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Chief of Staff, US Army

White Paper 1983

The Army Family

UNITED STATES ARMY

THE CHIEF OF STAFF

15 August 1983

TO: The Soldiers, Civilians, and Family Members of the US Army

The Constitution of the United States calls for raising and maintaining an Army for the purpose of national defense. As a consequence the Army's first priority must be to execute the missions entrusted to it by political authority. While this priority is clear, the Army can and must assure within available resources and commitments adequate care for families of its members.

Although we now have the smallest Army in 30 years, improvements are underway to strengthen the Army's capabilities for deterring war and for winning war should deterrence fail. During this decade several hundred new systems of equipment will be distributed to the Active Army and Reserve Components. Through tough, realistic training such as that at the National Training Center, readiness of the Army has increased. Manning initiatives including the Regimental System, coupled with the high quality of recruits and reenlistees, continue to strengthen the human dimension of the Army.

The Army Goals have become the management tools for the planning and programing necessary to move our Army to the future in the most effective way balancing constrained resources and force improvement requirements.

Since the Army's strength lies in its people, the Human Goal undergirds the other Army Goals and realization of their full potential. A crucial component of the Human Goal is our objective of fostering wholesome lives for our families and communities. Policy reviews of this goal led to the need for formally articulating a basic Army philosophy for families. The purpose would be to direct in a comprehensive way our current and future efforts to foster Army Families of Excellence within available resources and in concert with other Army Goals.

The purpose of this paper is to assure that all of us--family members, sponsors, the chain of command, and planners/programers--understand the direction we are headed in development of an Army Family Action Plan.

Our stated philosophy is—

> A partnership exists between the Army and Army Families. The Army's unique missions, concept of service and lifestyle of its members--all affect the nature of this partnership. Towards the goal of building a strong partnership, the Army remains committed to assuring adequate support to families in order to promote wellness; to develop a sense of community; and to strengthen the mutually reinforcing bonds between the Army and its families.

The basis of this statement is the understanding that the Army is an institution, not an occupation. Members take an oath of service to the Nation and Army, rather than simply accept a job. As an institution, the Army has moral and ethical obligations to those who serve and their families; they, correspondingly, have responsibilities to the Army. This relationship creates a partnership based on the constants of human behavior and our American traditions that blend the responsibility of each individual for his/her own welfare and the obligations of the society to its members.

Our unique mission and lifestyle affect this partnership in ways rarely found in our society. Since we are in the readiness business, we are concerned not only with the number of people in the force but also with their degree of commitment--their willingness to not only train, but also to deploy and, if necessary, to fight--their acceptance of the unlimited liability contract. The need for reciprocity of this commitment is the basis of the partnership between the Army and the Army Family.

As a result, adequacy of support must be based on this unique partnership. The Army will never have all the resources it needs. Therefore, we must balance our dollars spent for family programs with those spent to discharge our moral responsibilities to give our soldiers the equipment, training, and leadership they need to have the best chance for survival (from a family perspective) and victory (from a societal perspective) on the battlefield. This is why we have targeted "Wellness" and "Sense of Community" as the major thrusts of our efforts.

In promoting family wellness, we must also find ways to transfer the skills, experiences, attitudes, and ethical strengths of the many healthy Army families. Despite the pressures the vast majority of families manage and grow through their involvement with Army life. We know that most Army families find military lifestyle exciting; enjoy the opportunities for travel and cultural interaction; and most importantly, have positive feelings about the Army and its place in our society. While the needs of families experiencing stress must be considered, we must research and promote the positive aspects of Army families as our primary goal.

The strength of a community lies in the contributions and talents of its members. If the right elements are together in the right environment, the end product is often greater than what would otherwise be expected from the elements functioning independently.

Our concept of the Army-Family community is such a relationship. The family is linked to the unit by the servicemember and those unit programs in which the family wishes to participate. The family and unit are linked also by common community activities. Our goal is to increase the bonding between the family unit and the Army community--create a sense of interdependence.

In fostering interdependence between the family and the Army, we are again looking at the Army as an institution. The Army has a responsibility to its members and the members have a responsibility to the Army and each other. If for the greater good resources must be used now for modernization or other programs, Army families, communities, and the chain of command must through their own efforts insure that the reciprocity of commitment remains. It is not a we/they situation, it is us--US as in U.S. Army.

JOHN A. WICKHAM, JR.
General, United States Army
Chief of Staff

Need for a Philosophy

The Army's need to articulate a philosophy for its families has become an institutional obligation. It is now generally recognized that families have an important impact on the Army's ability to accomplish its mission. This is true with other societal institutions as well. The family life of members of organizations, once a private matter, is now an organizational concern. Geographic mobility, changing family structures and the recognition that competition between family and organizational needs can be destructive to both parties has led to the realization that family issues are no longer a private matter.

The proliferation of family-oriented programs in the private sector is a recent phenomenon that demands increasing attention by organizational leaders. These programs are tacit acknowledgment that people belong to many interdependent groups and communities. What happens to individuals in one group affects their relationship with and productivity in others. There is a natural tension between groups to which people belong which leads to competition for time, commitment and other resources. The Army is no different from other institutions in its concern for families, but the unique nature of military service lends an urgency to the need to develop a coherent philosophy for the Army family.

Servicemembers and their families should be able to enjoy the benefits of the society they are pledged to defend. Furthermore, the nature of the commitment of the servicemember dictates to the Army a moral obligation to support their families.

The Army has not always acknowledged this obligation. Its current relationship to the family did not develop from a consistent rationale but, rather, from the historical evolution of piecemeal programs.

Evolution of the Partnership: Army and Family

Families have always been associated with the Army. But the Army's willingness to acknowledge the critical role families play in its mission has moved from studied neglect, through ambivalent and selective inclusion of families in the military community, to a sense that the development of a family philosophy is an institutional imperative.

In the earliest years of its existence, the tiny Army of the new republic avoided any reference to family issues in its formal regulations. Wives and children followed their husbands as the Army began its trek across the continent. The only regulation which could be interpreted as recognition of their presence concerned the status of "camp followers" and gave regimental or post commanders complete and arbitrary authority over all civilians. Attitudes toward officers' families were the result of the unwritten professional code of the 18th century European officer corps: officers took care of their own. This same outlook assumed that enlisted men never married, but recognized that many senior noncommissioned officers did. In this recognition lies the root of the Army's acknowledgment of an implied obligation to

provide the basics of life, e.g., shelter, food, and medical care. Gradually the conditions of life on the pre-Civil War frontier led to a recognition that the obligation extended to officers' families as well. But its expression remained informal (Figure 1).

EVOLUTION OF THE ARMY'S COMMITMENT TO THE ARMY FAMILY

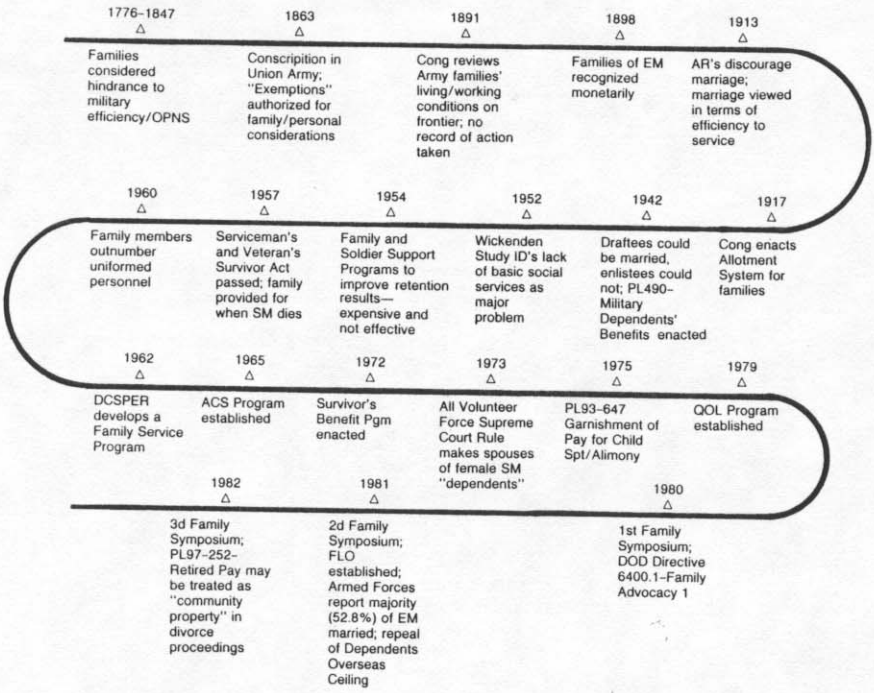

FIGURE 1

By the late 1800's, several trends were evident. The obligation to provide for basic family needs received formal recognition in Army regulations. At the same time, the Army displayed a tendency to specify services and benefits and restrict eligibility to the families of officers and senior noncommissioned officers. The early 20th century Army considered families of enlisted men below noncommissioned rank an unwanted burden. In fact, Army regulations, with exceptions, forbade the peacetime enlistment or reenlistment of men with wives and minor children until 1942. Housing, medical care in Army facilities, rations-in-kind, and other associated benefits were not formally available to enlisted families, although the Army continued to recognize an implied responsibility to them and frequently over-extended its limited resources to meet that requirement.

Until World War I, the Army was small enough that most benefits were in-kind. Following World War I, accelerating during the build-up for World War II, and continuing to the present, the practice of authorizing monetary entitlements in lieu of goods and services in-kind began to expand. For example, today approximately 42 percent of soldiers live in the civilian community and receive Basic Allowance for Quarters.

In 1940 the creation of a new civilian Army began as a result of the enactment of the Selective Training and Service Act. The tremendous Army expansion which followed the United States' entry into World War II found no agency prepared to assist young soldiers and their families experiencing problems of adjustment, financial straits, wartime separation, and emotional burdens. Heretofore, the Army dealt with families requiring emergency support informally through post funds, cooperation with local charitable organizations, and referrals to the American Red Cross. The American Red Cross expanded their operations but resources were not enough to meet growing needs for assistance. This generated the need for Army members to have an agency of their own to which they could turn without resort to public charity or welfare. The Secretary of War directed the organization of Army Emergency Relief (AER) on 5 February 1942 as a private, nonprofit organization, the express purpose of which was to collect and administer funds to relieve distress among Army members and their families. "The Army Takes Care Of Its Own" was adopted as the AER slogan. The activities of AER and the Red Cross were carefully coordinated to prevent duplication of effort. AER also maintained close contact and cooperation with Federal, State, county, municipal, and private agencies to effectively utilize all resources to relieve distress among soldiers and their family members. After World War II, it was determined that AER should continue as a private, nonprofit organization.

The manner in which AER came into existence typified the Army's *ad hoc* approach to dealing with families. Services and benefits came into existence piecemeal and evolved individually (Figure 2). Thus, housing and rations-in-kind fell under the prerogative of the old Quartermaster Corps; health benefits were administered by The Surgeon General; and management of Army Emergency Relief programs developed into another bureaucracy. This trend continued in the post-World War II and Korean War period.

ARMY COMMUNITY SERVICES

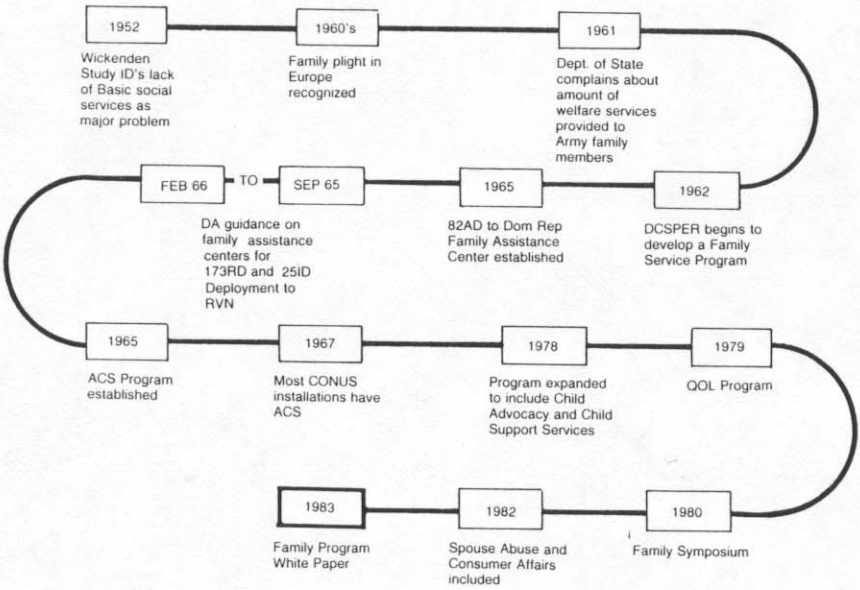

FIGURE 2

The maintenance of a large standing peacetime Army in the Cold War made it impossible to revert to the pre-World War II practice of discouraging enlistment of married personnel. By 1960, family members outnumbered uniformed personnel in the active force. The existence of this large population led to the first attempt to establish an umbrella organization for family services—The Army Community Service (ACS) Program. The creation of the Civilian Health and Medical Program of the Uniformed Services (CHAMPUS) in 1966 to ensure "adequate" medical care for military families stationed at locations away from military treatment facilities was a big step toward direct, planned, formalized action for family support.

The advent of the All Volunteer Force caused the Army's leaders to address military personnel policies from a new perspective, especially with respect to the enlisted ranks. With the growth of young enlisted families, leaders began to recognized that the Army recruits individuals but retains families.

Today's active Army consists of approximately 780,000 soldiers: 13 percent officers and 87 percent enlisted. The enlisted corps is young—94 percent are between the ages of 21 and 25; only 6 percent of the officers are that young. The majority of career soldiers are married. The total number of family members (1,082,000) increases the total population of the active Army force by one and a half times. About half this number (630,000) are children; one-third (384,000) are spouses; and the other 68,000 are dependent parents, etc. No aggregate numbers reflect the diversity of Army families—there is no stereotypical Army family; different families have different needs. But all Army families have needs civilian families don't have.

Another look at Army family statistics reveals that more than 80 percent of the active duty officers' corps is married; 78 percent of the enlisted career force and 28 percent of first term enlistees are married (Figure 3). In sum, over 50 percent of the Army's active duty force is married.

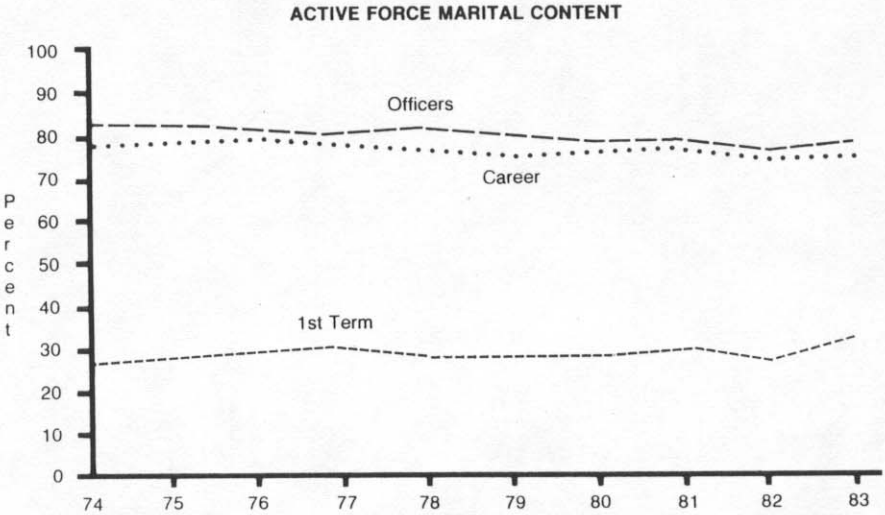

FIGURE 3

The size of Army families varies according to rank and time in service (Figure 4).

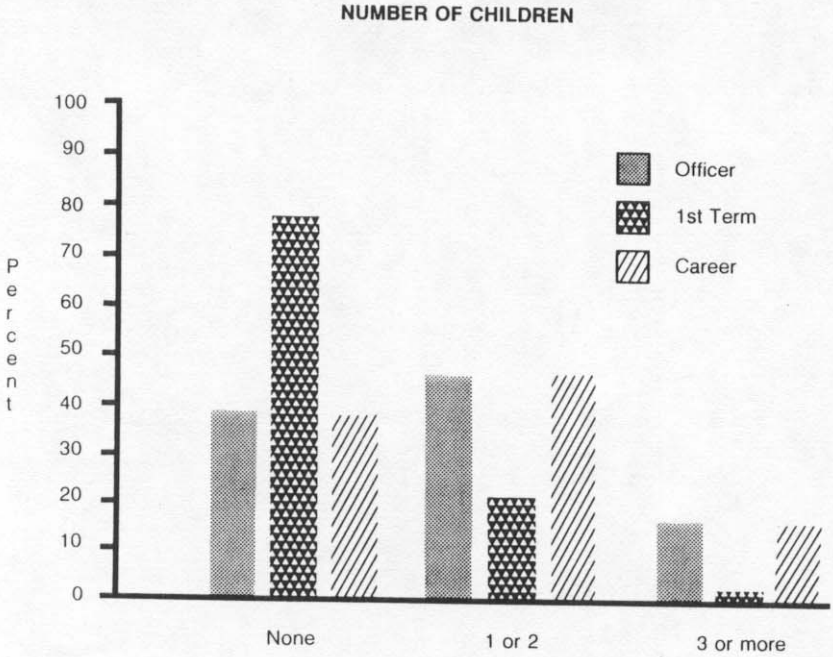

FIGURE 4

Another significant demograhic development for Army families is the percentage of soldiers married to other soldiers. Note the relatively high percentage of "first termers" who are married to other soldiers (Figure 5).

PERCENTAGE OF SOLDIERS MARRIED TO OTHER SOLDIERS

	Officers	
Spouse in Military?	*Company Grade*	*Field Grade*
No	89.9%	97.6%
Yes—Active	8.5%	1.9%
Yes—Reserve	1.5%	0.4%
Yes—National Guard	0.1%	0.1%

	Enlisted	
Spouse in Military?	*First Term*	*Career*
No	80.1%	89.6%
Yes—Active	17.9%	9.1%
Yes—Reserve	1.4%	0.9%
Yes—National Guard	0.7%	0.3%

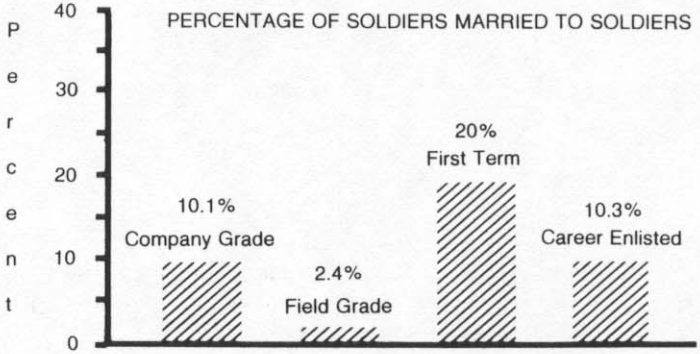

FIGURE 5 Source: August 1982 sample survey of military personnel

The Family Life Cycle (Figure 6) provides another view of the Army Family. Family needs and developmental stages change as a family goes through each stage. These stages raise different issues for providing family services and for developing personnel policy. For example, our enlisted force will probably be more concerned with day-care centers, while our our officers will be more concerned with youth activities.

A FAMILY LIFE CYCLE MODEL

Pre-family or Single	Couple w/o Children	Couple w/Small Children	Couple w/Teens	Couple Children Gone	Couple Retirement
36.3%	16.6%	37.5%	9.3%	0.2%	—
17 24	18 30	20 35	36 50	51 59	60

FIGURE 6

Another revealing demographic statistic regarding the Army family is that more than 21 percent of Army spouses speak English only as a second language. The corresponding difficulty these spouses encounter in comunicating needs and securing family support services exemplifies other issues Army leaders must address in providing for the Army family.

The total Army Family includes more than the active force. The Reserve Components add another dimension. National Guard members total over 418,000; Army Reservists, 476,000. Family members of Reserve Component (RC) soldiers experience problems unique to the RC environment and require special consideration by Army planners. Another important part of the Total Army is the Department of the Army's civilians. There are over 322,000 U.S. citizen civilians serving the Army worldwide. Of these, 36,000 Army civilian employees and their 12,000 family members serve with and are part of overseas Army communities. Finally, retired servicemembers (499,000) and their families (683,000) must be included.

The Family of the Future

In the late 1950's, the vast majority of Americans expected to be married. Wives expected to play a supportive role to their husbands' careers, and to center their lives around a traditional concept of family, homemaking, and childrearing. These attitudes persisted into the 1960's, when 80 percent of all Americans believed that being unmarried was an unnatural state for a man or a woman. These attitudes have undergone radical revision.

The "traditional family" has been joined in increasing numbers by other modes of family life: single parent families, couples without children, marriages of convenience, and couples "living together." The single lifestyle is increasingly seen as normal and viable. The divorce rate has skyrocketed in the last 20 years. It is predicted that by 1990 up to 50 percent of all children will have experienced divorce and remarriage in their families.

Another significant change has been delayed or foregone childbearing. Birthrates in the United States have declined significantly over the past 18 years, with 22 percent fewer children being born now than were born in 1959. The "baby bust" which followed the post-World War II "baby boom" has reduced the number of children enrolled in elementary school by approximately 10 percent in the same time period; this reduction is expected to reach 17 to 18 percent by the mid-1980's. In addition, we are seeing increases in life expectancy at birth from 70.8 in 1983 to 74.4 in 2033 for men; from 78.2 in 1983 to 82.7 in 2033 for women. The drop in population growth, coupled with increasing life expectancy, is expected to raise the median age from 30.9 years in 1983 to 41.1 years in 2033.

Nontraditional families and delayed or foregone childbearing have been accompanied by changing expectations for spousal roles. Husbands are questioning the costs of traditional fathering, for example, extended separations from their families, long working hours, limited contact with wives and children, and, in the case of divorce, unquestioned assignment of child custody to the mother. Wives' roles have undergone an even more dramatic

change. Most noticeable is the greater tendency of wives to work outside the home and to view their jobs as genuine careers rather than supplementary family income.

These changing roles and expectations, along with growing economic needs and aspirations, have affected the Army family. As the following chart (Figure 7) shows, more than half of career soldiers' spouses work outside the home. As with families in the civilian population, the number of Army spouses working outside the home is increasing. More importantly, the financial contribution of working spouses is greater in military families than in civilian families. As the second chart (Figure 8) shows, the military spouse's job contributes 33 percent of family income, while the civilian spouse contributes only 19 percent.

PERCENTAGE OF SPOUSES CURRENTLY WORKING

	Officer	Enlisted
Not Working	57%	53%
Working Full Time	30%	33%
Working Part Time	12%	12%
Working Both	1%	2%

FIGURE 7

• AND MORE WIVES ARE WORKING/CONTRIBUTING

Working wives

	1970	1980	Contr
Military	30%	52%	33%
Civilian	41%	51%	19%

Moving contributes to family hardships

FIGURE 8

Employment of the spouse in a military marriage is often on a temporary or part-time basis and at lower pay, due to frequent and unpredictable military moves. However, career development (combining long- and short-term goals, training, education, and meaningful volunteer or salaried jobs) has become a frequent demand among Army spouses and military members. Increasingly, career development of spouses has forced military families to choose between one career or the other.

The rise in the number of military spouses who work outside the home directly affects the spouses' ability to become involved in social and volunteer activities. Army leaders must be alert to the stress placed on the military family with a working spouse and consider this when planning social and volunteer programs. Efforts are ongoing to educate and involve military

spouses in Army family support programs. TRADOC schools now offer orientation classes for those spouses of military members attending career development courses on a permanent change of station. Such initiatives must recognize the "volunteer" aspect of spouse involvement in community activities and capitalize on the individuality and interests of each family member.

Another significant change in families is their social and technical sophistication. Today's young families are a product of the computer and media age; they learn as well, if not better, from media (television, radio, and films) than from the traditional learning devices of prior generations (books and newspapers). Their children, who will be 17 to 20 by the year 2000, will be the "microkids" who will understand computers and software as their parents understood today's media. Today's families are also a product of the social movements of the 1960's and 1970's: the civil rights movement, the women's movement, and consumer activism. They have internalized the questioning, activist nature of these movements and have become adept at identifying their problems and advocating for their common needs.

What do these trends mean for today's Army and the Army of the future?

- An increase in the percentage of soldiers who are married and who have families, particularly in lower ranks and among younger soldiers.

- An increase in stress caused by the perplexities of divorce, particularly among career military families. These problems include the needs of youth being raised in single parent homes, custody disputes and child-kidnapping, assurance of child support payments, settlement of military retirement funds, and the problems of displaced homemakers.

- An increase in nontraditional families, particularly single parents (including fathers raising children without the assistance of a wife).

- Presently there is a greater demand for quality childcare, education for youth, and youth activities. The tendency of today's families to delay childbearing and have fewer children will change the needs of Army families.

- An increase in the numbers of elderly dependents for Army families.

- An increased desire of the Army family to "own their own home" and the associated command complexities generated by larger numbers of families "living off-post."

- Demands for "equal rights" for fathers—time off for childrearing—and more stability in an otherwise unstable career.

- Demands for career development assistance for Army spouses, and accommodation of families in which the jobs of both husband and wife are considered equally important.

- Political sophistication of Army families that organize at the grassroots level to form self-help and advocacy groups. We are already experiencing this phenomenon. Beginning in the late 70's throughout USAREUR, spouses began to meet informally with commanders to air problems and

seek solutions. A Women's Symposium was held in Munich, Germany, in August of 1979 to give women representatives from VII Corps communities the opportunity to identify and prioritize issues and concerns. In 1980, the Officer Wives, Club of the Greater Washington Area sponsored the First Army-Wide Family Symposium with the assistance of The Association of the United States Army. In 1981 and 1982, the Family Action Committee (FAC), a group composed of Army spouses in the Washington, D.C., area, held worldwide Army Family Symposia. All those efforts have spread through command channels and through informal grapevines. Family advisory/action groups have cropped up at several installations and are working with the Army to identify, prioritize, and resolve specific family problems.

What Families Say They Need

As a result of the Army Family Symposia of 1980, 1981, and 1982, dialogues have begun between the Army and its families, and among families. Families say they need:

- Employment assistance—a referral service which responds to the special needs of the Army family.
- An educational model—establishment of minimum standards of acceptable education for children.
- Health care—better medical and dental care.
- Volunteer recognition—documentation of professional development acquired as a volunteer.
- Expanded transportation—inclusion of off-post families.
- Improved youth activities—stronger emphasis on youth orientation programs.
- Improved sponsorship program, to include outsponsoring.
- Improved quarters termination procedures—revision of cleaning/clearing policies and a more standardized system.
- Improved support of child care facilities and extended hours of operation.
- Recognition of and sensitivity to individuality of family members (particularly spouse's role).
- Centralization of activities which support family programs.

Demographic data, analysis of future trends, and the opening of dialogues with families have highlighted the need to reevaluate existing programs and policies in terms of a cogent, consistent philosophy. Our data bases can assist us in a target analysis for family programs to better deliver the help needed and properly utilize resources. For example, can we any longer

afford to locate all of our family services on installations when the vast majority of users live in trailer parks isolated from the main post, camp, or station? Furthermore, our delivery systems need consistency and stability to assist the family in adapting from one installation to another.

Building an Army Family Philosophy

The basis for developing any statement of philosophy for the Army Family is the fact that the Army is an institution, not just a job. This is the philosophical underpinning that will shape our statement of philosophy in a much different context than if it were based on market place forces.

Because the Army is an institution, it has moral and ethical responsibilities to those who serve, and those who serve have reciprocal responsibilities. Some are stated in policies and regulations and others are implied or, like retirement pay, are an informal contract. This relationship creates a partnership unique to our institution but still based on an understanding of the behavior of human beings, groups of human beings called families, and communities. For our culture, this behavior has its basis in some well accepted constants:

- Desire to upgrade (or retain) standard of living (better life) for family—especially children.
- Desire to reduce disruptions/mistrust—unpredictable hours, reassignments, separations, inadequate remuneration.
- Need to be needed—feeling of self worth:
  Family—by servicemember.
  Servicemember—by family.
  Family and servicemember—by Army, community, nation.
- Confidence that basic needs will be recognized and fulfilled.
- Existence of opportunity to grow.
- Need to belong—sense of community.
- Institutional support of quality family time (quantity time—impossible).
- Expectation of fair and equitable treatment.
- Desire to accumulate "wealth"—home, savings, property, belongings.
- Competing demands—family versus professional choices.
- Conflicting requirements—family versus job tasks.

The impact at the societal level is our American tradition of blending the responsibility of each individual for his/her welfare and the obligations of the community to its members.

Our unique mission and resulting lifestyle affects this partnership in ways that are far different than other elements of our society, even those who have a similar service or life threatening mission such as policemen and firemen.

The Army recognizes a moral obligation to its soldiers and their families. Because of this, soldiers and their families must be able to enjoy the benefits of the society which they are pledged to defend. Requirements of the unlimited liability contract of the servicemember mandate corresponding obligations of support for Army families. It is understood that a strong, positive relationship exists between soldier commitment and force readiness. This relationship makes support of Army families an organizational imperative.

We are concerned not only with the number of people in the force, but with their degree of commitment—their willingness to not only train, but to deploy and, if necessary, to fight—and their acceptance of the unlimited liability contract. Such commitment is best engendered if soldiers view the Army as a total institution with a high purpose—a fraternal organization where the welfare of its members has a high value.

Soldiers and their families gain through the Army institution a sense of common identity—a shared purpose and commitment to the overall mission. They come to view the Army as providing for their total basic needs in exchange for total commitment—their acceptance of the unrestricted liability contract. Total individual commitment through satisfaction of the family needs translates into readiness of the Total Army.

It is this reciprocity of commitment that makes the family programs so important and justifies resource competition with other competing programs. The unanswered question is, "How much is enough?"

The Army will never have all the resources it feels it needs. Therefore, we must balance those used for family programs with those spent to discharge our moral responsibility to give our soldiers the equipment, training, and leadership they need to have the best chance for survival (from a family perspective) and victory (from a societal perspective) on the battlefield. Unless we achieve an optimum balance, all of us become losers. Thus, we must determine what is adequate based on how we can get the most return on our investment.

An analysis of what Army Families say they need and the demographics of the Army Family of the 1990's suggests two major thrusts for our programs: a focus on *Wellness* as a proactive way to reduce costs and grow families of excellence, and a nurturing of a *Sense of Community* to promote the reciprocity of commitment.

It is the job of the Army's senior leadership to create those policies and programs which support the Army family without being dictatorial. This is a challenging task, requiring the building of linkages between the family and the unit without destroying the integrity of either. We must recognize the innate tension existing between these two entities, and the conflicting demands they place on individual soldiers.

At an organizational level, we must balance the three components of organizational excellence stressed by the Secretary of the Army and the Chief of Staff of the Army: productivity, stability and adaptability.

Productivity. For the Army, productivity equates to readiness. Our policies must recognize that soldiers cannot perform efficiently while distracted by

overwhelming family concerns. Data support this assertion: studies of the 1973 Arab-Israeli war indicate that family stability promotes greater individual effectiveness. According to a recent examination of factors affecting retention, when a tug-of-war occurs between a military family and a military organization, the family usually wins. Of greater importance, we do not want to generate or add to any such personal conflicts. In short, we do not detract from organizational productivity by supporting Army families; rather, taking care of our families enhances both retention and readiness.

Stability versus Adaptibility. In striving for excellence, the Army's family policies must accommodate the seemingly conflicting factors of stability and adaptability. We develop standardized systems at the Headquarters, Department of the Army, that essentially stabilize family life throughout the Army. Examples are our efforts to extend command tours, standardize installation organization and delivery systems, and improve one station inprocessing and outprocessing. Additionally, efforts to build cohesive units and to move toward unit rather than individual replacement will enhance assignment predictability. However, our stabilizing efforts must not stagnate the Army of the future: we must incorporate adaptation in our Army-wide systems. We must plan for change through more sophisticated use of research and data on changing family demographics and through continued communication with Army family members.

Finally, we must recognize that the sheer diversity of Army families means that not all family needs will be responsive to Army-wide standardized systems. We have and must continue to promote individualized, community-unique projects and programs initiated at command and, especially, installation level. These are our best evidence of organizational adaptability.

Wellness. Wellness is a key component of our thrust to reduce costs and grow families of excellence. In this context, wellness is a state of mind brought about by plans, programs, and policies that satisfy essential family needs or, more accurately, that reduce or eliminate stressful forces.

There are numerous stressful events common to military and civilian families. The list below is not all-inclusive.

Death of a spouse
Marital separation
Death of a close family member
Personal injury or illness
Marriage
Loss of job
Retirement
Gain of a new family member
Change in financial status
Change to a different kind of work
Purchase of a home with a big mortgage
Change in work responsibilities
Trouble with business superior
Change in work hours or conditions
Change in residence
Change in schools

Because of the unique lifestyle of the military, these events tend to be frequent and dramatic.

Family problems caused by stress, and those conditions which produce stress, are cumulative—they become more severe over time—and are costly to correct. In the past, we have generally attacked the problems only after they have become severe and the impact obvious. For both humanitarian and readiness reasons, we need to shift the emphasis from a focus only on families already experiencing problems to programs designed to help families cope with stress by building better stability and adaptability.

In promoting family wellness, we must also find ways to transfer the skills, experiences and attitudes of the many healthy Army families. Despite the pressures, the vast majority of families manage and grow through their involvement with Army life. We know that most Army families find military lifestyle exciting; enjoy the opportunities for travel and social interaction; and, most importantly, have positive feelings about the Army and its place in our society. While the needs of families experiencing stress must be considered, we must research and promote the positive aspects of Army Families as our primary goal.

Sense of Community. A partnership has to exist between the Army as an institution and the individuals who are a part of it: the soldiers, civilians, and family members.

This partnership must center on a genuine sense of "the Army Community" with all members offered the challenge and opportunity to work together for the common good. We must take care not to misinterpret the age-old slogan, "The Army takes care of its own." This in not a promise for the institution to provide all of the individual and group support requirements—to make the members of the community dependent upon the institution and the federally funded support structure. Rather the slogan is a challenge for all of us in "the Army Community" to work together, as equal partners, applying our talents, skills, creativity and time to *taking care of our own* and improving the community as a whole. Each of us has a special responsibility as a member of this worldwide community to work to make it a better place. This is not at all dissimilar from our responsibility toward the civilian communities in which we often live: you get out of the community what you put into it; if you want it to be better or more responsive you have to be willing to make a personal investment and commitment to it.

In the past several years, many Army community issues have been surfaced through both internal and external forums. In addition, these forums have surfaced a wealth of goods, new ideas to improve the Army community. What we must do now is establish a framework within which we can apply these good ideas and the talents of all of our community members to the problems/issues known today and those that will continue to surface in the future.

In building this framework, we have to work with management tiers. We have to create a flexible structure remembering while some broad issues must have uniform treatment across the Army, each installation has its own unique community character, issues and solutions. Our management frame-

work has to allow for installation-specific programs and recognize that the unique community character is the key to local issues and local solutions.

We also need to recognize, up front, that the community character is not static—it changes continually as the community membership changes. Therefore, we should not try to put a static, formal program in place but try instead to establish a leadership philosophy and community environment that will encourage everyone to identify both the issues to be addressed and creative solutions to them. Simultaneously, the Army must insure that constant, Army-wide programs (housing, schooling, medical care) are both properly resourced and well delivered to all members of the community.

The Army community of the future must be centered on the concept of interdependence between the Army and the family, with a responsibility on the part of the Army to its members and their families, and a reciprocal responsibility of servicemembers and their families to the Army. This interdependence is the capstone that ties together the elements of partnership, adequacy of support, wellness, and development of a sense of community. It underscores the fact that it is our Army and if in the competition for resources higher priorities dictate fewer resources for family programs, then family members, communities, and the chain of command must through their own efforts insure a reciprocity of commitment. It highlights the role of volunteers working with the chain of command to develop local initiatives to promote wellness and a sense of community. If the Army is to survive as an institution a true partnership must exist. It cannot become a we/they situation; it must be us/US, as in U.S. Army.

The following lays an excellent foundation for a statement of the Army Family Philosophy:

> A partnership exists between the Army and Army Families. The Army's unique missions, concept of service and lifestyle of its members—all affect the nature of this partnership. Towards the goal of building a strong partnership, the Army remains committed to assuring adequate support to families to promote wellness; develop a sense of community; and strengthen the mutually reinforcing bonds between the Army and its families.

This Army Family Philosophy gives clarity, direction, and cohesion to family programs and provides guidance to agencies responsible for developing and implementing those programs. In a larger sense the formal articulation of an Army Family Philosophy represents a break with the past. It recognizes that *ad hoc* programs established on a piecemeal basis that treat the symptoms but not the causes of family stress are no longer sufficient. It makes specific that which has been implied. It forms the basis for a review of existing programs and sets the stage for the development of an Army Family Action Plan that will provide the roadmap to move us to the 1990's.

Family Advocates. Several agencies already exist and have responsibility for family policy and programs. Advice to policy makers is provided by the Family Liaison Office located within the Office of the Deputy Chief of Staff for Personnel (DCSPER). The Family Liaison Office also facilitates coordination between Army staff elements. The Director of the Human Resources Directorate is the DCSPER proponent for the Army Family Program. The Adjutant General is responsible for implementing most existing Army family support programs. The Surgeon General plans health services support for families and has a major advisory role for Army fitness. The Chief of Chaplains' Office provides programs in support of religious and moral development as well as pastoral family member counseling. The Judge Advocate General's Office oversees legal service programs which affect family members.

Enhancing Quality of Life for Families. The Army's Quality of Life (QOL) Program directly affects the Army's ability to man the force and improve near-term readiness. The QOL Program addresses the Army's obligation to provide adequate housing, health care, education, pay, facilities maintenance, safe and healthful working conditions, and essential community morale, welfare, and recreation activities.

We are making steady progress in increasing funding for many of the QOL Programs which directly affect living and working conditions for soldiers and family members. Funding for our Army Community Services (ACS) Programs has increased substantially as a result of the growth in new and improved facilities and services for family members. The Army has programed 14 new child care centers for construction during fiscal years 1984 and 1985. We are implementing several new programs such as the Exceptional Family Member Program, Consumer Affairs and Family Advocacy to assist Army families. In short, we recognize that family support programs must be based on families' needs.

We are making gains in increasing the amount of Family Housing for families stationed overseas. Post Exchanges and commissaries are also programed for increases in facilities construction. We are conducting a vigorous campaign to build more libraries, chapels, skill development centers, youth activities centers and bowling alleys with appropriated and nonappropriated funds.

Your Army leadership is working with the Department of Defense to ensure that no Army family pays tuition for public schooling for children who attend school off-post. We are committed to provide quality health care to soldiers and family members. The number of Army physicians has grown 23 percent from 1978 to 1982. This results in the availability of more physicians to treat soldiers and family members. The Army Medical Department is working on several innovative approaches for health care delivery. One such program is "Family Practice" in which a military physician becomes the family doctor for specified families. This program has been enthusiastically received by family members and plans exist to continue to develop more innovative programs for health care delivery.

Pay and Allowances. Pay is an important factor affecting a soldier's decision to enlist or reenlist. In recent years, we made progress in restoring comparability of our soldiers' and, therefore, their families' purchasing power.

We are advocating increased funds for Permanent Change of Station (PCS) entitlements to diminish the impact of out-of-pocket costs of families' moves. These include a proposal to reimburse servicemembers for fees associated with the sale and purchase of homes and to extend existing tax relief upon sale of a principal residence when a member is stationed overseas or occupies Government-provided quarters. The Army supports proposed legislation to fund student travel for families stationed overseas. Likewise, we advocate the passage of legislation to cover storage costs for automobiles of families assigned to countries which prohibit the importation of servicemembers' privately owned vehicles. In 1981, Congress authorized a Temporary Lodging Expense (TLE) for CONUS moves but has not funded the program. TLE will cover a maximum of 4 days of lodging costs (up to $110 a day) for a member and family in conjunction with a move from anywhere to a US duty station, and 2 days for a CONUS to overseas move. The Army continues to advocate funding of this important legislation.

Other Initiatives. In addition to the aforementioned on-going programs, the Army is implementing several initiatives designed to promote partnership, wellness, and a sense of community. Our Alcohol and Drug Abuse Prevention and Control Program (ADAPCP) has been expanded to include education, treatment referral, prevention, and intervention for all family members. The Army's Exceptional Family Member Program will focus on consideration of exceptional family members' needs during the assignment process as well as providing health related services Army-wide. The Child Care Program is undergoing dynamic change as we work to upgrade existing facilities, plan for construction of new physical plants, develop separate career fields for child care professionals and refine job standards and training. We are developing a sponsorship program for those personnel newly assigned to or leaving a command. Our Family Assistance Mobilization Handbook will provide Army Reserve families with information on how and where to obtain family support services in the event of mobilization.

The high cost of raising children has not gone unnoticed. An average American family can expect to spend $226,000 to rear a first-born son to age 22, or $247,000 for a first-born daughter. With each additional child, these costs drop as various items are shared. Your Army leadership favors legislation which would provide for the transfer of educational benefits from servicemembers to their children.

At the local level, there are several innovative and exciting programs working to achieve WELLNESS, PARTNERSHIP, and a SENSE OF COMMUNITY. Fort Hood has developed programs such as "We Care Days," Unit Family Awareness Programs, and responsive engineer repair teams for quarters maintenance. Currently, there are 12 mayoral programs in existence on various CONUS posts. Mayoral programs provide family members with the opportunity to participate in the managerial decision-making process for

those programs, policies, and procedures which directly affect their way of life, on and off post. Fort Belvoir has established a Spouse Education and Employment Resources Center in addition to In-Home Child Care Centers. Fort Bragg's brigade-sponsored on and off post communities program, and its handicapped children's activities demonstrate that post's concerns for partnership and sense of community. To complement military programs, many civilian personnel offices have established special job counseling, educational and referral services targeted at family members. Fort Knox provides welcome and information packets to families, hosts evening employment seminars and airs weekly "How to apply for Federal employment" films on installation cable T.V. These ongoing programs and initiatives underscore the need for an Army Family Plan which will provide Army-wide unity and direction for the Army Family Philosophy in the 1980's.

The Army Family Plan

The Army is fully committed to supporting families, but we must be realistic enough to recognize that we will not have unlimited resources as we develop our plan for the rest of the 1980's. We must avoid the "shotgun" approach by identifying specific needs and prioritizing them to ensure that we spend our money where it will make the greatest difference. To do this, the Army must continue to sponsor forums from which we can receive direct responses from family members, and analyze their perceived problems to identify how they can be met most efficiently. In addition, we must define areas where research and studies are necessary to target effectively resources and programs. There is a pressing need for basic research on the role of Army families and the effect, both positive and negative, of Army life on those families. While we have made progress in this area, reliable data are still rare. We must have more information on stress factors, needs of single soldiers with children, ways to build bridges between heterogeneous family groups, ways to train families for wellness, and myriad other factors. Without this information, we will be groping in the dark and will never approach the maximum possible level of effectiveness.

Once a target list of needs has been developed, we must divide them into two groups: those that can be addressed with few, if any, additional resources; and those which will require major expenditures of new resources. The first group of requirements can be met by replicating throughout the Army low cost/high payoff programs that currently exist at individual installations. At most posts, innovative leaders have developed new methods of employing existing assets to extend the amount of support available to families. A good example is the assignment of a family support mission at Fort Bragg to the Rear Detachment commander of the Sinai Peace Keeping Force. The Rear Detachment commander coordinates support services for the families of the oversea troops, distributes information from the Sinai Force, and responds to any unusual situation that affects family members. This type of effort strengthens the bonds between the families and the unit, provides peace-of-mind for the soldiers in the field, and helps to make the most efficient use of Fort Bragg's community service resources. This program has had a major impact on the quality of life of the families of the Sinai Force with a negligible increase in resource requirements. We have to do a better job of identifying similar low cost, but effective, programs and implementing them throughout the Army.

Of course, not every legitimate family need can be met by changing the way we do business at the installation. There are some problems which will require additional funding, for which we will fight, in spite of tight budgets. In contrast with the low cost initiatives which deal with assistance to individual families, most of our high cost requirements are generated by systemic problems which affect a very large percentage of our soldiers. As noted earlier, Army families have clearly identified those problems which need to be addressed. Improved medical and dental care, more and better on- and off-post housing, a more equitable reimbursement system for expenses incurred on PCS moves, financial assistance for higher education of our

children, and similar issues have been repeatedly cited by family members as areas where improvement is needed. Most of these problems affect the basic needs of families. Failure to meet these needs can generate severe dissatisfaction with Army life. For example, even a young soldier who is dedicated to the Army may decide not to stay if his or her family must face continued financial hardship.

Responsibility for resolving these issues rests with the Department of the Army. The solutions require obtaining congressional support for major new funding. Although difficult, the potential result in improved retention and readiness is correspondingly great. We must convince the Congress of the necessity of these programs.

Replicating low cost programs and allocating new resources on high payoff projects must be priority efforts, but we must also make sure that we get the most out of what is already available. In the immediate future, there are two areas which require attention:

1. The structure of the Army family support system. Because our family support system developed piecemeal over the long history of our service, there is no standard "Family Support System." The services available, and the system for delivering those services, change from installation to installation. A program which is operated by the Adjutant General at one post may belong to the Chaplain at a second and the DPCA at a third. As a result, duplication of effort and confusion exist among consumers. We need to examine our system, realign functions where required and standardize it so that everyone knows who to see for help.

2. Policy review. While the support structure is being examined, we will also review policy in areas with a direct effect on families. The range of questions to be considered must include such basic issues as quarters clearing procedures; our allocation of resources, such as the percentage of our family housing units allocated to various grades; as well as major shifts in direction for our family support system, such as seeking legislation to allow the Army to employ more volunteers as staff for the Army Community Services program. In all cases, we must strive to streamline the system to provide more effective service, and to eliminate "red tape."

The Army recognizes its responsibility to work with families to promote a partnership which fosters individual excellence among sponsors and family members, as well as maximizing their contribution to maintenance of national security. Simply stated, the Army intends to meet this responsibility by capitalizing on low cost programs to assist families by promoting wellness and by building a sense of community, by seeking additional resources when required to correct major systemic problems, and by reorganizing our management structure to maximize efficiency (Figure 9).

Summary

This white paper describes the evolution of the Army family: its history, present status, and future. It is the first time that information about the Army family has been systematically gathered and consolidated. In that regard, this paper is only the first step of our needs assessment. Future months will be devoted to a continuing analysis in needs and the development of solutions. It will be a time-consuming process; but, given the long history of the Army family and the piecemeal planning to date, our time will be well spent. The Army *will* articulate a well conceived strategic plan for the Army family.

It is important the Department of the Army proceed to implement and institutionalize the programs, plans, and other solutions identified through our needs assessment. However, this plan will not work if it is fed only by Department of the Army initiatives. Each component of the Army, be it unit, installation, or activity, and all members of the Army community—active duty, civilian, reservist, or family member—must understand and embrace the philosophy articulated in this paper. All need to contribute to make it a reality.

This plan envisions family members as true partners in an Army which is seen as a way of life, not a job. The family responsibility in this partnership is to support soldiers and employees and participate in building wholesome communities. The Army's responsibility is to create an environment where families and family members prosper and realize their potential. Each of us has a part to play in this partnership.