary human resource management.
- Ability to communicate orally and in writing.
- Knowledge of general principles relating to program planning and development.
- Experience in working with the military community.

The following represent the general responsibilities of a RAP manager and his or her staff.

- Provide relocation services to the military community.
- Manage all aspects of service delivery.
- Perform related administrated tasks.
- Manage SITES to include regular refreshment of content.
- Market program and services.
- Manage resources to include personnel and budget.
- Train and supervise staff to include volunteers.
- Establish professional relationships and maintain network.

There are currently no regulations requiring specific certifications or specific formal education but personnel are strongly encouraged to be at the forefront of the professional relocation arena. Ideas to maintain either a minimum or maximum level of professional certifications or competencies are contained in Chapter Five. Guidance for management challenges or overall performance management plans for select personnel is available through the installation or regional Civilian Human Resources Office (CHRO). RAP personnel should also seek guidance from their M&FS director.

3.1.2 Volunteers

Volunteers can provide great value to the RAP office. Although additional personnel increase management tasks, volunteer labor is well worth the investment. Several tools exist to assist local managers in supervising volunteers. For example, the recently released *DoD Volunteer Services Desk Guide* provides numerous techniques to manage and maximize volunteer services to include program administration, background checks, volunteer contracts, required documentation, recruiting, recognition, marketing, orientation and training, interviewing, and performance management. Within the Marine Corps, distribution of this guide was made to M&FS and to Marine Corps Family Team Building (MCFTB). The following represents tasks that volunteers could potentially perform for the RAP.

- Answer the telephone.
- Greet walk-ins and ensure the customer log is signed.
- Collect material for WAPs.
- Assemble WAPs.
- Identify community resources available to military members.
- Help manage the Lending Locker inventory.
- Help maintain local resource library.
- Perform related administrated tasks.
- Perform “virtual” tasks whereby a volunteer who is otherwise unable to come to the center may provide a worthwhile service.

In a volunteer survey conducted by the National Military Family Association in 2004, volunteers within the military community indicated the following preferences when asked “What type of work do you prefer to do when you volunteer?”

- Direct service (64%)
- Indirect service (24%)
- Fundraising (21%)
- Administrative (21%)

RAP personnel should ensure that appropriate placement is made for those who would like to volunteer their time and service to the program. The majority of volunteers appreciate tasks that allow them direct contact with the population served, while others may be more comfortable performing “behind the scenes” work. In the same survey, the primary reasons cited for volunteering were to help others, for self satisfaction, and enjoyment.

3.1.3 Cultural Competency

Culture has been defined as the “shared values, traditions, norms, customs, arts, history, folklore, and institutions of a group of people (Center Substance Abuse Prevention 1993).

Human service and health care providers have increasingly become aware of the need to provide services that are sensitive to the cultural norms and, when possible, delivered in the primary language of their customers. Appropriate methodological approaches, skills, and techniques that reflect the workers’ understanding of the role of culture in the helping process should be employed. Cultural competency is discussed here because it is imperative that RAP personnel understand the influence of culture on beliefs and behaviors of the customers they serve, as well as their own potential cultural bias.

Given the cultural diversity of RAP locations and customers, providing culturally competent relocation programs and services can be considered a best practice. When the term “culture” is used, many associate this with OCONUS moves into foreign countries but “culture” also applies to those local values and norms found throughout the United States. RAP personnel should be cognizant of culture as it relates to (1) their customer’s culture of origin (his or her background) and (2) the culture of the community where the customer currently resides.

Key characteristics of culturally competent staff include

- acknowledging culture as a significant force in shaping people’s behaviors, beliefs, and values
- acknowledging and accepting that cultural differences exist and have an impact on interactions among people
- believing that diversity within cultures is as important as diversity between cultures
- respecting the unique, culturally defined needs and behaviors of various population groups
- demonstrating an appreciation that diversity enriches our world

- being aware of personal values, stereotypes, and biases about one's own and others' ethnicity and social class, and ways that these may accommodate or conflict with the needs of customers

How does one become culturally competent? This can be achieved by

- interacting and developing relationships with people of different cultural backgrounds
- talking with supervisors and other co-workers to learn from their experiences
- attending and participating in cultural events
- reading materials on cultural competence
- attending training sessions that focus on cultural competence

For RAP personnel, a component of becoming culturally competent would be to obtain both cross-cultural and intercultural training. Cross-cultural training consists of comparisons between ways of behaving that are rooted in or can be attributed to a person's culture. Intercultural training is the discussion of comparative differences but then focuses on interaction including the development of skills needed to interact successfully with those of another country or culture. This perspective applies to CONUS locations as well and RAP personnel would benefit from understanding the local culture and integrating its customs and norms into Welcome Aboard workshops or other briefings so that newcomers may also be knowledgeable regarding local practices.

3.2 Resource Allocation and Management

3.2.1 OSD Funds

The RAP is predominately funded by Office of the Secretary of Defense (OSD) "purple" funds (those funds that do not represent a specific Service but rather reflect all related DoD entities). These appropriations (which means congressionally sponsored) are "fenced" meaning that they cannot be siphoned off at HQMC or at the local installation

level to support other requirements. The Family Advocacy Program (FAP) and the Transition Assistance Management Program (TAMP) are also the recipients of fenced funds. Each Service receives its allocation on a quarterly basis which is then transferred to the installations. Program managers from the sister Services actively engage with OSD to identify and advocate for required funding but the RAP funding line has been flat-lined since 1997. This is not indicative of non-support of RAP functions. Rather, it reflects an environment of scarce resources that must be allocated based on prioritized requirements to include increased war-fighting capabilities for the troops. While being the recipient of fenced funds is primarily advantageous to quality of life programs, the drawback is that those programs may not participate favorably within the Marine Corps Program Objective Memorandum (POM) process where new requirements are competed for Operations and Maintenance (O&M) funding.

3.2.2 O&M Funds

The POM competitive process occurs every two years and produces a six-year programming plan. Budgeting is built from the POM and becomes the appropriations (public law) for resourcing the Marine Corps. O&M funding is the primary source of funding for MCCA programs and is the focus of MCCA programming efforts. With the exception of the OSD funds, MCCA funds are not fenced and it remains a commander's prerogative as to what amount is actually allocated to MCCA. Unfortunately, deviations to the projected amounts occur due to emerging priorities during the year of execution which requires installation commanders to make very difficult trade-off decisions. The amount of O&M funds found within the RAP or other M&FS programs is contingent upon the installation's needs and priorities.

On behalf of bases and stations, MR (Personal & Family Readiness Division) coordinates, develops, and subsequently proposes to Marine Corps leadership balanced organizational planning and resourcing strategies that optimize the use of appropriated funds (APF) resources. Typically, there are no "new" dollars available for allocation; rather, it is the same "dollar" that is repeatedly available for competition. Most Marine

Corps programs contribute a portion of their funding profile during a POM and subsequently must compete with other programs and initiatives to “win back” those funds. If the decision is made to engage in the POM process, there must be credible data to support a realistic competition.

3.2.3 Deficiencies and Future Requirements

MR coordinates the development and justification of APF resources and works with installations to identify and document program-related requirements and deficiencies. To identify and support unfunded requirements, appropriate documentation and justification must be made to support requests for future funding, to include OSD funded programs. It is imperative that RAP personnel identify deficiencies or shortfalls as they occur and not wait for the beginning of resource cycles to initiate resource requirements.

Regardless of funding streams, managers must be at the ready for potential opportunities to elevate or advocate their programmatic requirements. RAP managers need to ensure that their execution data is aligned with and supports the spending plan. Credibility is further established if performance metrics or other quantifiable data is used to support the deficit or new initiative (discussed further in Chapter Five). Impact statements are used to articulate the value/benefit of funding, or conversely, the implications if deficiencies are not funded. RAP resources are best defended by presenting a Marine Corps-wide deficit or shortfall and this defense is best framed using standard data or other quantifiable data that links impacts to mission outcomes (e.g., personal or unit readiness). A sample Deficiency Justification Worksheet template can be found at attachment 3-2.

3.2.4 Non-appropriated Funds (NAF)

Although the RAP is funded through OSD and O&M appropriations, it is important to understand a third funding source for MCCA. NAF are those funds that are generated through those activities and goods purchased at the discretion of Marines and other authorized patrons. Per strict policy guidance, some MCCA activities are totally self-

supported with NAF, while others are subsidized with APF funds. This mix of funds is congressionally mandated and is closely monitored by the Department of Defense.

In some ways, NAF is a more uncertain funding stream for MCCS since programs are largely contingent upon the climate of the local environment that is heavily influenced by deployments, availability of goods and services in the surrounding community, installation security measures or other events that would preclude a patron from frequenting recreational or retail activities aboard the base. For example, when installations operate under a prolonged high-security threat, MCCS loses otherwise predicted revenue.

3.2.5 Resource Planning

Basic infrastructure is needed to support an efficient and effective RAP office. RAP managers must maintain equipment and other items necessary to support events, projects, marketing, and daily operations. RAP managers must proactively evaluate when their resources might expire, research and identify projected costs for maintenance or replacement, and prepare documentation that supports the need. Examples of items that must be resourced include

- office supplies
- computer and printer
- phone lines
- training supplies (paper charts, markers, name tags, etc.)
- hard copy resources
- videos
- travel costs to support professional conference
- marketing materials

3.3 Contract Support

3.3.1 Purpose of Contracts

Contracts represent a requirement by the government for the procurement of goods or provision of services. On average, the federal government writes over ten million “actions”, commonly referred to as contracts, for products and services needed. With increased government reformation and downsizing, contracting has become a reality for many government entities, particularly within DoD. As a result, government staff may not be able to generate required materials for a program or deliver a needed service. For example, the operation of SITES is supported by a private information technology company. Contractors can serve as a “third arm” for many government agencies to help them achieve their objectives. Contract functions may vary widely from installation to installation. Within the Marine Corps, RAP personnel are civil service. Their professional peers may be employed by a federal contractor. However employed, people drawn to human services usually have the same goal: to assist others in living a healthy, productive, and meaningful life. Contracting is a heavily regulated activity and is ruled by the Federal Acquisition Regulations (FAR).

3.3.2 Management Responsibilities

Although RAP functions are typically provided by government staff, the acquisition of materials or the provision of a particular function or service may be contracted if funds are available and a need exists. Therefore, it is important that RAP personnel understand the basic concepts of contract management. Fortunately, all installations have a local agency or access to a regional contracting office that provides training and assistance in all aspects of contract management. RAP personnel are encouraged to coordinate with their M&FS director to attend local training.

To purchase goods and services through a non-government entity, the RAP manager will need to prepare a statement of work (SOW) that outlines the deliverables needed and the timeframe in which they are needed. If the contracting office elects to fully compete the requirement, bids will go out to companies that possess the goods or provide the services.

The contracting office will then issue a request for proposal (RFP) to the identified companies. Typically, a technical proposal from a company will describe how they will provide the service or develop the goods and materials. The company will also submit a cost proposal that describes their cost in performing the duties as described in the technical proposal. Government staff, with the contracting office, will evaluate each company's bid and select the winning vendor.

Contracting offices may also utilize the General Services Administration (GSA) schedule to minimize the time and effort that a full competition entails. The GSA has awarded numerous contracts to government contractors who have met the stringent standards set forth by the GSA and have a set price for goods and services. The RAP manager would still provide a SOW and other necessary documents to the contracting office. The contracting office will release a request for quote (RFQ) to selected vendors, and a selection is made based upon price and value. Other purchasing vehicles exist and RAP managers are encouraged to coordinate with their contracting agency to learn more about the acquisition process.

Once an award is made, the RAP manager may serve as the contracting office representative which provides them the authority to oversee the performance of the contract. The COR's responsibilities are clearly defined by the contracting officer. The COR is responsible for receiving the goods and services and evaluating for quality and performance. If questions or concerns arise, the COR may interact with both the contractor and the contracting office to satisfy any actions necessary.

3.3.3 Potential Areas for Contracting

There are many contractor-provided goods and services that would be helpful to RAP. Each locale must evaluate what the specific needs are and identify fiscal resources available to support contracted services. Contract assistance may be used to obtain the following sample RAP products and services.

- Relocation videos for customer viewing.
- Videos for professional development.
- Development of electronic WAPs.
- Development and distribution of marketing materials or relocation pamphlets and booklets.
- Training, facilitation, professional development services.
- Event and conference coordination.
- Management of the Lending Locker.
- “Surge capacity” personnel to assist in the delivery of workshops and briefs during times of peak relocation.

3.4 Marketing

3.4.1 Purpose of Marketing

Simply put, the purpose of marketing is to effectively convey what an organization does and why it is important to consumers. While marketing is usually associated with revenue generating or “for profit” organizations, it is just as critical for nonprofit agencies such as RAP. The Nonprofit Management Education Center provides a more comprehensive definition of marketing:

Marketing is a central activity of modern nonprofit organizations, growing out of their quest to effectively serve some area of human need. To survive and to succeed, organizations must know their markets; attract sufficient resources; convert those resources into appropriate programs and services; set prices (or provide subsidies or even incentives) to make them attractive and accessible; and effectively promote and distribute them to various clients, customers, and stake holders. All of these components together constitute “marketing.”

The purpose of marketing within RAP is multi-faceted since more than one population is targeted with different information needs.

- RAP must market directly to Marines and their family members, their ultimate end user of their products and services.
- RAP must market to base and field commands to ascertain their support and convey the importance of encouraging their troops to access the services.
- RAP must market to M&FS and M CCS leaders to sustain needed logistical and service delivery resources.
- RAP must market to M&FS and M CCS leaders as stakeholders promoting their value and contribution to the “big” picture of taking care of Marines in an efficient and effective manner.
- RAP must market to higher headquarters entities to sustain funding streams and help support the entire Marine Corps RAP.



KEY POINT

In his practical book, *Selling the Invisible: A Field Guide to Modern Marketing*, Harry Beckwith says “Your greatest competitor is not your competition. It is indifference.” The rhetorical question one must assume a potential customer asks themselves prior to utilizing RAP services is “Why should I?” RAP personnel need to identify the outcome of *using* the service vice *not using* the service and market that key difference.

3.4.2 Marketing Strategies

Marketing is not just the distribution of information to people. It is the distribution of the *right* information to the *right* people. Prior to developing or engaging in marketing strategies, it is imperative that the strategic planning process is completed with measurable objectives identified (discussed in Chapter Five). Developing marketing strategies should be the final step of an overall strategic plan that includes the critical

program planning elements containing information yielded by surveys, focus groups, and needs assessment (discussed in Chapter Four). This internal strategy culminates with goals, objectives, timelines, and measures for the local RAP which should be used as a foundation for marketing efforts. Also, Chapter Seven discusses the importance of maintaining a network through informal and formal professional partnerships which is an excellent venue through which to market the RAP.

RAP personnel are encouraged to clear their marketing plans with their M&FS directors prior to implementing to ensure they are supporting local marketing guidance. Three inexpensive yet highly effective marketing strategies for nonprofit organizations that are applicable to the RAP are writing, speaking, generating word of mouth, and distributing promotional information.

1. Writing. RAP personnel must translate how their services might impact a Marine and his or her family members into marketable statements that can then be contained in brochures, the base paper, spouses' newsletters, blast e-mails, etc. Once the reader's attention is "grabbed" he or she will hopefully read the subsequent content contained in the article. Try introducing a promotional with a humorous or attention grabbing statement that is followed by concise, professional appearing information. Sample statements may include

"My wife and I thought we knew everything there was to know about moving. But we were wrong!" Corporal John Doe, recovering from PCS Nightmare *(marketing statement for PCS Move Workshop)*

"Corporate America charges \$1,000 for services that YOU can receive for FREE." *(Marketing statement for the Individual Relocation Plan)*

"You want me to eat THAT?" *(Marketing statement for Cultural Adaptation or Moving Overseas Workshop)*

“Are you Relocation Poor?” *(Marketing statement for IRP, PCS Move, or Home Buying and Selling Workshops)*

“The bank wants to give me a gob of money to buy a house!” *(Marketing statement for Home Buying Workshop or financial planning services)*

Writing also entails professional correspondence that enables RAP personnel to disseminate news of current and upcoming events, as well as share program successes. Blast e-mails are a way to quickly disseminate information about upcoming events. Tips for electronic communications are contained in Chapter Seven. Also, installation and unit web sites and newsletters are good vehicles for disseminating information.

2. Speaking. RAP personnel are often provided the opportunity to be guest speakers or one of several speakers for a given event. Training tips and other adult learning methodologies are contained in Chapter Seven. Ensure that the most relevant information is shared and that program capabilities are demonstrated which creates a tangible connection between the need and services available. Utilize colorful PowerPoint slides contained in the Curriculum Guide to help maintain participant’s attention. If time allows, ask pertinent questions to the crowd to involve them in the learning process. Remember that the participants at the speaking event can carry your message to others as secondary marketers. Commanders and unit leaders are excellent secondary marketers.

3. Word of Mouth. Information relating to the RAP should be proactively shared via customers, leadership, and fellow service providers. Marines or spouses in leadership positions who come in for services can be provided marketing materials that they can distribute at their commands or organizations. It is imperative that RAP establish positive relationships and liaison with other MCCA program representatives who are servicing the same target population. Effort should be made to routinely trade information with representatives from the Temporary Lodging Facility, M&FS, Semper

Fit, and Marine Corps Family Team Building. Also, regular interaction with representatives from the Traffic Management Office would be helpful. Building relationships and professional partnerships is discussed further in Chapter Six. At a minimum, RAP personnel should have professional relationships with those program managers who are in regular contact with Marines and family members.

- Temporary Lodging Facility
- Chaplains
- New Parent Support Program
- Family Advocacy and Counseling Programs
- Semper Fit Health Promotions
- Single Marine Program
- Marine Corps Family Team Program
- Transition Assistance Program

3.4.3 MCCS Marketing Resources

Installation MCCS marketing departments are a wealth of information. The amount and type of support that MCCS marketing provides to Marine & Family Services varies from installation to installation. RAP managers are encouraged to forge a relationship with this internal agency as they can be a valuable resource. MCCS marketers have extensive experience in marketing endeavors.

- Advertising techniques and campaigns
- Graphic design
- Photos and other Marine Corps designs and images
- Copywriting
- Illustrative design
- Desk top publishing
- Web site lay out and development

- Signage, flyers, and banner
- Special event promotion

If lack of resources, lack of support, or local policy prohibits the migration or mixing of funds to or within the marketing activity, RAP personnel should still cultivate a relationship with their local MCCS marketing department. These professionals can provide marketing tips and ideas useful for RAP and can hopefully produce marketing tools as well.



BRIGHT IDEA

Most RAP offices do not have a dedicated marketer and must carve time into their schedules to perform the most rudimentary of marketing techniques. Consider contacting a local university that has a Masters of Business Administration (MBA) or related undergraduate business or marketing degree program and discuss the potential of having a summer intern who would be responsible for developing a local RAP marketing plan. Internships or practicums for undergraduate students are often free of charge since they receive college credit; graduate internships may involve a fee.

3.5 RACC

3.5.1 Purpose of RACC

The purpose of the RACC (Relocation Assistance Coordinating Committee) is to coordinate and integrate all relocation related functions, regardless of service provider, into a comprehensive service delivery system. Quarterly meetings allow the committee to continuously assess the needs of relocating and transitioning members and their families and plan for integrated services in response to those needs. Goals should include maximizing allocated resources, avoiding duplication or redundancy of services, and tailoring services to meet installation mission requirements. It is often the responsibility

of M&FS staff to coordinate and convene the meeting. The RACC responsibilities include the following.

- Ensure that assistance is accessible, effective, and responsive to the needs of Marines and their family members
- Recommend and implement procedure and process improvements
- Update SITES4 information for their respective organization /agency
- Problem-solve any local relocation issues

Responsibility of the RACC is determined by the installation commander. RAP tasks are usually dependent upon the role prescribed by their M&FS Director. These may include the following tasks.

- Set date and location of meetings
- Send notice of meetings
- Prepare and distribute the agenda
- Invite guest speakers
- Set up room and provide any materials including agenda and sign-in sheet
- Update and distribute membership lists
- Ensure minutes are recorded and distributed

It is imperative that a meeting not take place without a purpose. The agenda must be of substance and relevance to those attending, and the assigned Chair must facilitate appropriately to ensure the agenda is followed in a timely fashion.

3.5.2 Composition

DOD Instruction 1338.19 (dated June 15, 1990) states that RACC members shall include, but not be limited to, representatives from the installation, family center, housing office, transportation, finance, child care, and medical services. Ideally, elements and functions of relocation assistance provided by each installation activity is shared with other

members to maximize the referral process and avoid duplication or redundancy in service delivery. At a minimum the following services should be represented on RACC.

- Installation Commanding Officer or his/her representative
- M&FS programs
- Base housing and bachelor quarters
- Traffic Management Office (TMO)
- Consolidated Administrative Center
- Child Development
- Command Religious Program
- Medical Treatment Facility (MTF)
- Civilian associations (tourism, chamber of commerce, etc.)
- Marine Corps Family Team Building



BRIGHT IDEA

Installation support personnel are extremely busy and therefore may be unable to attend regular RACC meetings due to time constraints or scheduling conflicts. Consider establishing and hosting a *Virtual RACC*. Pertinent information can be distributed and exchanged via e-mail and, if consensus is required for a new initiative, electronic voting can also be conducted.