UNCLASSIFIED

Combat Development and Integration 3300 Russell Road Quantico, VA 22134-5130

ANALYSIS OF THE IMPACT OF EXCEPTIONAL FAMILY MEMBER PROGRAM ENROLLMENT ON INDIVIDUAL MARINE CAREER PROGRESSION AND PROMOTION

Final Report



Distribution Statement D. Distribution authorized to the Department of Defense and U.S. DoD contractors only (Administrative or Operational Use). Other requests shall be referred to CG, MCCDC (C195) Quantico, VA 22134.

Preparation of this study cost the Department of Defense a total of approximately \$88,000 in Fiscal Years 2016-2017.

UNCLASSIFIED

Reviewing Officials

Name: Departmental/Executive Title: Signature:

Name: Departmental/Executive Title: Signature:

Name: Departmental/Executive Title: Signature:

Name: Departmental/Executive Title: Signature:

Dr. George Akst Director, Operations Analysis Directorate

Col. Samuel Mowery Deputy Director, Operations Analysis Directorate

Dec 2016

20

Date:

Date:

19 DEC 2016 Date:

Mr. James A. Evans Division Director, External Analysis Division James 1

Mr. Douglas Hoffman Branch Head, General Support Analysis Branch Date: Atenda las man

19 DEC 2016

19 DEC 2016

This page intentionally left blank.



EXECUTIVE SUMMARY



Analysis of the Impact of Exceptional Family Member Program Enrollment on Individual Marine Career Progression and Promotion

The objective of this study was to analyze individual career progression of Exceptional Family Member Program (EFMP)-enrolled Marines compared to non-enrollees in order to determine if EFMP enrollment negatively affects career progression and promotion. EFMP is an enrollment program mandated by the Department of Defense (DoD) for any service member with a dependent who meets the qualifying criteria outlined in DoD Instruction (DODI) 1315.19.

A 2007 EFMP Functionality Assessment indicated 70% of Marines believed a stigma was associated with EFMP enrollment. EFMP participation was thought to limit assignment opportunities critical for promotion. In response to this finding, the EFMP adjusted its procedures to ensure EFMPenrolled Marines are eligible for assignment worldwide. Subsequent surveys indicated the stigma persists. This study is the first effort to empirically investigate whether this negative belief is justified.

We received EFMP data from the Case Management System (CMS) and merged it with data from Total Force Data Warehouse (TFDW) from March1989 through December 2015. We used TFDW's monthly snapshots of pay grade to conduct a time series analysis comparing EFMP-enrolled Marines with non-enrolled Marines. The three measures we looked at were career length, high grade achieved, and time to achieve high grade.

Using the most rigorous analysis methods available, we determined there is little evidence of any negative impact of EFMP enrollment on Marine career progression and promotion. We found the career length of EFMP enrollees is, on average, slightly longer (several months) than non-EFMP active duty Marines. We also found EFMP enrollment has no distinguishable impact on high grade achieved.

This page intentionally left blank.

Table of Contents

| 1 | BA | CKC | GROU | ND1 | |
|---|------|------|---------|---|---|
| 2 | PU | RPC | DSE, S | SCOPE, METHODOLOGY | ; |
| | 2.1 | Pur | RPOSE . | | 3 |
| | 2.2 | Sco | DPE | | 3 |
| | 2.3 | Мет | THODOL | OGY AND STUDY DATASET | 3 |
| | 2.3 | .1 | Overv | <i>i</i> ew | 3 |
| | 2.3 | .2 | Statis | tical Analysis | 1 |
| | 2.3 | .3 | Const | truction of the Study Dataset | 1 |
| 3 | AN | ALY | 'SIS A | ND RESULTS | , |
| | 3.1 | FINE | | NE: CAREER LENGTH | , |
| | 3.1 | .1 | Caree | er Length Comparisons | 7 |
| | 3.1 | .2 | Multip | le Regression |) |
| | 3.2 | FINE | DING TV | VO: CAREER PROGRESSION10 |) |
| | 3.2 | .1 | Office | r Results1 | 1 |
| | | 3.2. | 1.1 | Overall Officer Comparison | |
| | | 3.2. | 1.2 | Direct Match Comparison of Officers | 3 |
| | 3.2 | .2 | | ed Results15 | |
| | | 3.2. | 2.1 | Overall Enlisted Comparison | |
| | | 3.2. | | Direct Match Comparison of Enlisted Marines | |
| | 3.2 | | | ant Officer Results | |
| | | 3.2. | | Overall Warrant Officer Comparison | |
| | | 3.2. | | Direct Match Comparison of Warrant Officers | |
| | 3.3 | | | IREE: 28XX OccField Analysis | |
| 4 | | - | | NS24 | |
| | | | | SUAL BASIC FOR APPLICATIONS CODEA-1 | |
| A | PPEN | DIX | B – M | ATCHED SAMPLE BALANCE CHECKB-1 | I |
| A | PPEN | DIX | C – DI | ESCRIPTIVE STATISTICSC-1 | |
| A | PPEN | DIX | D – A | CRONYMSD-1 |] |
| A | PPEN | DIX | E – RI | EFERENCES E-1 | |

List of Figures

| FIGURE 3-1: FULL MATCHED SAMPLE CAREER LENGTH COMPARISON | 8 |
|---|-----|
| FIGURE 3-2: OFFICER CAREER LENGTH COMPARISON | 8 |
| FIGURE 3-3: ENLISTED CAREER LENGTH COMPARISON | 9 |
| FIGURE 3-4: HIGH GRADE COMPARISON FOR O1-O3 STARTING GRADE | .11 |
| FIGURE 3-5: HIGH GRADE COMPARISON FOR O4-O6 STARTING GRADE | .12 |
| FIGURE 3-6: HIGH GRADE COMPARISON FOR O7+ STARTING GRADE | .13 |
| FIGURE 3-7: OFFICER DIRECT COMPARISON OF HIGH GRADE | .14 |
| FIGURE 3-8: OFFICER TIME TO ACHIEVE EQUAL HIGH GRADE | .14 |
| FIGURE 3-9: HIGH GRADE COMPARISON FOR E1-E3 STARTING GRADE | .15 |
| FIGURE 3-10: HIGH GRADE COMPARISON FOR E4-E6 STARTING GRADE | .16 |
| FIGURE 3-11: HIGH GRADE COMPARISON FOR E7+ STARTING GRADE | .17 |
| FIGURE 3-12: ENLISTED MARINE DIRECT COMPARISON OF HIGH GRADE | .18 |
| FIGURE 3-13: ENLISTED MARINE TIME TO ACHIEVE EQUAL HIGH GRADE | .18 |

UNCLASSIFIED

| Figure 3-14: Warrant officer high grade comparison | .19 |
|---|-----|
| FIGURE 3-15: WARRANT OFFICER DIRECT COMPARISON OF HIGH GRADE | .20 |
| FIGURE 3-16: WARRANT OFFICER TIME TO ACHIEVE EQUAL HIGH GRADE | .20 |
| FIGURE 3-17: OCCFIELD 28 CAREER LENGTH COMPARISON | .21 |
| FIGURE 3-18: HIGH GRADE COMPARISON FOR OCCFIELD 28 | .22 |

List of Tables

| TABLE 2-1: DATA COLLECTED FROM CMS AND TFDW | 3 |
|--|----|
| TABLE 2-2: STUDY DATASET FIELDS | 5 |
| TABLE 3-1: DECEMBER 2015 (SEQUENCE 322) TFDW ACTIVE DUTY MARINE POPULATION | 7 |
| TABLE 3-2: CAREER LENGTH DIFFERENCES BY PAY GRADE | 10 |
| TABLE 3-3: EFMP EFFECT ON CAREER LENGTH BY CATEGORY | 10 |

1 Background

A 2007-2008 Exceptional Family Member Program (EFMP) Functionality Assessment showed 70% of Marines had a perceived negative stigma associated with EFMP enrollment; the respondents indicated that enrollment limited assignment opportunities, which were critical for individual career progression and, therefore, promotion. EFMP transformed the program because of feedback. Prior to 2009, a category was assigned to each enrollee based on the level of medical and education needs. Geographic assignment restrictions were associated with the categories (e.g., Category 3 precluded overseas assignments; Category 4 required assignment to billets near major medical facilities). In 2009, EFMP eliminated the use of categories, and established the Informed Assignment Review process. This process allows every EFMP-enrolled Marine to remain eligible for worldwide assignment. Individual family medical and educational requirements are compared to services provided in the proposed location, ensuring availability and accessibility to necessary care. Since the program's transformation, EFMP enrollment has increased 88% (4,500 enrolled sponsors in 2008 to 8,480 enrolled sponsors as of August 2015). A 2011 Naval Audit Service Report showed that the perceived negative stigma associated with EFMP enrollment had decreased from 70% to 30%. While both enrollment increases and survey responses indicate less perceived stigma associated with EFMP enrollment, a study that specifically examines this issue had never been conducted.

EFMP is an enrollment program mandated by DoD for any service member with a dependent who meets the qualifying criteria outlined in DoD Instruction (DODI) 1315.19. The Marine Corps EFMP began the assignment coordination process in the mid-1980s. Headquarters Marine Corps (HQMC) EFMP staff accommodates the enrollment and assignment duties associated with the program. Per policy, EFMPenrolled Marines and/or family members are contacted quarterly by an EFMP Family Case Worker to assess needs and provide information, referrals, support, education, and ongoing case management. The program also provides each family an assessment of needs and the development of service plans to support the family before, during, and after a permanent change of station (PCS). EFMP offers a respite care reimbursement program to families who have a member who is severely-to-profoundly affected by their diagnosis and treatment requirements. To address these requirements, Marines enrolled in EFMP may meet criteria for priority housing on base and/or housing accommodations and modifications. In 2009, EFMP established the continuation on location process option, in accordance with the National Defense Authorization Act (NDAA) 2010 stabilization requirement, which allows Marines to execute PCS orders, while families remain in place for continuity of care while receiving basic allowance for housing (BAH) for the family's location. Per policy, EFMP enrollment does not create entitlement for the sponsor or the sponsor's family; EFMP enrollment does not change career requirements, affect worldwide deployment status, or infringe on the privacy of the sponsor or the sponsor's family. EFMP enrollment information is confidential and is not reflected in service record books (SRBs), officer gualification records (OQRs), command records, or in performance appraisals.

This page intentionally left blank.

2 Purpose, Scope, Methodology

2.1 Purpose

The purpose of this study is to analyze individual career progression of EFMP-enrolled Marines compared to non-enrolled peers in order to determine if EFMP enrollment negatively affects career progression and promotion.

2.2 Scope

The sponsor provided current (as of December 2015) and historical EFMP enrollment data from the Case Management System (CMS). This data consisted of 10,544 open case records (Marines currently enrolled) and 13,148 closed case records dating back to March of 1989. Cases are closed when the Marine retires or separates or when the family member no longer meets the enrollment criteria.

The study team also collected data from the Total Force Data Warehouse (TFDW). TFDW is the official Marine Corps system of record for historical manpower data. Data is captured in monthly snapshots (quarterly, prior to October 1997), called *sequences*. For this study, 254 sequence files were collected: Sequence 69 (1989) to Sequence 322 (December 2015). This enabled the study team to track the career progression of all EFMP-enrolled Marines as well as their non-enrolled counterparts. The data fields shown in Table 2-1 were used in our analysis.

| Data Field | CMS Open Case | CMS Closed Case | TFDW |
|---------------------------------------|---------------|-----------------|------|
| Social Security Number (SSN) | √ | ✓ | √ |
| Effective Date | ✓ | ✓ | |
| Date of Birth | ✓ | | ✓ |
| Grade | ✓ | | ✓ |
| Military Occupational Specialty (MOS) | ✓ | | ✓ |
| Years of Service (YOS) | ✓ | | ✓ |
| Closing Date | | ✓ | |
| Sex | | | √ |
| Race | | | ✓ |
| Respite Type | ✓ | | |

Table 2-1: Data collected from CMS and TFDW

2.3 Methodology and Study Dataset

2.3.1 Overview

The study team used the following methodology to conduct this study:

- Conduct literature review
- Collect EFMP open and closed case data
- Collect TFDW data for each relevant sequence

- Merge collected data and create study dataset
- Determine whether EFMP-enrollment negatively impacts career progression

2.3.2 Statistical Analysis

The following analytical techniques were used in this study:

- Descriptive statistics uses data to provide insights of a population, either through numerical calculations or graphically. We used histograms, Kernel density plots and scatterplots in this study. We also used mode, the most frequently occurring value, when examining pay grades.
- Nonparametric matching is a preprocessing technique used to create a new dataset that reduces the bias extraneous characteristics would have on the results. When *exact matching* is used, virtually all bias is eliminated. The new dataset, called the full matched sample, is composed of matched sets, where each matched set contains one treated unit and one or more controls. We used this method in the study by matching each EFMP participant to all nonparticipants with identical characteristics. We then conducted an analysis of outcomes using the full matched sample.
- *Time series analysis* comprises methods for analyzing time series data to extract from the data meaningful statistics and other characteristics. For this study, we collected pay grade data at each TFDW sequence to track career progression.
- *Multiple regression* is a statistical technique used to understand the relationship between one dependent variable and several independent variables. In this study, we used multiple regression to determine whether EFMP enrollment affects career length.

2.3.3 Construction of the Study Dataset

To create the dataset for this study, we first merged CMS with TFDW by SSN. Marines with more than one family member enrolled have a separate case for each. Therefore, we created a field for the number of family members enrolled, recorded the most severe respite type and deleted the duplicate records. This left 7,979 EFMP-enrolled cases and 12,713 closed cases for analysis.

Next, we used the nonparametric matching technique described in Section 2.3.2 to preprocess the data by matching each of the 20,692 EFMP participants to all nonparticipants that were an exact match at the time of enrollment for the following six characteristics:

- Age
- Sex
- Race
- YOS
- Grade
- MOS

This resulted in several enrolled Marines with no matching non-enrollees, so we matched again replacing MOS with occupational field (OccField). This resulted in each EFMP participant having at least one matching nonparticipant.

Next, the study team used Visual Basic for Applications (VBA) code to pull pay grade data from the 254 TFDW sequence files (see Appendix A). For each individual EFMP enrollee, and all matched Marines, pay grade data was extracted beginning with the sequence corresponding to the date of enrollment and including all subsequent sequences until the Marine was no longer on active duty. The previous sequence was then recorded as the Marine's last sequence. Once the career progression data was pulled, we assigned a study ID number in place of the SSN. The study dataset contains the following information for each record:

| Field | Description |
|---------------------------------|--|
| Study ID Number | Unique identifier assigned by study team |
| Matched Set Number | Each matched set contains one EFMP participant and all Marines matched to him/her |
| EFMP-Enrolled (Y/N)? | Entered as a 1 (Enrolled) or 0 (Not Enrolled) |
| Starting Sequence | The TFDW sequence at which the time series analysis begins for a given match Corresponds to the enrollee's effective date |
| Starting Pay Grade | Pay grade at the initial month of EFMP enrollment |
| Pay Grade Changes with Sequence | Each time a Marine's pay grade changes, the grade and sequence are recorded |
| Last Sequence | The last sequence in which the Marine is on active duty |

The dataset contains more than 4 million records: one for each of the 20,962 EFMP participants and more than 4 million matching non-enrolled Marines records. Non-enrolled Marines could be matched with more than one EFMP enrollee. When we refer to a *matched set*, we are referring to one particular EFMP enrollee along with all the Marines matched with him or her. The entire dataset is referred to as the *full matched sample*. Figures demonstrating the balance of this sample can be found in Appendix B.

This page intentionally left blank.

3 Analysis and Results

The study team first looked at the current (December 2015) active duty Marine population, comparing EFMP-enrolled Marines to those not enrolled. Table 3-1 shows the number of officers and enlisted Marines in each group. We used descriptive statistics to compare the populations by age, grade, YOS, and enrollment length. This graphical examination of the data (see Appendix C) indicated there is no substantive effect of EFMP enrollment on pay grade.

| | EFMP-Enrolled | Not Enrolled |
|----------|---------------|--------------|
| Enlisted | 6,060 | 156,774 |
| Officer | 1,476 | 17,169 |

Table 3-1: December 2015 (Sequence 322) TFDW active duty Marine population

Next, we used our full matched sample (see Section 2.3.3) to compare enrolled and non-enrolled Marines by career length, high grade achieved, and time to achieve high grade.

3.1 Finding One: Career Length

Career length is an important measure when comparing careers. For the purposes of this study, career length is defined as the time from the beginning of the enrolled Marine's starting sequence (the sequence corresponding to the effective date) and the end of the first sequence the Marine is not on active duty. For example, if the starting sequence is 300 and the ending sequence is 301, then the career length is 2 months. Sequences before October of 1997 (Sequences 69 to 104) were quarterly snapshots. Therefore, the career length for a Marine with a starting sequence of 100 and ending sequence of 101 is 6 months.

3.1.1 Career Length Comparisons

First, we used the full matched sample to compare the career length of EFMP enrollees to nonparticipants. Figure 3-1 shows the density plot for each group. The EFMP plot is shifted slightly to the right, which indicates EFMP-enrolled Marines have a longer career on average than their non-enrolled peers do.



Figure 3-1: Full matched sample career length comparison

Next, we looked at officers only. Our sample contained 2,531 EFMP-enrolled officers and all Marines matched with them. Figure 3-2 shows the density plots. Again, the enrollee's plot is shifted to the right indicating a longer career for EFMP-enrolled Marines. Figure 3-3 shows the same is true for the 17,526 enlisted Marines.



Figure 3-2: Officer career length comparison



Figure 3-3: Enlisted career length comparison

3.1.2 Multiple Regression

Running regressions isn't necessary with data preprocessed via nonparametric matching since any bias extraneous characteristics would have on the results is essentially eliminated (Ho, Imai, King and Stewart, 2007, Winship and Morgan, 2007). The balance checking figures in Appendix B make it clear that the only real difference between the EFMP and non-EFMP populations in our full matched sample is EFMP participation. However, we decided to run regressions to be thorough.

We used *multiple regression* to see if the difference in career lengths is statistically significant for the different subgroups. The regressions were run in *R* controlling for race, sex, YOS, OccField and starting grade. Table 3-2 shows the career length averages and EFMP difference for each pay grade. The statistical significance determination in the far right column is based on a two-tailed T-test. We can see that for the majority of pay grade subgroups, the EFMP participants tend to have careers that are several months longer than careers of nonparticipants. The difference was found to be statistically significant in most cases. Small sample sizes in the O1, O7, and W4 subgroups prevent the differences from reaching statistical significance. Table 3-3 shows that the increased career length associated with EFMP participation is detectable for each broad category even when controlling for multiple other characteristics of the Marines.

| Group* | EFMP Average (Months) | non-EFMP Average (Months) | EFMP Difference |
|-------------|-----------------------|---------------------------|-----------------|
| Full Sample | 51 | 43 | +8 |
| Officers | 59 | 52 | +7 |
| 01 | 63 | 55 | Not Significant |
| 02 | 59 | 46 | +13 |
| 03 | 60 | 60 | Not Significant |
| 04 | 60 | 54 | +6 |
| 05 | 57 | 50 | +7 |
| 06 | 49 | 39 | +10 |
| 07 | 49 | 51 | Not Significant |
| Enlisted | 50 | 43 | +7 |
| E1 | 18 | 19 | Not Significant |
| E2 | 42 | 38 | Not Significant |
| E3 | 35 | 27 | +8 |
| E4 | 39 | 27 | +12 |
| E5 | 49 | 40 | +9 |
| E6 | 56 | 52 | +4 |
| E7 | 53 | 49 | +4 |
| E8 | 45 | 39 | +6 |
| E9 | 41 | 35 | +6 |
| Warrant | 57 | 51 | +6 |
| W1 | 76 | 74 | Not Significant |
| W2 | 54 | 50 | Not Significant |
| W3 | 49 | 38 | +11 |
| W4 | 42 | 32 | Not Significant |

Table 3-2: Career length differences by pay grade

Table 3-3: EFMP effect on career length by category

| Group | Estimated EFMP Effect (Months) | |
|------------------|--------------------------------|--|
| Full Sample | +6.8 | |
| Officers | +7.1 | |
| Enlisted | +6.7 | |
| Warrant Officers | +4.9 | |

 Regression models included controls for Race, Sex, Years of Service, Occupational Field, and Starting Grade.

• All effects were statistically significant.

3.2 Finding Two: Career Progression

The two measures we chose for career progression were high grade achieved and time to achieve high grade. Using our study dataset detailed in Section 2.3.3, we were able to determine the highest grade achieved by each Marine along with the sequence at which the high grade occurred. The

high grade did not necessarily occur in the last sequence since some grade changes were demotions. For this analysis, we broke our sample into officer, enlisted, and warrant officer subgroups.

3.2.1 Officer Results

3.2.1.1 Overall Officer Comparison

First, we used descriptive statistics to examine the high grade of EFMP participants compared to their non-enrolled counterparts. The histogram in Figure 3-4 shows the high grades achieved by all officers in the sample with a starting grade of O1-O3. We can see that the EFMP enrollees achieved a slightly higher grade overall than nonparticipants.



Figure 3-4: High grade comparison for O1-O3 starting grade

Figure 3-5 shows the results for officers in the sample with a starting grade of O4-O6. Once again, the EFMP enrollees reach a higher rank. The histogram for officers with a starting grade of O7+ is shown in Figure 3-6. Although the non-enrolled Marines show a slightly higher grade achieved, the sample contained only six EFMP enrollees.



Figure 3-5: High grade comparison for O4-O6 starting grade



Figure 3-6: High grade comparison for O7+ starting grade

3.2.1.2 Direct Match Comparison of Officers

Next, we made a direct comparison by looking at the highest grade achieved by each of the EFMP-enrolled officers compared to the most likely high grade (mode) of all the officers matched to him/her.

Then, for each EFMP-enrolled officer with a high grade equal to the mode of his/her matched set, we compared the time it took to reach that high grade. We directly compared the EFMP participant's time (in months) to the average time of the matched Marines with the same high grade. We identified each EFMP enrollee's time to high grade as either shorter than, the same as, or longer than the time of the non-enrolled counterparts.

Figure 3-7 shows more than 80% of the EFMP-enrolled officers achieved a grade that was higher than or equal to the most likely grade of their matched counterparts. Figure 3-8 shows that more than 70% of the enrolled officers with a high grade equal to the mode of their peers reached that grade in the same, or shorter, amount of time.



Figure 3-7: Officer direct comparison of high grade



Figure 3-8: Officer time to achieve equal high grade

3.2.2 Enlisted Results

3.2.2.1 Overall Enlisted Comparison

We applied the same method to enlisted Marines as we did with officers. First, we used descriptive statistics to look at the high grade of the EFMP-enrolled enlisted Marines compared to their non-enrolled counterparts. The histogram in Figure 3-9 shows the high grades achieved by all Marines in this sample with a starting grade of E1-E3. We can see EFMP enrollees achieved a higher rank overall than nonparticipants did.



Figure 3-9: High grade comparison for E1-E3 starting grade

The results for enlisted Marines in the sample with a starting grade of E4-E6 are shown in Figure 3-10. Once again, the EFMP enrollees reach a higher grade overall. The histogram for officers with a starting grade of E7+ is shown in Figure 3-11. We can see the same holds true for this subgroup.



Figure 3-10: High grade comparison for E4-E6 starting grade



Figure 3-11: High grade comparison for E7+ starting grade

3.2.2.2 Direct Match Comparison of Enlisted Marines

Next, we made a direct comparison by looking at the highest grade achieved by each of the enlisted EFMP participants compared to the most likely high grade (mode) of all the Marines matched to him/her.

Then, for each enlisted EFMP participant with a high grade identical to the mode of his/her matched set, we compared time it took to reach that high grade. We directly compared the EFMP participant's time (in months) to the average time of the matched Marines with the same high grade. We identified each EFMP enrollee's time to high grade as either shorter than, the same as, or longer than the average time to high grade of the non-enrolled counterparts.

Figure 3-12 shows more than 80% of the enlisted EFMP participants achieved a grade that was higher than or equal to the most likely grade of their matched counterparts. In addition, almost 100% of EFMP participants who enroll while in the E4-E6 range achieve a grade as high as or higher than comparable nonparticipants. Figure 3-13 shows more than 60% of the EFMP participants with a high grade equal to the mode of their peers reached that grade in the same amount of time or shorter amount of time.



Figure 3-12: Enlisted Marine direct comparison of high grade



Figure 3-13: Enlisted Marine time to achieve equal high grade

3.2.3 Warrant Officer Results

3.2.3.1 Overall Warrant Officer Comparison

The next subgroup we looked at was warrant officers. Using the same methodology as decribed in the previous sections, we first looked at high grade achieved of the EFMP participants compared to their non-enrolled counterparts. The histogram in Figure 3-14 shows the high grades achieved by all warrant officers in our sample. We can see that the EFMP enrollees achieve a slightly higher rank than the nonparticipants.



Figure 3-14: Warrant officer high grade comparison

3.2.3.2 Direct Match Comparison of Warrant Officers

Next, we compared the high grades of the EFMP-enrolled warrant officers directly to the most likely high grade (mode) of all the warrant officers matched to him/her.

Then, for each EFMP participant with a high grade identical to the mode of his/her matched set, we compared time it took to reach that high grade. We directly compared the EFMP participant's time (in months) to the average time of the matched Marines with the same high grade. We identified each EFMP enrollee's time as either shorter than, the same as, or longer than the average time of the non-enrolled counterparts.

Figure 3-15 shows more than 80% of the EFMP-enrolled warrant officers achieved a grade that was higher than or equal to the most likely grade of their matched counterparts. Figure 3-16 shows almost 70% of the enrolled warrant officers with a high grade equal to the mode of their peers reached that grade in the same, or shorter, amount of time.



Figure 3-15: Warrant officer direct comparison of high grade



Figure 3-16: Warrant officer time to achieve equal high grade

3.3 Finding Three: 28XX OccField Analysis

A concern was expressed to the EFMP office regarding EFMP participants in OccField 28, Ground Electronics Maintenance. We analyzed the subgroup to see if the concern was warranted. First, we looked at career length. Figure 3-17 shows the career length comparison of Marines enrolled in EFMP to Marines who were not enrolled. The EFMP enrollees tend to have a slightly longer career. The mean career length for EFMP-enrolled was 51.8 months compared to 44 months for the non-enrolled.



Figure 3-17: OccField 28 career length comparison



Next, we compared high grades of all 28XX Marines in our dataset. As shown in Figure 3-18, the EFMP participants tend to achieve higher grades by the end of their career than non-participants.

Figure 3-18: High grade comparison for OccField 28

This page intentionally left blank.

4 Conclusions

Based on a rigorous empirical analysis, we determined there is little evidence that EFMP enrollment negatively influences a Marine's career progression and promotion. There are no substantive differences between EFMP enrollees and non-enrollees in the various subgroups we examined. We found the current population of active duty EFMP participants is not significantly different from the general population of non-EFMP active duty Marines. We also found the career length of EFMP enrollees is, on average, slightly longer than the careers of non-enrollees active duty Marines. We then showed that EFMP enrollment has no distinguishable impact on high grade achieved. Future analyses could look at other subgroups, such as installation assigned or other MOSs.

This page intentionally left blank.

Appendix A – Visual Basic for Applications Code

The study team used VBA code to pull pay grade data by sequence from TFDW .csv files and write to an excel worksheet. (Comments are in green font):

Sub Career_Progression()

'Code loops through TFDW .csv files (one for each sequence (month or quarter) and pulls pay grade data into an excel worksheet.

'Declare variables

Dim Seq As Integer Dim MyFolder As String Dim MyFile As String Dim wb As Workbook Dim i As Long Dim j As Integer Dim num As Integer Dim StartSeq(2 To 1000002) As Variant Dim SSN(2 To 1000002) As Variant Dim CurrGrade(2 To 1000002) As String Dim StartGrade(2 To 1000002) As String Dim PromNum(2 To 1000002) As Integer Dim NoMatch(2 To 1000002) As Integer Dim PromGrade(2 To 1000002, 1 To 12) As String Dim FindMatch As String **Dim PayArray As Variant** Dim ResultRange As Range

ReDim PayArray(2 To 1000002, 1 To 14) 'PayArray is the two-dimensional array for the career progression data. Column 1 is the starting grade, 2 to 13 are pay grade changes, and 14 is the ending sequence.

For i = 2 To 1000002 SSN(i) = Cells(i, 3) StartSeq(i) = Cells(i, 2) StartGrade(i) = Cells(i, 18) PromNum(i) = 0 NoMatch(i) = 0Next i

```
Application.ScreenUpdating = False
Application.EnableEvents = False
Application.Calculation = xlCalculationManual
```

```
MyFolder = "C:\" 'Data path
```

Seq = 69

'Starting sequence of the data set

Do Until Seq = 323

'Loop through .csv files

MyFile = Seq & ".csv"

Set wb = Workbooks.Open(Filename:=MyFolder & MyFile)

```
Application.ScreenUpdating = False
Application.EnableEvents = False
Application.Calculation = xlCalculationManual
```

For i = 2 To 1000002

If NoMatch(i) = 0 And Seq >= StartSeq(i) Then ('If the sequence equals or is higher than the starting sequence and NoMatch = 0 (NoMatch will be set to the first sequence number where the SSN is not found), then look up the SSN

'If SSN is found, check for pay grade change

```
If FindMatch = SSN(i) Then
CurrGrade(i) = WorksheetFunction.IfError(Application.VLookup(SSN(i), Range("a:b"), 2,
True), "N/A")
```

Else

CurrGrade(i) = "N/A" End If

If CurrGrade(i) <> "N/A" Then If Seq = StartSeq(i) Then StartGrade(i) = CurrGrade(i) PayArray(i, 1) = StartGrade(i)

```
End If
    Else
       NoMatch(i) = Seq
                               'If SSN is not found, get ending sequence number
       PayArray(i, 14) = NoMatch(i)
    End If
  'Pull promotion grade and sequence
    If NoMatch(i) = 0 And StartGrade(i) <> CurrGrade(i) Then
       If PromGrade(i, 1) = "" Then
         PromNum(i) = 1
         PromGrade(i, 1) = CurrGrade(i)
         PayArray(i, 2) = CurrGrade(i) & Seq
       Else
         For num = 2 To 12
            If PromGrade(i, num) = "" Then
              If CurrGrade(i) = PromGrade(i, num - 1) Then
                 Exit For
              Else
                 PromNum(i) = PromNum(i) + 1
                j = PromNum(i)
                 PromGrade(i, j) = CurrGrade(i)
                 PayArray(i, j + 1) = CurrGrade(i) & Seq
                 Exit For
              End If
            End If
         Next num
       End If
    End If
  End If
Next i
wb.Close SaveChanges:=False
Seq = Seq + 1
Loop
Set ResultRange = Range(Cells(2, 18), Cells(1000002, 31))
ResultRange.Value = PayArray
```

UNCLASSIFIED
'Write array to excel

Set ResultRange = Nothing

'Turn on screen updating

Application.ScreenUpdating = True Application.EnableEvents = True

End Sub

Appendix B – Matched Sample Balance Check

































UNCLASSIFIED













Appendix D – Acronyms

| Acronym | Definition |
|----------|------------------------------------|
| BAH | Basic Allowance for Housing |
| CMS | Case Management System |
| DoDI | Department of Defense Instruction |
| EFMP | Exceptional Family Member Program |
| HQMC | Headquarters Marine Corps |
| HRPP | Human Research Protection Program |
| IRB | Institutional Review Board |
| MOS | Military Occupational Specialty |
| NAF | Non-Appropriated Fund |
| NDAA | National Defense Authorization Act |
| OccField | Occupational Field |
| OQR | Officer Qualification Record |
| PCS | Permanent Change of Station |
| SRB | Service Record Book |
| SSN | Social Security Number |
| TFDW | Total Force Data Warehouse |
| USMC | United States Marine Corps |
| VBA | Visual Basic for Applications |
| YOS | Years of Service |

UNCLASSIFIED

Appendix E – References

- Abadie, Alberto, Alexis Diamond, and Jens Hainmuller. 2010. "Synthetic Control Methods for Comparative Case Studies: Estimating the Effect of California's Tobacco Control Program." *Journal of the American Statistical Association* 105: 493-505.
- Ho, Daniel, Kosuke Imai, Gary King, and Elizabeth Stuart. 2007. "Matching as Nonparametric Preprocessing for Reducing Model Dependence in Parametric Causal Inference." *Political Analysis* 15: 199-236.
- Iacus, Stefano M, Gary King, and Giusseppe Porro. 2011. "Multivariate Matching Methods that are Monotonic Imbalance Bounding." *Journal of the American Statistical Association* 106(493): 345-361.
- Marine Corps Community Services. 2007. "Benchmark Study for Marine Corps Exceptional Family Member Program Functionality Assessment."
- Morgan, Stephen L. and Christopher Winship. 2007. *Counterfactuals and Causal Inference*. New York: Cambridge University Press.