

INFORMATION TO USERS

This material was produced from a microfilm copy of the original document. While the most advanced technological means to photograph and reproduce this document have been used, the quality is heavily dependent upon the quality of the original submitted.

The following explanation of techniques is provided to help you understand markings or patterns which may appear on this reproduction.

1. The sign or "target" for pages apparently lacking from the document photographed is "Missing Page(s)". If it was possible to obtain the missing page(s) or section, they are spliced into the film along with adjacent pages. This may have necessitated cutting thru an image and duplicating adjacent pages to insure you complete continuity.
2. When an image on the film is obliterated with a large round black mark, it is an indication that the photographer suspected that the copy may have moved during exposure and thus cause a blurred image. You will find a good image of the page in the adjacent frame.
3. When a map, drawing or chart, etc., was part of the material being photographed the photographer followed a definite method in "sectioning" the material. It is customary to begin photoing at the upper left hand corner of a large sheet and to continue photoing from left to right in equal sections with a small overlap. If necessary, sectioning is continued again -- beginning below the first row and continuing on until complete.
4. The majority of users indicate that the textual content is of greatest value, however, a somewhat higher quality reproduction could be made from "photographs" if essential to the understanding of the dissertation. Silver prints of "photographs" may be ordered at additional charge by writing the Order Department, giving the catalog number, title, author and specific pages you wish reproduced.
5. PLEASE NOTE: Some pages may have indistinct print. Filmed as received.

Xerox University Microfilms

300 North Zeeb Road
Ann Arbor, Michigan 48106

76-6516

RUE, Vincent Montgomery, 1948-
AN EXAMINATION OF SELECTED ATTITUDES AND
OPINIONS OF FEDERAL-LEVEL BUREAUCRATS ON
THE DEVELOPMENT OF NATIONAL FAMILY POLICY
AND PROGRAMMING.

The University of North Carolina at Greensboro,
Ph.D., 1975
Sociology, individual and family studies

Xerox University Microfilms, Ann Arbor, Michigan 48106

© 1975

VINCENT MONTGOMERY RUE

ALL RIGHTS RESERVED

AN EXAMINATION OF SELECTED ATTITUDES AND OPINIONS
OF FEDERAL-LEVEL BUREAUCRATS ON THE
DEVELOPMENT OF NATIONAL FAMILY
POLICY AND PROGRAMMING

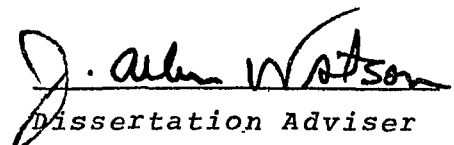
by

Vincent Montgomery Rue

A Dissertation Submitted to
the Faculty of the Graduate School at
the University of North Carolina at Greensboro
in Partial Fulfillment of
the Requirements for the Degree
Doctor of Philosophy

Greensboro
1975

Approved by


Dissertation Adviser

APPROVAL SHEET

This dissertation has been approved by the following committee of the Faculty of the Graduate School at The University of North Carolina at Greensboro.

Dissertation
Adviser

J. Allen Watson

Looney Velleputren

E. M. Ballings

Nancy White

Janett Lutz

June 2, 1975

Date of Examination

RUE, VINCENT M. *An Examination of Selected Attitudes and Opinions of Federal-Level Bureaucrats on the Development of National Family Policy and Programming.* (1975) Directed by: Dr. J. Allen Watson. Pp. 195.

Considerable interest has recently been generated about the impact of the Federal Government on American family life. This exploratory study was designed to examine the perceptions of Federal-level bureaucrats on a variety of family-oriented concerns.

The purpose of the research was twofold: first, to assess the bureaucratic climate at the Federal level as to the circumstances confronting contemporary American family life, family representation in governmental deliberations, the generation of supportive national family policy, and the establishment of a Federal agency or structure devoted specifically to the concerns of families; and second, to provide a substantive information base to assist those professionals in family-oriented fields develop effective political and governmental support in launching family advocacy programs.

A survey design was employed and mail questionnaires were sent to 1,000 bureaucrats in the eleven Federal Departments who were randomly chosen from the U. S. Government Manual (1974-1975). Two hundred of these bureaucrats comprised the sample for this study. A 63 item questionnaire was devised for this research,

entitled, the Federal Government and Families Inventory.

The data in the form of predominantly Likert scales were analyzed using frequencies, means, standard deviations, and percentages for each individual item as well as sectional totals and subtotals. Five hypotheses were generated for this study examining relationships and associations between selected variables and the attitude favoring the establishment of national family policy and programming. To test for significant associations and differences between the means, Pearson Product-Moment Correlations and one way analyses of variance were computed. Four of the hypotheses were not supported, and one hypothesis, the null hypothesis, was supported.

Concerning the state of contemporary American family life, most bureaucrats agreed that the family is in trouble today and in need of help, and that programs of family life education are needed since churches, schools and parents are inadequately preparing young people for family life. In addition, most felt that while variant family life styles contribute in a meaningful way to American society, the family is not becoming obsolete.

With respect to the Federal Government and families, most bureaucrats agreed that more adequate representation for families is needed in governmental

processes. Most also stated that the Federal Government tends to take families for granted, does not focus on the needs of families as wholes, and that its policies affecting families have typically been fragmentary, overlapping and often conflicting. In addition, little support was generated for establishing a national family policy, or a Federal Office or Bureau of the Family, or Family Impact Statements.

In the execution of their administrative duties, it was found that most bureaucrats had inadequate access to information and insufficient information about families affected by proposed policies. Most of the respondents were unfamiliar with the family field, and most were not interested in procuring more information about it. Typically, in the seeking and exchanging of information, existing storehouses of information on families were not used.

The average bureaucrat in this study was 43 years old, married for over 26 years, a family man with approximately three children, a college graduate who most likely attended Graduate School, had a GS rating of 17 or 18 after having worked for the Federal Government for over 20 years, and who tended to place his family first over his job.

For future considerations, forty suggestions were obtained from these bureaucrats on how to improve the

quality of American family life as well as how to make the Federal Government more responsive to the needs and interests of families. In addition, on the basis of this study, eleven recommendations for future action and research were suggested.

ACKNOWLEDGMENTS

I would like to express my appreciation to Dr. J. Allen Watson, my adviser and mentor, Associate Professor and Chairman, Department of Child Development and Family Relations, School of Home Economics, for his suggestions, support and guidance. To the other members of my committee, I am also thankful: Dr. Garrett Lange, Associate Professor of Home Economics, Dr. E. M. Rallings, Assistant Professor of Sociology, University of North Carolina at Greensboro, Dr. Lorenz Villeponteaux, Assistant Professor of Psychiatry and Behavioral Sciences, the Medical University of South Carolina, Charleston, South Carolina, and Dr. Nancy White, Associate Professor of Home Economics, the University of North Carolina at Greensboro.

I am thankful for the encouragement and guidance of the late Dr. Carl Cochrane, Lecturer in Home Economics, who provided statistical assistance early in the formulation of this research. To Dr. Arnold Nelson, Assistant Professor of Psychology, Salem College, Winston-Salem, North Carolina, I am especially grateful for his indispensable assistance with the statistical design and data analyses for this study.

To Dr. Nathan Caplan, Director, the Institute for Social Research, University of Michigan, I am most appreciative of his encouragement and willingness to share preliminary findings vital to this research.

To Dr. James Rue, my Father, Founder and Director, the National Alliance for Family Life, I am thankful for his example, support and thoughtful recommendations, and to Mrs. Katie Rue, my Mother, for her devotedness to making the ideals of family life a reality.

I would like to express my sincere thanks to Ms. Judith Lewis, both friend and colleague, who shared many critical ideas and greatly assisted in the formulation of this research. For her encouragement and help in making deadlines, I am particularly indebted. To Mr. Jay Mancini, also friend and fellow student, I am most appreciative of his time and assistance in making my negotiations with the computer both productive and successful ones. I would also like to thank Ms. Ann Harrison for her support and help in mailing and coding the questionnaires. And I am indebted to the proficient typing and editing done by Mrs. R. D. Crabtree.

I am thankful to the Board of Directors of the General Foods Corporation in naming me a General Foods Fellow and the financial assistance which helped make this research a reality.

And finally, to my wife, Barbara, I express my love and deepest appreciation for her many sacrifices and unwavering support, and for her patience and understanding throughout the course of this dissertation. Her generosity, labor and confidence in me have made so much of me and this possible.

TABLE OF CONTENTS

	Page
ACKNOWLEDGMENTS	iii
LIST OF TABLES	viii
 CHAPTER	
I. INTRODUCTION	1
Nature of the Study	2
Background	4
Assumptions	15
Problems and Hypotheses to Be Studied	17
Definitions	20
Limitations of the Study	24
II. REVIEW OF THE LITERATURE	26
American Families Under Pressure	26
Family Representation	33
Family Policy and Programming	36
A Family Structure in Government	49
III. METHOD AND PROCEDURES	59
Subjects	59
Development of the Instrument	67
Selection of Categories and Items	69
Procedure Used in Administering the FGFI to Subjects	72
Method of Analysis	73
IV. ANALYSIS OF THE DATA	74
Descriptive Statistics for Individual and Grouped Items by Questionnaire Section	75
Variance Analyses and Measures of Association for Selected Items	108
Additional Measures of Association	110

CHAPTER	Page
V. DISCUSSION OF THE RESULTS	113
<i>Contemporary American Family Life</i>	113
<i>Federal Government and Families</i>	119
<i>Informational Sources and the</i>	
<i>Family Field</i>	130
<i>Open-Ended Responses</i>	134
<i>Hypotheses</i>	138
<i>Methodological Considerations</i>	141
VI. SUMMARY AND CONCLUSIONS	145
BIBLIOGRAPHY	152
APPENDIX A CORRESPONDENCE	159
APPENDIX B THE FEDERAL GOVERNMENT AND FAMILIES	
INVENTORY	168
APPENDIX C INTRODUCTORY LETTER TO RESPONDENTS . .	171
APPENDIX D OPEN-ENDED RESPONSES	173
APPENDIX E TABLE OF SELECTED CORRELATION	
COEFFICIENTS	191
APPENDIX F ANALYSES OF VARIANCE TABLES	193

LIST OF TABLES

Table	Page
1. "Male-Headed Households Get Less"	32
2. Select Listing of Bureaucrats Sampled by Federal Department	61
3. Distribution of Respondents Sampled by Age	62
4. Distribution of Respondents Sampled by Number of Years Married	63
5. Distribution of Respondents Sampled by Number of Children in Bureaucrat's Family	63
6. Distribution of Respondents Sampled by Highest Degree attained	64
7. Distribution of Respondents Sampled by Areas of Academic Study in Which Degree Was Granted	65
8. Distribution of Respondents Sampled by GS Level	66
9. Distribution of Respondents Sampled by Number of Years Worked for the Federal Government	67
10. Distribution of Respondents Sampled Within Federal Departments	75
11. Means (\bar{X}), Standard Deviations (SD), and Response Category Percentages for Family Crisis Items	78
12. Means (\bar{X}), Standard Deviations (SD), and Response Category Percentages for Family Life Preparation Items	80
13. Means (\bar{X}), Standard Deviations (SD), and Response Category Percentages for Family Life Education Items	81

<i>Table</i>	<i>Page</i>
14. Means (\bar{X}), Standard Deviations (SD), and Response Category Percentages for Awareness of Family Trends Items	83
15. Means (\bar{X}), Standard Deviations (SD), and Response Category Percentages for Family Orientation Items.	85
16. Means (\bar{X}), Standard Deviations (SD), and Response Category Percentages for Non-Traditional Family Life Styles Items	86
17. Means (\bar{X}), Standard Deviations (SD), and Response Category Percentages for Family Orientation Items	89
18. Means (\bar{X}), Standard Deviations (SD), and Response Category Percentages for Federal Government Orientation Items	91
19. Means (\bar{X}), Standard Deviations (SD), and Response Category Percentages for Items Concerning Current Federal Government Policy and Programming for Families	92
20. Means (\bar{X}), Standard Deviations (SD) and Response Category Percentages for National Family Policy Items	94
21. Means (\bar{X}), Standard Deviations (SD), and Response Category Percentages for Policy Consideration Items	98
22. Means (\bar{X}), Standard Deviations (SD), and Response Category Percentages for New Federal Family Agency Items	99
23. Means (\bar{X}), Standard Deviations (SD), and Response Category Percentages for Adequacy of Family Information Items	101

Table

Page

24.	<i>Means (\bar{X}), Standard Deviations (SD), and Response Category Percentages for Awareness of Family Field Items</i>	<i>103</i>
25.	<i>Distribution of Respondents Sampled by Informational Sources Predominantly Consulted for Information About Families .</i>	<i>104</i>

CHAPTER I
INTRODUCTION

The transition from rural to urban-industrial living has been greatly eased due to the vital adaptability inherent in the family (Vincent, 1966). As this bedrock institution shoulders increasing strain in a post-industrial society, it appears that little to no recognition and support has been offered by a government whose helping embrace has included literally every other major institution (Axinn & Levin, 1972). The subject of this study is the degree of governmental concern and activity regarding the quality of American family life and the adequacy of family representation in policy and program formulation as perceived by high level Federal bureaucrats.

From the inception of the United States as a nation, the Federal Government has always assumed some role in the provision and promotion of health and welfare that has either directly or indirectly affected the family. It was not until the twentieth century, however, that the Federal Government assumed a more substantial role (Cohen & Connery, 1967). Yet, primary concern has centered on economic support (Schottland, 1967;

Guillot, 1972). Antithetically, Drucker (1968) and others have reported the obsolescence of continually assuming that social ills are economically based and that their resolution is simply contingent on sufficient expenditures.

In this government society of domestic subsidy, it is surprising that an examination and revitalization of the quality of family life has escaped Federal scrutiny and social policy formulation (Schottland, 1967). This is not so surprising though when viewed from this country's traditional political philosophies: namely, individualism, minimum government intervention, and negotiation among diverse interest groups (Schorr, 1968; Frankel, 1963). And yet, according to Schorr (1972), "the federal government interferes with everything--only the rhetoric in which interference is clothed is any longer at issue" (p. 38). Selective governmental inattention to the unique needs and interests of families remains problematic today, and the problem to which this study is addressed.

Nature of the Study

If it is true that Federal policy formulation has simply "taken the family for granted," and if it is true that today the family is taking on "new significance in terms of its root functions," then is it not opportune

for a sound re-examination of this "governmental oversight"? Such a re-view would surely seem expedient given the primacy, significance, and inflation of domestic alienation affecting this basic social institution. To what extent is this "oversight" reflected in the knowledge, attitudes and opinions of top governmental officials? What are the chances for reconsideration in the future? The present study was an attempt to measure the above cited factors, as well as to survey additional attitudinal sets and recommendations concerning the following: certain familial background factors of the individual bureaucrat; attitudes and opinions on the current status of American families; familiarity with the family field of study and information sources; family representation, family policy, and legislation specifically directed toward families; and the feasibility of establishing a Federal Office, Department, Institute, etc. of the Family in the United States.

The purpose of this study then was twofold: first, to assess the bureaucratic climate at the Federal level as to the importance of the family, its representation, the generation of supportive family policy, and the establishment of a Federal agency or structure devoted specifically to the concerns of families; and second, to provide substantive information to better assist those professionals

in family-oriented fields in developing effective political and governmental support in launching family advocacy programs.

The scope of this study encompassed the surveying of high level bureaucrats in all eleven Federal Departments: Agriculture; Commerce; Defense; Health, Education and Welfare; Housing and Urban Development; Interior; Justice; Labor; State; Transportation; and the Treasury. Excluded from this survey were the following: the fifty-four major independent Federal agencies and organizations; the Legislative and Judicial Branches; the fifteen special offices of the Executive Branch; and all state and local level government employees.

Background

Concern for the general well-being of American family life has been voiced to some extent since the founding of this nation (Chilman, 1973). Proclamations that families are declining and are becoming increasingly dysfunctional have appeared in both the popular and professional literature. There have been meager promptings for Federal and state action, but these efforts have been largely thwarted by insufficient advocacy and inadequate bases of support and representation. For example, in 1909, the first White House Conference on Children examined the stresses placed on children and families and

recommended the establishment of a Federal-level Children's Bureau (Stretch, 1970). The most recent White House Conference on Children (1971) reiterated the need for an enlarged government structure focusing on the entire family: a quasi-public National Institute of the Family.

Within the seven decades spanning the two White House Conferences, minimal concern has been registered in behalf of "family representation" while some consideration has been given to the establishment of supportive national family policies. Most importantly, the bulk of this concern has been generated within the past fifteen years (Moynihan, 1965; Frankel, 1963; Myrdal, 1968; Chilman, 1973; Bronfenbrenner, 1974a, 1974b; Hauser & Kilpatrick, 1969; Rue, 1973; Sussman, 1970, 1971; Blackburn, 1971; Schorr, 1962, 1972; Cohen & Connery, 1967; Roemer, 1967; Schottland, 1967; Glaser, 1967; Menchen, 1967; Brown, 1964; Stolte-Heiskanen, 1974a, 1974b; Bosnjak, 1972; Koprowski, 1973; Rodman & Constantina Safilios-Rothschild, 1968; O'Neill & O'Neill, 1973; Mead, 1974a, 1974b; and others).

Governmental attention to the unique interests and needs of families has also surfaced in the Legislative Branch recently in the hearings conducted by Senator Walter F. Mondale (D-Minn.) who chairs the Senate Subcommittee on

Children and Youth (1974). In the Executive Branch, the first major Federal Government convocation of research needs and interests was convened last year by the Inter-agency Panel on Early Childhood Research and Development. This Panel is composed of 17 members from four Federal Departments. Their primary focus, however, was on child development.

In the private sector, or rather in the area of professional organizations, several are concerned about the adequacy of family representation, e.g., the National Alliance for Family Life and the National Council on Family Relations. The former organization, in conjunction with its lay membership of American families, has strongly advocated the establishment of a Federal Bureau or Department of Family Life substantially equivalent to that proposed by Rue in 1973.

In the area of policy, no national family policy has ever existed in this country. This in itself is important to note given the significant interactions that exist between the family as an institution and the government as a representative and policy formulator. This lack of explicit, coordinated, and unified public family policy stands in direct contradistinction to the family policies and goals which have been established in most modern industrial nations (e.g., U.S.S.R., Japan, India, Canada,

most European countries and some Asian and Latin-American nations).

One important early piece of Federal legislation affecting families was the Homestead Act of 1862. While its primary purpose was to encourage the settlement and development of new territories, it did however recognize the needs of families for homes by providing 160-acre tracts of free land from the public domain for homesteads. Schottland (1967) has noted that it is difficult to find any specific family policy, aside from the abovementioned Act, formalized in Federal Law prior to 1956. It was at this time that the Social Security Act was amended so that a goal of Aid to Families with Dependent Children was adopted: "to help maintain and strengthen family life" (p. 73). Additionally, when Supreme Court Justice Cardozo ruled on the constitutionality of the Social Security Act, "only a power that is national can serve the interests of all," the obstacles which heretofore impeded governmental intervention in the economic life of individuals and families were substantially removed (Schottland, 1967).

It is indisputable that family policy could be historically reviewed without the inclusion of reference to family law. Statutes concerning: marriage, incest, bigamy, adultery, divorce, education of children, public

health, women's rights, sexual behavior, adoption, illegitimacy, property rights, juvenile delinquency, dependency, child abuse, parental neglect, and a host of others, all emphasize society's active interest in the family through the Judicial Branch of government. The legal philosophy generally accepted by most courts has been in agreement with Supreme Court Justice Traynor's opinion: "The family is the basic unit of our society, the centre of the personal affections that ennoble and enrich human life" (Mencher, 1967, p. 170). And yet, this is not to imply a consistent bias of the courts in favor of families. No doubt, most decisions have favored the individual or community (Goldstein & Katz, 1965). It should also be noted that the protection of the family against encroachments of other interested agencies or organizations, and against the disruption caused by its own internal conflicts is a relatively recent occurrence. Mencher (1967) has identified this phenomenon in the following:

On the one hand, families have not been provided with a flexible and consistent system of authority relevant to their problems and values, and, on the other, they have not been adequately protected against the arbitrary intervention of an ever-increasing number of public agencies whose responsibilities impinge on the functioning of families. (p. 191)

However, Pollak (1967) has observed that the accusation of invasion into the privacy of the family domain, a charge repeatedly leveled at the government,

ignores the change in living conditions which has made governmental intervention and provision of services a necessity rather than an imposition. This will be discussed further in the following chapter.

It is important to note the precise relationship of this research to prior theoretical developments. Since there has never been a study of this nature, no formalized theoretical posture was assumed or tested in this research. Nor should there have been. Employing a theory or conceptual framework exclusively has the "constricting" effect of reducing the conceptualization of the research to only those constructs or assumptions embraced in the theory or conceptual framework. It also has the "limiting" effect of restricting analyses of results to coincide with the original theoretical posture. Neither of these limitations are tolerable for the requirements and demands of an exploratory study as is the case here. In fact, the major objectives of an exploratory or preliminary study are to generate the richness of data previously unavailable, and to explicate the data in as complete a manner as possible in order to stimulate future research. This a-theoretical base was not atypical for this field of study; Burr has characterized family theory as "not yet beyond its neonatal stage of development" (p. 270).

While no formalized theoretical base was assumed for this study, the use of the structural-functional conceptual framework is perhaps appropriate and heuristic. According to Pitts (1964), this framework views the family as a closed system, mainly examining parts as they are integrated into the whole, i.e., the larger social system. The macro focus is on the functional interchanges within the system, and subsystems with other subsystems and the total system. This framework also incorporates Parson's four functional requisites: adaptation (resource development), goal attainment (administration of subsystem to attain goals), integration (management of tension and motivation development), and pattern maintenance (the systemic glue which sustains the above). These variables roughly correspond to social system variables, or subsystems: polity, economy, community and value system. An illustration of this dynamic functional relatedness is the family providing loyalty to the government, which in turn provides leadership, with the family correspondingly offering compliance to the decisions made by the government (Bell & Vogel, 1960). The family then is related to both the whole structurally and functionally, and to subsystems, providing maintenance and stability for parts as well as for the whole.

In concurrence with Sussman (1971), the micro "theoretical position" adopted here concerning the family's basic functions were:

(1) to develop their capacities to socialize children; (2) to enhance the competence of their members to cope with the demands of the organizations in which they must function; (3) to utilize these organizations; (4) to provide an environment for the development of identities and affectional response; and (5) to create satisfactions and a mentally healthy environment intrinsic to the well-being of a family. (p. 44)

The structural-functional approach and Sussman's position on family functions could be combined to yield an intermediate level of theoretical development. At this level both macro and micro level concerns can be viewed, but with a perspective that predominantly emphasizes the politicization of society and the family. In essence, Sussman has delineated the political requisites of family survival in a complex organizational and bureaucratic environment. These political requisites closely parallel the functional requisites of the social system as identified by Parsons: adaptation, goal attainment, integration, and pattern maintenance. Families then can be seen as surviving both in spite of organizations as well as because of organizations. They exist both for their own well-being as well as that of organizational-societal well-being. In the sense of developing and utilizing their own limited and scarce resources, both families and

the social system could be said to be maintained and governed through political manipulations.

From a different theoretical position, high-level policy makers as representatives of American families and the Federal Government, largely influence the course of family development in either manifest or latent capacities in their formulation and execution of public policy. Policy makers need to be aware of the consequences of their planning (Gil, 1970); they need to possess an adequate understanding of the human condition and the types of families involved, the different target populations, as well as different interventive strategies and mechanisms (Rein, 1970). To the extent that this awareness is realized, the climate for the development of optimum social policy is enhanced.

Beyond these limited theoretical considerations, the major purposes of this research have been to generate knowledge, and to assess the practical fit between governmental perceptions, family needs, and policy sufficiency.

The investigator of this study has been interested and involved in social policy development as it affects families from his initial experience at the Institute for the Study of Local Government at Saint John's University in 1969, through graduate social work education in social

policy development and analysis at Saint Louis University, 1970-1972, to the present. Local experiences with Dr. J. Allen Watson at the University of North Carolina at Greensboro and with Gateways¹ have added substantially to a greater awareness of systems' interactions, community goal setting, and policy development.

In 1973, this writer proposed the establishment of a U. S. Department of Marriage and the Family at the cabinet level. A number of other policy concerns were also considered. The substance of this article was supported by intuitive surmise and the findings of related research. Much of this earlier writing served as a stimulus for the present research as well as provided partial purpose and a basic orientation to this study. As such, it was and is the viewpoint of this writer that:

1. The Federal Government either directly or indirectly assists nearly every American institution, both financially and through government representation. It unjustly discriminates against the family in favor of

¹Gateways is an innovative program of citizen participation in the community decision-making affecting the quality of life in Greensboro, North Carolina. As a systems approach to community problem-solving, Gateways has mobilized the combined efforts of professionals, politicians, and lay volunteers. It was designed by Dr. J. Allen Watson and Mr. Vincent M. Rue in 1973. For further information the reader is referred to Watson, J., and Rue, V. The Gateways Plan. Greensboro, North Carolina: Greensboro Junior League, 1973.

the individual. It does not provide equal protection to this primary institution for its maintenance or preservation.

2. Our most critical and formative years are spent as dependent family members. Every facet of education, occupational, and rehabilitation training and counseling receives more governmental attention than does the preparation necessary for marriage and family life.

3. Unlike all other institutions which have undergone reorganization and adaptation to societal change with Federal assistance, marriage and the family have been neglected and are forced to withstand pressure threatening their vital adaptive and mediating functions which inherently contribute to social stability.

4. Much needed emphasis has and continues to be placed on child development and child welfare. While children are important, sociologically, they are not as significant as the primary family subsystem of husband and wife nor the system of the family as a whole.

5. As the wealthiest nation in the world, many individuals have more numerous choices to make and options to take than ever before. Families on the other hand seem to be facing greater dissatisfaction, narrowing ranges of opportunity, and growing social-psychological stagnation. Government sponsored research, planning and policy

development is needed to finance, coordinate, and implement federal, state and local innovative efforts.

6. New knowledge has advanced professional concern beyond the first 13 years of life. Cycles in marriage and family development have been identified indicating that support systems adapted to alleviating crises in these cycles can ease major life transitions. But more government leadership and research are necessary.

7. Policies and support systems to assist marriage and the family have been fragmented and have actually been detrimental to comprehensive social planning and development. In so doing, these policies and processes have denied those who attempt to represent family life equal and legitimated access to Federal structure and function.

8. A separate bureau, office or cabinet post to examine and protect the quality of marriage and family life reinforces the fact that man is more than a biological being, and that his social context, specifically marriage and family life, also require special governmental concern and action.

Assumptions

Considering the nature and range of this research, four major assumptions underlying this study were identified. In concert with the resolutions of Cohen and Connery (1967), they were:

1. In the formulation of governmental policy with respect to the family, it is recognized that a successful social system is made up of differentiated and integrated subsystems and the direction and rate of change in this system can be significantly influenced and directed by governmental policy.

2. It is the continuing responsibility of the government to foster, through both direct and indirect support, the development of factual data, theory and research relevant to the family, as well as the optimum utilization of existing knowledge, thereby providing the foundation for the predication of effective governmental policy with respect to the family.

3. As soundly conceived governmental policy and action with respect to the family reflects the legitimate needs of other institutions and subsystems in American society, so too families have the right that their concerns be represented in the formulation of social policy that directly or indirectly concerns its interests.

4. It is both implicit and explicit in the formulation and execution of governmental policy affecting families that the nature of this policy be active, comprehensive, and habilitative rather than residual, restrictive, and rehabilitative, and, in so far as possible, seek to preserve the natural and geographical diversity of American

society with differences and natural variations viewed as a source of vitality and social creativity.

Problems and Hypotheses to Be Studied

The nature of this study necessitated careful exposition of each variable using frequency distributions. Each of the following frequency distributions as they pertain to selected items were expected since they all reflect a combination of problem awareness and action-resolution.

1. The majority of Federal-level bureaucrats perceive the American family to be under sufficient pressure to warrant a re-examination of the Federal role by establishing "Family Impact Statements."

2. The majority of Federal-level bureaucrats perceive that the preparation young people are receiving for family life is adequate.

3. The majority of Federal-level bureaucrats perceive the proper policy posture of the United States Government to be individual-oriented rather than family-oriented.

4. The majority of Federal-level bureaucrats agree on the importance of establishing a Federal-level Office or Bureau on the Family.

Due to the lack of empirical evidence relating to this particular study, it is impossible to directly

generate hypotheses from the literature. However, this is not to say that certain hypotheses cannot be inferred from inferences suggested by previous writers. In this respect, a number of statements preliminary to the exposition of hypotheses can be made and will serve as background information.

Within the boundaries of responsibility, the recognition of a problem is normally accompanied by some attempt at its resolution. Since the welfare of American families is intimately connected to the welfare of society, then it stands to reason that concern and governmental action on behalf of American families is within the Constitutional boundaries of Federal responsibilities. Given this "general welfare" enabling provision for responsibility and action, if bureaucrats agree that family life is on the decline then it is highly likely that they would support governmental action in policy-making. Such has been the case with nearly every major and national problem or crisis from public diseases to energy utilization.

The years of government service accrued by a given bureaucrat would certainly seem to affect his or her perception of the proper functioning of the Federal Government. It could be envisioned that with increased years of service, bureaucrats would view bigger government as entirely too expansionary and threatening to existing

power blocks or traditional agency lines of responsibility. While not actually advocating a larger Federal structure here, it is suggested that most bureaucrats would envision the proposal for establishing both family representation and a family oriented government structure as "inflationary" of the proper and traditional role of the Federal Government, and hence, inappropriate. Such a perception, heavily grounded in years of government service, would presumably be unaffected by the level of bureaucrat's education, since experience is generally considered to be more influential in attitude formation than is formal education.

However, as for agreement that the Federal Government should begin developing some sort of national family policy, it is likely that those bureaucrats who are cognizant of the family field of study and of the trends and pressures exerted on American families today are more likely to advocate the development of national family policy. Given the generally rational process of policy generation, an awareness of factual information on family life in the United States would enhance this process. Correspondingly, it would seem that the Federal Department in which the bureaucrat is employed would be related to an awareness of substantive knowledge about the family, though admittedly from different lenses of interest. Hence, it is suggested that employment in different Federal Departments will also

affect the bureaucrat's attitude on favoring the establishment of national family policy.

The following hypotheses will be tested:

1. Federal-level bureaucrats who perceive a decline in family life are more likely to support the establishment of national family policy.

2. The greater the length of a Federal-level bureaucrat's government service, the more likely it is that he will oppose family representation in the government.

3. The level of a bureaucrat's education does not affect his attitude in favoring the establishment of a governmental family-oriented structure.

4. Bureaucrats employed in certain Federal Departments which are oriented toward people-problems (e.g., HEW, HUD) are more likely to favor the establishment of national family policy than are bureaucrats in other Departments.

5. The greater the bureaucrat's knowledge of family trends, the more likely it is that he will advocate establishing national family policy.

Definitions

For the purposes of this study, the following definitions were used.

Policy, according to Harrison (1964) is a "course of action or intended course of action conceived

as deliberately adopted, after a review of possible alternatives, and pursued, or intended to be pursued" (p. 509).

Social Policy is an elusive concept (Rein, 1970). There is neither an agreed upon definition nor concurrence as to boundary limitations. Essentially though, it is concerned with social purposes. Titmuss (1968) defined social policy as "concerned with the study of a range of social needs and the functioning, in conditions of scarcity, of human organization, traditionally called social services or social welfare systems, to meet these needs" (p. 20). Yet a broader approach, extending beyond the exclusive concern for social services and welfare systems was the intention here. Necessarily included were: health and illness; social mobility; physical environment; income and poverty; public order and safety; leisure, culture and recreation; learning, science and art; community participation and alienation. This has been the view expressed by HEW in Toward a Social Report (1970). In this context, social policy may be defined as the "linkage mechanism that via societal inputs interrelates the family to society and its various institutions that function to fulfill various family needs" (Stolte-Heiskanen, 1974a, p. 598).

National Family Policy is a special form of social policy in that its primary concerns are the welfare of

American families, the protection of their rights, and the encouragement of optimum human growth and development. Along the thinking of Lasswell and Kaplan (1950), a national family policy(ies) is a projected course of action or program encompassing the well-being of the country as a whole and incorporating desired family-oriented goals, values and practices consonant with the larger social structure. Its major focus is the macro-identification of family needs and the provision of suitable governmental assistance to enhance the quality of family life.

Family Representation refers to the equal and legitimated access to those persons, organizations, or bodies of government that initiate and/or direct the course of policy and legislation that affect the well-being of families. Almost every segment of the religious, educational, professional, recreational, political, and occupational worlds has strong, powerful and effective spokesmen at local, state and national levels (Vincent, 1970). The family system simply has no collective representative, no lobbyist, and no official spokesman. In a real sense, family representation embraces the principle of democratic participation. To the extent those who fail to participate or are excluded from participating in government deliberation continue to exist, the government is thereby deprived of its broadest possible source of power,

impact, and benefit for those it seeks to represent and govern.

Family definitions diverge more than they converge. Senator Mondale (1974) highlighted this dilemma:

. . . to envision a single model family or a single way to raise children would do great damage to the pluralism and diversity that makes our country strong; would be beyond the legitimate concerns of Government; and could produce at least as serious problems as ignoring altogether the impact of policies on families. (p. 2)

Nevertheless, some definitions are expedient. According to census reporting, the family refers to a group of two or more persons related by blood, marriage or adoption and residing together (Eshleman, 1974). For textbook writers, most social scientists, and the American public, the family means the nuclear family, a married couple and their children (Skolnick, 1973). For the purposes here, the family means: (1) membership composed of persons united by ties of marriage, blood, adoption or long-term affiliation; (2) joint membership residence under one roof and the constitution of a single household; or if separate residences are maintained, the household is considered home; (3) membership composition characterized by interaction and communication with each other in social roles, such as husband and wife, mother and father, son and daughter, brother and sister; and (4) the maintenance of a

common culture, derived mainly from the general culture, yet individually distinct from other families.²

Limitations of the Study

The reader should be aware of a number of limitations involved in the conduct of this study. First, even though Federal, state and local governments have been made problem-solving partners through revenue-sharing, no attempt was made to investigate the attitudes and opinions of government officials at the state and local levels. This would have expanded the study beyond its available resources and is the subject for additional studies of this nature. Additionally, it has been the Federal Government that has and continues to construct national legislation and policies that have greatest impact on American family life.

Second, to infer that the responses of Federal-level bureaucrats represent the "official view" of either individual Departments, agencies or the Executive Branch is unwarranted and entirely speculative. However, such responses generally can be said to lend to a "predictive indication" of the Federal climate.

²This definition is an adaptation of that offered by Ernest Burgess, Harvey Locke, and Mary Thomes, The Family. New York: American Book Company, 1963, p. 2.

Third, the sample was restricted to officials in high level administration in the eleven Federal Departments. As such, neither the highest echelon of political appointees was questioned, nor lower-level career bureaucrats. The sample consisted of top level administrators in the eleven Departments as reported in the United States Government Manual (1974-1975, pp. 94-407).

Fourth, the selection of categories and items to be included in this study by no means represents all of the major issues involved in the government's confrontation with American families and vice versa. Instead, an attempt was made to limit greatly the range of possible areas of interest, and retain issues of current controversy and those concerns of paramount political and familial expediency.

CHAPTER II

REVIEW OF THE LITERATURE

This review shall be limited to an historical and current examination of the following four variables: American families under pressure; family representation; family policy and programming; and the development of a Federal office, bureau or department of the family.

American Families Under Pressure

Surrounded by impinging human and cybernated groups and residing in an unbounded abstract of insensitivity and futility, many families feel they are at the mercy of bureaucratic institutions and do not know how to utilize them to increase their options (Rue, 1973). Buckland (1972) has asserted that families "tend to feel bewildered by change, resistant and reactive, not having been taught any skills for the management of change" (p. 151). In part, this analysis is corroborated in the 715,000 divorces and 6,399,000 broken families estimated in 1970, the highest of any country in the world (U. S. Census, 1971, xiv; Table 18, p. 39). Not only do these figures evidence an absolute rise in the number of divorces and broken families, but they also reflect a proportionate increase with respect to population growth.

All of the above indicators, however, represent only the identified units of disorganization and alienation. How many more marriages and families exist with unadvertised dysfunction can only be speculated. Their number would seem to be considerable, however, on the basis of indirect indicators such as the annual incidence of runaway youths, separations, delinquents, desertions, alcoholics treated, mental admissions to health facilities, those who apply for divorces, adult sexual offenders, battering parents, etc. all of which are on the rise.

From a different perspective, the late Nathan Ackerman (1970) identified the maladies in modern family life as characterized by: (1) a form of family anomie, reflected in a lack of consensus on values, a disturbance in identity relations, and a pervasive sense of powerlessness; (2) chronic immaturity, the inability to assume effective responsibility, and an impaired potential for viable family growth; and (3) discontinuity and incongruity in the relations between family and society.

Clark Blackburn, former General Director of the Family Service Association of America, has noted that our institutions, while creating an abundance of goods and services, have failed to provide an overwhelming number of people with feelings of comfort and security (1971). Concomitantly, the development of this great technological system has forced changes in family structures. The family

too is increasingly subject to the winds of alienation.

Blackburn (1971) has cited a number of supporting indices:

- (1) Twenty-five percent of all children discontinue their education before completing high school.
- (2) Six and one-half million persons in this country suffer from alcoholism; 97 percent of them have homes and jobs and almost all are parents.
- (3) Between 10 and 75 percent of the population show symptoms of mental or emotional disturbances or distresses--depending on whether you count both major and minor illnesses.
- (4) More than five million families live in poverty.
- (5) Nearly 23 million people, including over 10 million children under 18, live in neighborhoods that abound in health and safety hazards, in abandoned, decayed condemned buildings with little or no sanitation. (p. 50)

Perhaps the most important fact concerning the American family today is that of rapid and radical change. The American family of 1975 is substantially different from what it was only a quarter of a century ago. Bronfenbrenner has identified the following changes:

- (1) In 1971, 43 percent of the nation's mothers worked outside of the home. In 1948, the figure was only 18 percent. One in every three mothers with children under six is working today. In 1948, the figure was one in eight.
- (2) As more mothers go to work, the number of other adults in the family who could care for the child has shown a marked decrease.
- (3) The divorce rate among families with children has been rising substantially during the

last twenty years. The percent of children from divorced families is almost double what it was a decade ago.

- (4) In 1970, 10 percent of all children under six, 2.2 million of them, were living in single parent families with no father present in the home. This is almost double the rate for a decade ago.
- (5) In 1970, the average income for a single-parent family with children under six was \$3100, well below the poverty line.
- (6) A survey of changes in childrearing practices over a 25 year period reveals a decrease in all spheres of interaction between parent and child.
- (7) Juvenile delinquency has been increasing at a faster rate than the juvenile population.
- (8) Over the past three decades, there have been literally thousands of investigations conducted to identify the developmental antecedents of behavior disorders and social pathology. The results of these researches point to the almost omnipresent overriding factor--family disorganization.
- (9) Many of these same researches also reveal that the forces of disorganization arise primarily not from within the family itself, but from circumstances in which the family finds itself and the way of life which these circumstances, in turn, impose. (pp. 147-155)

In addition, the demands of rapid social change have and continue to force the "external adaptive functioning" of many families beyond their levels of toleration (Vincent, 1970). Today more than ever, if there is a conflict of interests or goals among differing social institutions, it is most frequently the family which "gives in" and adapts. From the perceptions of Pollack (1967),

Mencher (1967), and Koprowski (1973) this societal pressure of familial adaptation assumes a related burden: the undue invasion of the social system into the privacy and inner functioning of family life. For the parents of today and tomorrow, a special strain has been added. They are what Vincent (1973) has termed the "caught generation" because they are caught in between the demands of youth and the expectations of the elderly.

With the inflation of domestic alienation, there is now an inflation of financial insecurity. Piecing together the findings from 46 studies relating work experience and family life, Furstenberg concluded that "economic uncertainty brought on by unemployment and marginal employment is a principal reason why family relations deteriorate" (excerpted from Work in America, DHEW, December 1972, p. 401).

One measure of the level of economic security of American families is suggested by the following data compiled by Billingsley (1974).

The Labor Department has estimated that an urban family of four members in order to afford a modest standard of living needs an annual income in 1970 of at least \$12,132. We also know that half of all American families earned less than that. These families are especially vulnerable. Furthermore, the Labor Department estimated that in order to manage well that some families would require an annual income of \$18,545 per year. And we know that three fourths of all American families had incomes less than \$15,000 in 1970. (p. 310)

The financial burdens placed on American families came to even greater light during the hearings of the Subcommittee on Children and Youth in 1973. Senator Mondale quoted a 1971 study affirming that it costs between \$80,000 and \$150,000 to raise two children from birth through college, not counting inflation. For this burden, the average family gets a tax savings of only \$150 per year for expenses involved in raising a child. For the young couple, the financial pressure of parenthood hits them the hardest at a time that is often the toughest and for many, the most critical (Mondale, 1974). Brazer (1974) has detailed the tax inequities placed on married couples after the passage of the 1969 Revenue Act, which in effect, favors single taxpayers over their married counterparts.

Other discriminatory fiscal policies toward marriage and family life are the Social Security provision that slashes benefits for a couple upon matrimony, and the welfare system. In reporting the results of a recent Congressional study, the most comprehensive investigation of the welfare system ever undertaken, Rep. Martha Griffiths (D-Mich) stated that "the welfare system tends to encourage parents on welfare to split up and not seek work" (Greensboro Daily News, July 22, 1974). This is documented by material cited in Paper No. 6 "How Public Welfare Benefits Are Distributed in Low-Income Areas" in Table 1.

TABLE 1
 "Male-Headed Households Get Less"¹

<i>Household A: Woman and 3 Children in Eastern City</i>	
<i>Earnings</i>	<i>\$355</i>
<i>AFDC</i>	<i>281</i>
<i>Food Stamp Bonus</i>	<i>46</i>
<i>Public Health</i>	<i><u>32</u></i>
<i>TOTAL, Average monthly income and benefits</i>	<i>\$714</i>
<i>Household B: Man, Wife, and 2 Children in Eastern City</i>	
<i>Earnings</i>	<i>\$346</i>
<i>Unemployment Insurance</i>	<i><u>25</u></i>
<i>TOTAL, Average monthly income and benefits</i>	<i>\$371</i>

Beyond financial considerations, the systemic toll of multiple pressures on American families has been examined in the Hearings before the Subcommittee on Children and Youth, 1973. Some of the concerns centered on: the negative impact of Federal penal policies restricting conjugal and/or familial visitation for prisoners in Federal penitentiaries, travel policies separating families in the armed forces, and others, exemplifying the existence of additional negative ways the government affects families. Such notables as psychologist Urie Bronfenbrenner, anthropologist Margaret Mead, psychiatrist Robert Coles, and psychologist and former head of the Office of Child Development, Edward Zigler and many others have established beyond

¹A Staff Study Prepared for the Use of the Subcommittee on Fiscal Policy of the Joint Economic Committee of the U. S. Congress, 1973, p. 15.

a doubt that (1) the Federal Government is simply not doing enough, well enough to assist American families; and (2) the impact of existing government policies on families is in fact destructive (APA Monitor, December 1973).

The substance of this section of the literature review can be succinctly summarized in the stark words of a report prepared by the White House Conference on Children:

America's families and their children are in trouble, trouble so deep and pervasive as to threaten the future of the nation. The source of trouble is nothing less than a national neglect of children and those primarily engaged in their care--America's parents. (Report to the President, 1970, p. 252)

Family Representation

As an integral part of the democratic process and with direct lineage to the First Amendment to the U. S. Constitution, it is a recognized right of individuals and groups to pressure Congress, either on their own or through paid lobbyists. This embodies the guarantees of free speech and the right of the people "to petition the Government for a redress of grievances."

In its broadest use, the term "lobbyist" is often used interchangeably with the term "pressure group" to mean any organization or person that carries on activities which have as their ultimate aim to influence the decisions of Congress, of the state and local legislatures, or of

government administrative agencies (Legislators and the Lobbyists, 2nd edition, 1968).

There is no doubt today that pressure groups and lobbyists are playing a bigger and bigger, if unofficial, role, in the Congressional legislative and Executive administrative processes. In addition to forces outside the government influencing government decision-making, considerable inside pressure is exerted by the Executive Branch on Congress, to the extent that each Federal agency has its own lobbying or legislative liaison staff.

The development of special new lobbies closely parallels a trend which has influenced the character of pressure activities in recent years. That trend has been the tendency of the Federal Government to keep widening the scope of its activities, in many cases simply to carry out functions that no one had ever performed before, for example, the development and control of atomic energy (Legislators and the Lobbyists, 1968). This has direct application to the subsequent portions of this review, and specifically, concerning the establishment of a Federal office or bureau of the Family.

As Lindblom (1965) and Leone (1972) have pointed out, pressure groups or lobbies generally have selfish aims--to assert rights or win some special privilege or financial benefit for the group exerting it. But the objective in some cases is disinterested--to achieve some ideological

goal or to further some group's particular conception of the national interest. Such would be the case with a "family lobby."

Specifically concerning family representation, according to Vincent (1970), no collective representative or organization, or lobby group speaks for American families. McHugh (1974) spoke for many when he asserted: "we must develop some capacity to represent, and indeed advocate, the concerns of the family in the formulation of social policy that directly or indirectly affects family life" (p. 233). Billingsley (1974), Mondale (1974), Vincent (1970), Rue (1973), and others concur with such a position.

Recently in Washington, 24 experts convened a Workshop on Emerging Family Forms and Life Styles. Their report is contained in the Proceedings of the Conference on Family Research (1974) sponsored by the Interagency Panel on Early Childhood Research and Development. Among the many points made was the following: "Since researchers are generally not good politicians, a child and family advocate is needed to lobby for people of all lifestyles at the highest levels of government" (p. 68).

It could be said then that at this point in the evolution of family representation no more than a toe-hold of support has been established for this position within the crowded governmental world of lobbies, pressure groups, and influential advocates.

Family Policy and Programming

With the emergence of inflated pressures on American families, invasions of familial privacy, the existence of a- or anti-family government policies, increasing numbers of family professionals have advocated the development of family policy and programming (Chilman, 1973; Cohen & Connery, 1967; Schorr, 1968, 1972; Bronfenbrenner, 1974a, 1974b; Blackburn, 1971; McHugh, 1974; Schottland, 1967; Mencher, 1967; O'Neill & O'Neill, 1973; Stolte-Heiskanen, 1974a, 1974b; Moynihan, 1965, 1973; Mondale, 1974; Mead, 1974; Etzioni, 1974; Billingsley, 1974; Hobgood, 1974; Smith, 1974; Rue, 1973; Cutright, 1974; Vincent, 1970).

In 1965, the United Nations emphasized the importance of the family and of national concern for its well-being:

Since families and the individuals who compose them are one of the most important resources of every nation, it is understandable and appropriate that the well-being of its families is today a major concern of every national government. (p. 7)

While many modern nations of the world have architected some sort of family policy, the United States has devised more of an "anti-family policy" (Chilman, 1973). Moynihan (1973) has articulated the peculiar incapability of this country's government to form social policy supportive of family structure. Mondale (1974) has correctly noted that while America has never committed itself directly to any coherent family policy, this does not mean that there is no policy affecting families. In fact, from his viewpoint,

the total of a wide variety of governmental actions, ranging from tax laws to mobility policies, is a national family policy by default.

Corroborative evidence of the destructive impact of government policies on families is offered by Margaret Mead (1974b). According to her research, the family becomes the focal point of policies, programs and services that are fragmentary, that overlap, or that actually conflict with each other. Even combined programs fail to meet the family's complex needs and problems. Mead continued that the typical policy approach to helping a family with problems has involved the isolation and removal of an individual, or a family, from a problem situation, rather than an attempt to analyze and deal with the particular elements of the ecological system that create or nurture those problems. "Policy makers have tended to examine societal institutions in a piecemeal fashion" (Mead, 1974b, p. 19).

According to Schorr (1968), and Cohen and Connery (1967), the family is taking on "new significance in terms of its root functions." Hence, as individual and family goals become more identifiable and consistent, increasing evidence in national policy of the importance of the family may be anticipated. Schorr foresees recognizable goals for families that are primary determinants of national

policies emerging and helping to direct the course of national social development.

All of this is not to say that the development of national family policy is unopposed. There are four major unresolved arguments in objection to the formulation of a national family policy. First is the pragmatic position taken by Schorr (1972): what has been will probably continue to be, namely, no family policy. The individual, his-her achievement, development and happiness, is the desired end implicit in American tradition; his-her family is regarded as a private venture for personal satisfaction. The Federal Government acts on family values by accident or uses them as instruments to attain other objectives. Because of a plethora of divergent family values, the individualistic tradition, and others, Schorr believes the government does not and probably will not operate directly to enhance family values.

The second objection has been formulated by Vincent (1970). He asserted that "in many ways the absence of national policy concerning the family may be a blessing" (p. 38). Vincent viewed policy formation as centering on a particular type of family, hence a static perception, and quickly recognized the impracticality and destructiveness of such a solitary viewpoint embodied in some social policy as it clashed with rapid and rampant social change.

Third, Chilman (1973) has objected to the establishment of a separate family policy as distinct from public social policies. In her words: "There is much to be lost and little to be gained by arguing that public policy in the United States should be subdivided into various segments, with one of the segments being family policy" (p. 576). She added that it is more realistic and desirable to promote sound social, economic, and political policies that offer promise of aiding the general citizenry, nearly all of whom belong to families, in one way or another.

The fourth objection centers on the impracticality of such a policy, as espoused by Sussman (1970). According to him, a national family policy "can not be intellectually supported or realistically implemented" (p. 15). Sussman warns that those who insist upon developing policies for families must take into account the great variety of family structures and for each type of family structure, fit an appropriate family policy because no single policy, legislative act or program will be equally supportive of all types of family structures.

However, there is considerable positive regard for the opposing viewpoint, that the emergence of national family policy is both important and expedient. Three major professional groupings have endorsed such a directional orientation: The Senate Subcommittee on Children and Youth,

The White House Conference on Children, and the National Alliance for Family Life.

Increasingly, policymakers like Assistant Secretary for Human Development (HEW) Stanley Thomas (1974) are asking "what policies or actions should government as well as private institutions adopt to support the family and enhance child development" (p. 14). Bronfenbrenner (1974a), in his many testimonies given before legislative and executive committees in government, has also identified a number of similar policy-related questions that span the variability of family life styles to the importance of non-parental adults in child development. Admittedly little can be said in answer to these queries currently. Yet all of these questions would seem to be pointing to the direction of increasing Federal concern over the quality of family life.

Many of the dilemmas surrounding the emergence of national family policy center on a perception that holds the nuclear family as "ideal," that make no allowance for the natural variability inherent in family structures and functions. Furthermore, according to an all-too-common viewpoint, a healthy family is one which requires the least intervention; consequently autonomy, self-sufficiency, and the isolation of the family are over-emphasized. Perhaps a better way of gauging family health and competence would involve some measure of the family's integration into the

community and its ability to make use of the different resources available to it (Mead, 1974b).

The first step in advancing the cause of national family policy is to delineate its philosophical orientations, its objectives, and its premises. Rather than identifying substantive components, the bulk of the literature gravitates toward these introductory or elemental efforts.

A national family policy, according to Blackburn (1972), could be the "first step in helping to stabilize our society by humanizing our institutions. Moreover, it would begin this process back where society begins, in the family" (p. 50). Blackburn envisioned six premises undergirding the emergence of a national family policy:

1. Any policy on our nation's family life must have at its core the recognition of the family as a crucial element of our interdependent community.
2. It must recognize the family as the backbone of socializing forces.
3. It must be supportive of all family structure and life styles.
4. It should be concerned with supporting and strengthening all family life, but it should set as a primary objective the removal of all obstacles that now block families, especially the urban poor, from achieving healthy family life.
5. It must include within it the mechanism to effectively translate words into actions. . . the individual will now come to be viewed within the context of his family, and his interests will no longer be treated as something totally separate from the interests of his family.

6. *It should contain--in some form--a guarantee of rights to families. (p. 50)*

Like Blackburn, Bronfenbrenner (1974b) postulated three premises:

1. *The family is the most humane, efficient and economical system for making human beings human known to man.*
2. *With all its strength, the family cannot survive and function in a vacuum. It requires support from the neighborhood, from the world of work, and from social and political institutions at the local, state and national level.*
3. *The future belongs to those nations that are prepared to make and fulfill a primary commitment to their families and their children. For only in this way will it be possible to counteract the alienation, distrust, and breakdown of a sense of community that follow in the wake of impersonal technology, urbanization, bureaucratization, and their unplanned, dehumanizing consequences. (p. 179)*

Unlike the others, Bronfenbrenner (1974b) has constructed suggested principles and provisions of an "American Family Act." In this proposed piece of legislation a number of key provisions are called for: development of family support systems; family-centered programs; part-time work for one of the two parents in the first three years of a child's life; anti-poverty measures; involvement of other adults and older children in the care of the young; comprehensive child and family services; revision of welfare and work legislation; tax incentive programs; family impact statements; homemaker services; group day care; training programs for child care workers; commissions for children

and families; increased research; and a family-centered employment policy in the Federal Government.

The only other writer suggesting substantive areas of reform for legislation and policies is Constantina Safilios-Rothschild (1974). In her book, Women and Social Policy, she advocated the establishment of "compulsive compensatory transitional measures" to eradicate sexism. Regarding parenting, the following social policy recommendations were made:

1. It should become a regular policy adopted by all employers that a woman or a man should be able to stay home and take care of a sick child for a certain number of days per year.
2. The institutionalization of part-time work for women as well as for men while their children are young would also constitute an important step toward the equalization of parental responsibility, the liberation of men, and the up-grading of part-time work. (1974, p. 21)

Additionally, Safilios-Rothschild urged considerable modeling of Sweden's family policy, as propounded by the Commission on Family Law and Policy in 1972. Extending this Commission's findings, as well as the Report of the American Task Force on Family Law and Policy (1968), Safilios-Rothschild suggested the following components of a national family policy: the elimination of discrimination on the basis of sex, marital status, or family life styles; unrestricted abortion, contraceptive and sterilization policies; government research preferentially funding those proposals and projects dealing with single women and men

living in a wide variety of life styles, including homosexual, group and communal settings; the institutionalization of marriage contracts involving solely the couple and an attorney; and zoning changes which would not be restrictive on the basis of age, marital status, sex, or family life style.

Of particular note here is less the actual formal substance of these policy recommendations, but more importantly, that greater attention is being paid to the development of national family policy, and that mirroring the society for which it is intended, initial attempts at its formulation reflect widespread philosophical and valuational divergencies. Together with Bronfenbrenner and Safilios-Rothschild, McHugh (1974); Hobgood (1974); Smith (1974); O'Neill and O'Neill (1973); and Koprowski (1973) have all made adjunctive recommendations for the development of a national family policy.

While a number of writers have identified specific policy recommendations, a national family policy might also be viewed as a general policy orientation, and as such, might become the cornerstone for a corpus of social legislation benefiting all Americans. Moynihan (1965) has expounded this point of view:

A national family policy need only declare that it is the policy of the American government to promote the stability and well-being of the American family; that the social programs of the federal government will be formulated and administered with this object

in mind; and finally, that the President, or some person designated by him, perhaps the Secretary of Health, Education and Welfare, will report to the Congress on the condition of the American family in all its many facets--not of the American family, for there is as yet no such thing, but rather of the great range of American families in terms of regions, national origins and economic status. (p. 280)

In summary, six major points may be drawn from this limited review of the literature concerning the emergence of national family policy: (1) that there is substantial and growing interest in the development of national family policy on a number of societal levels today; (2) that emphasis solely on economic growth or the financial well-being of families is insufficient for a national family policy, though a necessary ingredient; (3) that national family policy should have as its core objective the maximizing of the strengths and effectiveness of families; (4) that such a policy should assist families in developing their own potential to direct and influence their lives and the goals and priorities of society; (5) that such a policy help to create more efficient and more satisfying patterns or systems of internal functioning both within and outside of individual family units; and (6) that national family policy respect and not denigrate the diversity and pluralism of family heritages and/or family life styles.

Turning now to existing family programs and the area of potential legislation, it should be noted that it is not the purpose of this review to survey these two areas in

depth. Rather, an overview of family-oriented programs and family-oriented bills is the focus here. For a detailed examination of housing policies and family life, the reader is referred to Montgomery (1971) and Glazer (1967); for government health programs and families, Roemer (1967) and Morris (1967); for economic programs and families, Schottland (1967) and Bawden, Cain and Hausman (1971); for education programs and family life, Schostak (1967); for government research programs, agency orientations, and family life, the Proceedings of the Conference on Family Research (1974); and for an overall review of government programs and family development, Brown (1964).

In a recent survey, Daniel Yankelovich, Inc. (1974) interviewed 2007 persons, and of these Americans, more than 80 percent picked a happy home life as their most desired goal, even more than individual development, career fulfillment, or financial success. Yet, to date, there is almost a complete absence of educational preparation for this desired goal. One innovative demonstration program currently underway is HEW's Education for Parenthood Program which involves more than a thousand youngsters a year at 27 sites around the country receiving both classroom parent education instruction and on-site education at day care centers in direct work with children.

Many of the parenthood education programs now being conducted in the public schools are primarily financed by

Federal funding through the following programs or laws: Vocational Education Act of 1963; Titles I, III, IV and VIII of the Elementary and Secondary Education Act; the Talent Search provisions of the Higher Education Act; Aid to Federally Impacted Areas legislation; Title IV A and B of the Social Security Act; the Model Cities Program, and the Neighborhood Youth Corps. It should be noted however that all of the above cited programs are small-scale in impact, of limited duration, and provided mostly non-emphasized supplementary education for a very limited number of students.

Another innovative "program" is the only law of its kind in the United States. Although this law related only to the jurisdiction of the State of California, it has affected additional state legislatures and has implications for national consideration. Effective November 23, 1971, any couple with one partner under 18 years of age applying for a marriage license in California, at the discretion of the judge who must approve issuance of their license, has been subject to premarital counseling. The law states that the court will require a person under 18 to "participate in premarital counseling concerning social, economic, and personal responsibilities" of marriage "if it (the court) deems such counseling necessary" (PL 403-1971). Designed to dissuade early and premature marriages which are subject to very high rates of premarital pregnancy and divorce, Assemblyman James Hayes (R-Long Beach), the bill's author, plans

to extend this program to those who are 21 years of age pending evaluation of the original enactment.

In the area of privacy prevention, the privacy provisions of the Education Amendments of 1974 entitled "The Family Educational Rights and Privacy Act" attempt to safeguard students and parents from unnecessary, discriminatory, and prejudicial incursions into individual or family privacy by educational institutions (PL 93-380).

In the Spring of 1973, Project Head Start, within the Office of Child Development, began a new experimental project called the Child and Family Resource Program. This project was designed to provide family-oriented comprehensive child development services to children from the prenatal period through age eight in accordance with assessed needs. One of the stated objectives of this program is "to enhance the strength of the family as the most important influence in a child's life" (1973, p. 3).

To be re-introduced into the 94th Congress is the Child and Family Services Act of 1974, sponsored by Senators Mondale, Javits, and Cranston. This bill, on a large scale basis seeks to help "families better meet the need for quality, family-oriented, preschool programs for millions of young children whose mothers are working, or who because of inadequate resources are denied adequate health care, nutrition, or educational opportunity" (S. 3754, 1974, p. 1).

The proposed Family and Household Research Act of 1975 is unique in that it specifically is directed toward a better knowledge of American families through national sampling and interviewing. The purpose of this Act is:

. . . to provide financial resources for household and family research programs which will result in a body of knowledge concerning the human and material resources presently used by the different types of household units, as well as how the quality of management, nutrition, housing, clothing, level of interpersonal understanding and family relationships, and the use of existing social services might be improved for the different types of household units. Research will also be directed toward developing more knowledge about the internal dynamics, functioning, and the structure of families and how they inter-act with their external home and community environments. (p. 1)

While the likelihood for passage of these family-oriented bills seems unlikely in the near future, their existence today in the Congressional process is undoubtedly indicative of imminent passage into public law at some point tomorrow. Support for any legislation is a slow and gruelling political process, and the grass roots support for family legislation will no doubt be particularly slow in developing.

A Family Structure in Government

As this country has grown from its meager colonial stature to a full-fledged post-industrial superpower in world affairs, so also has its government undergone a radical growth in bureaucracy. It is in the nature of this country's governmental system to expand, grow, and adapt gradually to meet the needs of the time. Hence, the Department of Health, Education and Welfare was born from the roots of the

depression in the thirties. Prior to its organization and establishment, health, education and welfare problems were scattered throughout governmental agencies and in an incoherent and fragmented fashion. The pressing needs of the day demanded a new department, one that exclusively concerned itself with these neglected areas. This governmental process of responsiveness and expansion to meet the needs of the day remains much the same today.

For example, in 1972 Senator Birch Bayh proposed "a revamped system of juvenile justice, tying all federal agencies working with youth into a cabinet-level department . . ." (Greensboro Daily News, December 5, 1972). In 1974 Russell E. Train, Administrator of the Environmental Protection Agency, proposed that this nation's environmental concerns call for the creation of a cabinet-level department in the Federal Government (Greensboro Daily News, April 8, 1974). Legislation passed by Congress in 1973-74 mandated the creation of a number of new Federal units: The National Commission for the Protection of Human Subjects of Biomedical and Behavioral Research; the National Institute on Aging; and the Office of Juvenile Justice and Delinquency Prevention.

Specifically in the area of family life, a number of proposals have been expounded calling for some type of Federal office, department or bureau exclusively concerned with the needs of American families. Traditionally, the Federal Government has focused its attention on child

development, and substantially this is the major concern today.

In 1909, the first White House Conference on Children was convened, and has been held every ten years since. Though nearly exclusively concerned with children's needs, this Conference has also expressed some consideration for family life. As such, this is not through a governmental group or unit. Hence, the bulk of its recommendations remain unheeded and unadvertised politically.

In 1941, the Family Security Committee in the Office of Defense, Health, and Welfare Services was established by administrative order to study the problems of maintaining the security of American homes in the face of wartime, social and economic dislocations. It was terminated in December of 1942.

In 1962, the Bureau of Family Services was created by the Secretary's order and positioned within the Department of Health, Education and Welfare. In 1967, its functions, which were primarily child-oriented, were redelegated to the Social Rehabilitation Service by the Secretary's Reorganization Order.

Today, nominally and functionally, only two Federal units are modestly concerned with portions of the quality of family life in America: Center for Studies of Child and Mental Health in the National Institute of Mental Health; and the Family and Youth Division in the Office of Child

Development. After further investigations of the present governmental structure, however, the fragmentary and piecemeal efforts of the Federal bureaucracy can be seen in better perspective. For example, seven Federal agencies provide funding for day care projects (the Department of Agriculture, the Department of Health, Education and Welfare, the Department of Housing and Urban Development, the Department of Labor, the Appalachian Regional Commission, the Office of Equal Opportunity, and the Small Business Administration). There are some nine different Federal Departments and 20 independent agencies involved in educational matters. Six different agencies in three different departments manage Federal recreation areas. The list of overlaps is unending. In HEW alone, since 1961, the number of programs has tripled, and now exceeds 300. Fifty-four of these programs overlap each other; 36 overlap programs in other departments (Richardson, 1973a).

A superficial analysis of this discussion so far would conclude that the recommendations and issues at attention are merely semantic in nature and hence trivial. Titles of programs more often than not, do, however, indicate orientation and scope, and do imply some notion of commitment and concern within the Federal Government. A number of writers and organizations have called for the establishment of a Federal structure or unit dedicated to the concerns of American families: "Institute for Family Research" (Family

Service Association of America, 1969); a "marital health unit" (Vincent, 1970); a "National Institute for the Family" and a "Department of Family and Children" (White House Conference on Children, 1970); a quasi-public "National Institute of the Family" (Sussman, 1971); a "National Center for the Study of the Family" (Riskin and Faunce, 1972); a "U.S. Department of Marriage and the Family" (Rue, 1973); the re-naming of the Office of Child Development to the "Office of Child and Family Services" (proposed Child and Family Services Act, 1974); a "Bureau of Family Life" (Mead, 1974); a "National Institute for Families" (Smith, 1974); a "broad-based scientific institute dedicated to family study" and an "interagency panel" (Interagency Panel on Early Childhood Research and Development, 1974); and a "U.S. Department of the Family" (National Alliance for Family Life, 1974).²

At present, no affirmative action toward implementation has been undertaken on any of the abovementioned proposals. In developing support for this writer's proposal, formal presentations were made at the annual meeting of the National Council on Family Relations in Portland, Oregon (1972); the Groves Conference on the Family, Myrtle Beach, South Carolina (1973); and at the National Symposium on

²In 1969, a "State Department of Marriage and the Family" was proposed by Dr. James Rue in testimony given before the California Assembly Interim Committee on the Judiciary, regarding qualifications for marriage, Los Angeles, California.

Family Legislation in Washington, D. C. (1974).³ Substantially equivalent to this writer's proposal, the National Alliance for Family Life has adopted the following legislative goal in conjunction with its positive family legislative advocacy program:

Whereas the strengthening of marriage and family life in America is an ongoing concern of major importance to the growth and stability of our society, we recommend that there be established a United States Department of the Family with the Chief Executive Officer as a Secretary in the President's Cabinet. (NAFL News, Winter 1974-75, p. 6)

The following points might serve as rationale for establishing some Federal unit concerned with families. First, the diffusion of responsibility within existing departments makes it extremely difficult to launch a coordinated attack on complexities. Second, when one part of the solution to a complex problem lies in one department and other parts lie in other departments, it is often impossible to bring the various parts together in a unified campaign to achieve a common goal. For example, in 1972 there existed some 1500 Federal domestic assistance programs, and some 850 interagency committees to try and unify-coordinate efforts. Third, that component of policy and program

³Beyond these formal presentations, the author has conveyed his proposal to former President Nixon via letter (1972) and to Senator Walter F. Mondale (1974). In an undated letter (1972) HEW Assistant to the Assistant Secretary for Administration and Management, Mr. Robert Hemphill, Jr., responded to the proposal for the President. See Appendix A. Senator Mondale's response is also included in Appendix A.

development which concerns "specification of needs" suffers most from the present piecemeal approach. In fact, problems are defined so that they will fit within established jurisdictions and bureaucratic conventions. Fourth, evaluation of existing programs which support marriage and family life are typically measured by the degree of activity within each program rather than by the overall impact of related activities on the "real world of family life." And fifth, not even the best planners in different departments can set intelligent spending priorities unless they have (a) access to broad and comprehensive information and (b) have an opportunity to consider a full array of alternative strategies and expenditures. Hence, the dilemma is this: if one administrative office considers one set of solutions, and a separate agency investigates another set of solutions, who can compare the results? Too often no official below the office of a Department Secretary has access to enough information to make such comparisons wisely, and hence be funded and accrue comprehensive results.

Therefore, divided and departmentally submerged responsibility means that some social concerns, in this case the quality of family life, slip between the cracks and disappear from the government's view. In former President Nixon's words: "Every body's business becomes nobody's business and embarrassing gaps appear which no agency

attempts to fill because no department is organized around those concerns" (1971, p. 2).

The discussion so far has centered solely on governmental policies, structure, and programs. The final section of this review focuses on the importance of policy-makers, the administrative individuals who make the government system work.

There is little doubt that public management is one of the toughest and most demanding jobs in the country. One need only look at the consequences of decisions currently being made at all levels of government concerning the sources and uses of energy to realize that modern government is the most complicated organizational activity in which man engages. The government's impact on health delivery, transportation, education, and environmental protection illustrates the intricacies of government and the importance of it to each citizen. And yet, when a new law or program is announced, the excitement is in the enactment, with little attention paid to its implementation (Malek, 1974), or its formative stage within some agency. Here, according to Elliot Richardson (1973b), it becomes apparent that bureaucracies and bureaucrats are the indispensable means of translating attitudes and ideas into policies, and policies into results.

Sussman (1971) has taken a dim view of policymakers in the Federal Government. In his viewpoint:

Very few are sophisticated and knowledgeable about the differential social structures of a society and their particular needs for sustenance, success and power; how organizational relationships are based upon reciprocities and payoffs; and that political exchanges are perhaps more critical than moral preachings in policy implementation. Some policy makers imbed their behavior in self-righteousness and often have the missionary zeal of a religious convert which is so high in its fervor that it frightens the psyche of the birthright member. (p. 15)

Moreover, the Interagency Panel on Early Childhood Research and Development at its Conference on Family Research (1974) voiced concern that "government decision-making often is based on single studies, which in themselves are incomplete and which should be considered in relation to other research findings in the area" (p. 95).

In the only research of direct relevance here, it was found that top government officials want all of the science information they can get their hands on, even though they may not know what to do with it (Caplan, 1974). Under an NSF RANN grant, Nathan Caplan interviewed over 200 undersecretaries, assistant secretaries, institute directors and bureau chiefs examining science utilization by the Executive Branch. While no direct questions were asked concerning families, Caplan's preliminary summary of the data has by chance yielded the following encouraging sign: the family is gaining importance as a research area as policy-makers become more concerned about family life alternatives,

*family arrangements, and effects of the family on child development.*⁴

This research then provides an extension of Caplan's study by directly centering its investigative eye on the attitudes and opinions of Federal-level bureaucrats on American families, and the development of national family policy and programming.

⁴ *These preliminary findings were obtained and discussed via telephone conversation with Dr. Caplan on January 27, 1975.*

CHAPTER III
METHOD AND PROCEDURE

For this study, a "one-shot case study" (Campbell & Stanley, 1963, p.6) survey research design was employed in an effort to examine the attitudes and opinions of Federal-level bureaucrats on selected family-related issues. The procedure involved in this research included the selection of subjects, the development of the instrument used to gather the data, the selection of the categories and items in the instrument, the technique used to present the instrument to the subjects, and the method of analysis used in this investigation.

Subjects

The subjects in this study were top level administrators in the Federal Government. Specifically, they represented the upper echelon of bureaucrats in the eleven Federal Departments: Agriculture; Commerce; Defense; Health, Education and Welfare; Housing and Urban Development; Interior; Justice; Labor; State; Transportation; and Treasury. The subjects were randomly drawn from a "selected listing" of high government officials as compiled and found in the U.S. Government Manual (1974-1975).¹

¹In telephone conversation with Mr. James Hardgrove, Director, Office of Personnel, General Services Administration

Of 1,496 bureaucrats listed in the Manual, 1000 were randomly selected. The total number of bureaucrats by Federal Department is identified in Table 2. A twenty percent return rate was expected and realized for a total sample size of 200 bureaucrats.

The nature of the sample automatically controlled for the following sources of variance: sex, very few women have reached or been appointed to these high level, predominantly Noncareer Executive Assignment positions; in addition, those identified in the Manual were excluded from the sample; race, bureaucrats at this level of government are predominantly white with very few blacks; and socio-economic status, due to GS designation of 13-18, most of these bureaucrats are upper middle to upper class in status.

and with Mr. William Schort, Office of the Federal Register on February 4, 1975, the following facts about the "selective listing" in the Manual were obtained: (1) There is no central policy that Federal agencies subscribe to, or policy that is formulated by the Office of the Federal Register, GSA, that identifies on what basis which names of bureaucrats are to be included in the U. S. Government Manual; (2) there is no feasible way to discern which bureaucrats listed in the Manual are either political appointees or career non-political bureaucrats, even after conferring with the U. S. Government Policy and Supporting Positions, Committee on Post Office and Civil Service, Senate, 93d Congress, 1st Session, Washington, D.C.: GPO, 1973, graciously provided by Congressman David Henderson (D-N.C.).

TABLE 2
 Select Listing of Bureaucrats Sampled by
 Federal Department

Federal Department	N
Agriculture	96
Commerce	64
Defense	123
Health, Education and Welfare	307
Housing and Urban Development	106
Interior	73
Justice	36
Labor	62
State	278
Transportation	211
Treasury	140
TOTAL	1,496

Characteristics of the Sample

Considering the GS level of the bureaucrats who constituted this sample, it was not surprising to find that the average age of these individuals was 43.6. Seventy percent of the respondents were within the age range of 41 to 60 years of age (see Table 3). By Federal Department it was found that the majority of the bureaucrats in the Departments of Defense, HEW, HUD, and Justice were a decade younger (41-50 yrs. of age) than the respondents in the other Departments.

The sample reflected greatest homogeneity in marital status. Fully 92 percent of these bureaucrats were married.

TABLE 3
Distribution of Respondents Sampled by Age

Years of Age	N	%
21 - 30	6	3.0
31 - 40	47	23.5
41 - 50	70	35.0
51 - 60	71	35.5
61 - 70	4	1.0
No Answer	1	1.0
TOTAL	200	100.0

Only 2 percent of the sample identified themselves as single, likewise for separated and divorced. Thirty-one percent of the respondents were married for twenty-six or more years. The mean number of years married was 22.3 years. For further age breakdowns, the reader is referred to Table 4.

As for children, 86 percent of these administrators had children and 67 percent had between 2 and 4 children. The mean number of children per bureaucrat's family was 3.39 (see Table 5).

In Table 6, the educational level of these administrators was identified according to the highest degree attained.

TABLE 4

*Distribution of Respondents Sampled by
Number of Years Married*

<i>Number of Years Married</i>	<i>N</i>	<i>%</i>
<i>1 - 5</i>	<i>13</i>	<i>6.5</i>
<i>6 - 10</i>	<i>13</i>	<i>6.5</i>
<i>11 - 15</i>	<i>24</i>	<i>12.0</i>
<i>16 - 20</i>	<i>37</i>	<i>18.5</i>
<i>21 - 25</i>	<i>37</i>	<i>18.5</i>
<i>26+</i>	<i>62</i>	<i>31.0</i>
<i>No Answer</i>	<i>2</i>	<i>1.0</i>
<i>Not Applicable</i>	<i>12</i>	<i>6.0</i>
<i>TOTAL</i>	<i>200</i>	<i>100.0</i>

TABLE 5

*Distribution of Respondents Sampled by
Number of Children in Bureaucrat's
Family*

<i>Number of Children</i>	<i>N</i>	<i>%</i>
<i>1</i>	<i>18</i>	<i>9.0</i>
<i>2</i>	<i>50</i>	<i>25.0</i>
<i>3</i>	<i>46</i>	<i>23.0</i>
<i>4</i>	<i>39</i>	<i>19.5</i>
<i>5</i>	<i>19</i>	<i>9.5</i>
<i>Not Applicable</i>	<i>26</i>	<i>13.0</i>
<i>No Answer</i>	<i>2</i>	<i>1.0</i>
<i>TOTAL</i>	<i>200</i>	<i>100.0</i>

TABLE 6

*Distribution of Respondents Sampled by
Highest Degree Attained*

<i>Highest Degree Attained</i>	<i>N</i>	<i>%</i>
<i>High School Diploma</i>	8	4.0
<i>Bachelor's Degree</i>	67	33.5
<i>Master's Degree</i>	52	26.0
<i>Doctorate Degree</i>	43	21.5
<i>LLB or JD</i>	22	11.0
<i>LLM</i>	3	1.5
<i>LLD, SJD or JSD</i>	4	2.0
<i>No Answer</i>	1	.5
<i>TOTAL</i>	<u>200</u>	<u>100.0</u>

The majority of administrators in this sample had attained at least bachelor's degrees (33.5%). Twenty-six percent of the sample had received master's degrees and 21 percent doctorates.

Of the 67 bureaucrats holding bachelor degrees, most were employed in the Departments of HEW (24%), Transportation (20%), and State (15%). Of the 52 respondents holding master's degrees, most were employed in the Departments of Transportation (29%), Agriculture (17%), and HEW (14%). Of the 43 administrators holding

doctorates, most were employed by the Departments of HEW (40%) and Agriculture (19%). On the average, respondents in the Departments of the Treasury, Agriculture, Commerce and HEW were more highly educated than those in other Federal Departments. Fully 85 percent of the respondents from the Department of Agriculture held either master or doctorate degrees.

While there was no major grouping of areas of academic study, lawyers accounted for the largest single group of professionals (14%). For further explication of this distribution, see Table 7.

TABLE 7

Distribution of Respondents Sampled by
Areas of Academic Study in Which
Degree Was Granted

Areas of Academic Study	N	%
Other	85	42.5
Law	28	14.0
Business Administration	24	12.0
Economics	21	10.5
Engineering	16	8.0
Political Science	14	7.0
Public Administration	12	6.0
TOTAL	200	100.0

As far as government service rating or GS level, 42 percent of the administrators were located at the two highest paid levels of government, GS 17 and 18 (see Table 8). Forty-one percent of the bureaucrats in this sample had worked for the Federal Government for over 20 years. The mean number of years employed was 15.8. For further identification of this distribution, the reader is referred to Table 9.

TABLE 8
Distribution of Respondents Sampled by
GS Level

GS Level	N	%
GS 13	4	2.0
GS 14	10	5.0
GS 15	36	18.0
GS 16	63	31.5
GS 17	42	21.0
GS 18	43	21.5
No Answer	2	1.0
TOTAL	200	100.0

Summarizing the data for this section, the "typical" or "average" bureaucrat sampled in this study was 43 years

TABLE 9

*Distribution of Respondents Sampled by Number of Years
Worked for the Federal Government*

<i>Years Worked for the Federal Government</i>	<i>N</i>	<i>%</i>
<i>Less than 1 year</i>	<i>3</i>	<i>1.5</i>
<i>1 - 5</i>	<i>29</i>	<i>14.5</i>
<i>6 - 10</i>	<i>32</i>	<i>16.0</i>
<i>11 - 15</i>	<i>25</i>	<i>12.5</i>
<i>16 - 20</i>	<i>28</i>	<i>14.0</i>
<i>20+</i>	<i>82</i>	<i>41.0</i>
<i>No Answer</i>	<i>1</i>	<i>.5</i>
<i>TOTAL</i>	<i>200</i>	<i>100.0</i>

of age, married for over 26 years, a family man with approximately 3 children, a college graduate and most likely attended Graduate School, had a GS rating of 17 or 18 after having worked for the Federal Government for over 20 years, and who tended to place his family first over his job.

Development of the Instrument

For the purposes of this research, a new instrument was devised, entitled: "The Federal Government and Families Inventory" (FGFI). This instrument (in Appendix B) is composed of 63 items and is four pages in length.

It contains the following five major sections: (1) Background Information on the individual bureaucrat; (2) Attitudes on American Families; (3) The Federal Government and Families; (4) Informational Sources and the Family Field; and (5) Recommendations or Suggestions. Sections 1 and 4 contain predominantly forced-choice items, and Section 5 is open-ended. Sections 2 and 3 are composed exclusively of Likert-type scales. Each item in these two sections is stated in concise sentence form and is rated on a five point scale ranging from Strongly Agree, Agree, Undecided, Disagree, to Strongly Disagree. Each respondent was asked to mark his opinion on each statement by making a cross (x) in the parenthesis in the proper column following each statement. This form of attitude measurement was selected for use in this research because its method lent itself appropriately to the purpose and nature of the study (Oppenheim, 1966).

In conjunction with Kerlinger (1964), it was assumed here that summated rating is composed of a set of attitude items of approximately equal attitude value.² Subjects can respond to these items with degrees of agreement or

²*While there is serious question about the equality of attitude values and the corresponding designation of type of data, values obtained from the Likert-type items will be treated as interval data in this study as a matter of conventional practice.*

disagreement and, as a result, be placed on an agreement continuum of the attitude under study.

The Likert-type scale has two major characteristics which makes it advantageous to use: (1) the universe of items is considered to be a set of items of equal attitude value, thus there is no scale of items; each item is the same as any other item in value; the respondents are scaled through use of the sums or averages of individual responses; and (2) the intensity of attitude is expressed through this summation of ratings and varying levels of agreement can be discerned; the use of five response categories necessarily allows greater variance than if only two or three categories existed.

Selection of Categories and Items

Categories were selected on the basis of three criteria. First, a potential category must have generated substantial interest in the family field as evidenced in the number of pertinent professional presentations and publications. Second, it must have generated sufficient governmental concern and interest at the Federal level as evidenced in convocations, publications, policy considerations, and inter-agency consortiums and/or panels. And third, it must have significant potential for improving American family life. This last criterion, a highly subjective one, inferred the exclusion of micro-level concerns as evidenced

in the number of families affected by a given policy and the geographical latitude of potential policy or program consequence.

In the construction and selection of items for the Federal Government and Families Inventory, the following steps were taken:

- 1. A review of the literature was undertaken in order to yield a general pool of items pertinent to the role(s) the Federal Government plays in family life, and the reciprocal effects of families on government at the national level. This review specifically focused on: characteristics of family life in America today; family representation; social policy and national family policy; positive family legislation; and the professional field of family study. Items selected for consideration had a frequency of two or more, i.e., each item appeared in at least two separate publications. Any statement involving more than one individual idea was separated into two or more individual items. A total pool or list of 158 items was derived from this procedure.*
- 2. A group of five judges was given the previously described list of statements. All five judges*

were professional family specialists with doctorates working in higher education.

3. A packet of index cards, a direction sheet, and a brief definition for each of the two sections or categories was given each judge. The instructions to the judge stated that each card should be placed in one of the two categories: Contemporary American Family Life or Federal Government and Families. After sorting by category, the judge was asked to rank order the items in terms of their suitability and representativeness in each category.
4. The judges were asked to perform the categorizing and rank ordering of the items twice in order to establish intra judge reliability, at a one day interval.
5. A record was made of each judge's categories and rank ordering. The tally of results showed each category into which a judge ranked each item from the total pool or list. An assessment of the two trials for both item rank ordering and item categorization was made to find out the items on which the judges in trial one and trial two agreed a minimum of 66 percent of the time on any one item and its appropriate category. This assessment yielded 44 items on which agreement in both trials

and between judges existed at a minimum of 66 percent for both within and between judge reliability.

The panel of judges was used to establish content and face validation of the FGFI through interjudge agreement, first, by inspection, second, by sorting each item into its appropriate category, and third, by rank ordering the items in each category.

Procedures Used in Administering
the FGFI to Subjects

The Federal Government and Families Inventory (FGFI) was prepared in printed format. Directions provided on the first page of the FGFI were short, and to the point. The ordering of categories on the FGFI was as follows: (1) Contemporary American Family Life; (2) the Federal Government and Families; (3) Informational Sources and the Family Field; (4) Background Information; and (5) Recommendations and Suggestions. Completion time for the FGFI was estimated to be twenty minutes.

The Federal Government and Families Inventories were mailed to respondents in Federal Departments in Washington, D. C. and Maryland, with an accompanying introductory letter describing the study in general, the reasons the respondents were being asked to participate, and identifying various endorsements of the merits of

this study (see Appendix C). A pre-addressed stamped envelope was provided each respondent for the return mailing of the Inventory. Each questionnaire was pre-coded as to the Federal Department of the respondent.

Method of Analysis

The research problems stated in Chapter I were examined by using descriptive statistics (sums, means, percentages, etc.). Hypotheses one, two and five were examined using Pearson Product-Moment Correlations to test for significant associations between variables. Hypotheses three and four were examined using one-way analyses of variance to test for significant differences between means. The computer program selected for statistical analysis was the Statistical Package for the Social Sciences (SPSS).

The results of the analyses are presented by individual items, by subscales, by categories, by Federal Department, and by individual background variables.

CHAPTER IV
ANALYSIS OF THE DATA

The data analyzed in this chapter were obtained on the responses of 200 Federal-level bureaucrats. These 200 respondents were the total number of bureaucrats returning their questionnaires within the four week data collection period between March 17 through April 11, 1975. Only a marginal number of questionnaires were returned after this time period. Seven additional questionnaires were returned, but were either not completed or only partially completed. An example of a questionnaire returned unanswered was that of Clarence Kelley, Director, Federal Bureau of Investigation, who did so as a matter of Bureau policy.

The 200 respondents reflected a 20 percent return rate. The following five Federal Departments were rank ordered with the highest return rate: Agriculture (30%); Transportation (26%); Treasury (24%); Health, Education and Welfare (23%) and Housing and Urban Development (21%). In Table 10, the number of questionnaires sent to each Federal Department was identified as well as the number received by percent. The Departments of Commerce, Labor, Defense and State had the lowest return rate.

TABLE 10
 Distribution of Respondents Sampled
 Within Federal Departments

Federal Department	Number Sent	Number Returned	% Returned	% of Sample
Agriculture	66	20	30	10.0
Commerce	45	5	11	2.5
Defense	84	12	14	6.0
HEW	207	47	23	23.5
HUD	72	15	21	7.5
Interior	50	3	6	1.5
Justice	21	4	19	2.0
Labor	38	5	13	2.5
State	185	30	16	15.0
Transportation	140	37	26	18.5
Treasury	92	22	24	11.0
TOTALS	1,000	200	100%	100.0%

For the purposes of reporting the results of this study, this chapter is divided into the following sections: Descriptive Statistics for Individual and Grouped Items by Questionnaire Sections; Variance Analyses and Measures of Association for Selected Items; and Additional Measures of Association.

Descriptive Statistics for Individual and Grouped Items by Questionnaire Sections

It should be noted at the outset that 34 percent of the Likert scaled items were reversed in their scoring on

a random basis. The items scored in a reverse fashion (i.e., 1 = Strongly Agree; 2 = Agree; 3 = Undecided; 4 = Disagree; and 5 = Strongly Disagree) were the following: 3, 5, 10, 13, 14, 18, 22, 25, 28, 33, 34, 38, 40, 42, 43. These items were indicated in the subsequent tables by an asterisk.

Contemporary American Family Life

The following section focuses on the seventeen items of the Federal Government and Families Inventory that assessed perceptions of the current state of family life in the United States.

The major finding of this study was the unequivocal agreement by Federal-level bureaucrats that family life in this country is indeed in trouble and in need of help. When the Strongly Agree and Agree responses were combined, fully 88 percent of the bureaucrats agreed that families today are under more pressure than ever before; 72 percent agreed that family life is on the decline in the United States today; 90 percent asserted that there is a need for strengthening family life in this nation; 48 percent believed that families today are subject to arbitrary invasions of their privacy by public agencies; and 50 percent thought that families today are experiencing a pervasive sense of powerlessness. It should be noted, however, on the last two items, a sizeable percentage (37%) did not think families

were subject to invasions of their privacy and 31 percent did not perceive families as becoming powerless. In Table 11, the distribution of responses on these items is further identified by providing the mean, standard deviation, and percentage of agreement-indecision-disagreement.

The reader should recall that the purpose of this research was to assess the bureaucratic climate at the Federal level on a number of important family-oriented issues. In this respect, four frequency distributions on selected key items were generated and expected.

The first-mentioned expected frequency distribution concerned the majority perception of Federal bureaucrats that the family is under sufficient pressure to warrant a re-examination of the Federal role by establishing "Family Impact Statements." As was pointed out earlier, 88 percent of those polled agreed that families are under more pressure today than ever before and 90 percent agreed that there is a need for strengthening family life in this nation. However, 55 percent disagreed on the importance of establishing "Family Impact Statements." Hence, the expected distribution of agreement was not realized.

As to preparation for family life, most bureaucrats (42%) stated that churches are not doing an adequate job in promoting and maintaining family life as a contemporary concept, although over a third (36%) expressed indecision

TABLE 11
Means (\bar{X}), Standard Deviations (SD), and Response Category
Percentages for Family Crisis Items

Items	\bar{X}	SD	Response Category Percentages+				
			% SA	% A	% U	% D	% SD
1. Families today are under more pressure than ever before	4.20	.82	39.0	49.0	6.0	5.5	.5
2. There is a need for strengthening family life in this nation.	4.34	.75	47.5	42.0	8.0	2.0	.5
3. Family life is on the decline in the United States today.	2.23*	.89	18.0	54.0	15.0	12.5	0.0
15. Families today are subject to arbitrary invasions of their privacy by public agencies.	3.17	1.03	6.5	41.5	15.0	36.0	1.0
16. Families today are experiencing a pervasive sense of powerlessness.	3.22	.99	5.0	45.5	18.0	29.5	2.0
N = 200							

* Item reverse scored.

+ SA = Strongly Agree; A = Agree; U = Undecided; D = Disagree; SD = Strongly Disagree

on this issue. Sixty-three percent disagreed that schools were doing a satisfactory job in teaching family life in all its many facets. In reference to parental responsibilities in this area, 69 percent thought that young people are not receiving from their parents adequate preparation for family life. Hence, the second expected frequency distribution of agreement was not realized. For further description of these items, the reader is referred to Table 12.

Realizing that the recognition of a problem or need is but one phase in problem resolution, several questions were directed to the area of establishing family life education both in a general sense and specifically in the public school system as a possible solution. Forty-six percent of bureaucrats polled stated that there should be developed a total program of family life education, which would include such areas as resource management, sex education, family relationships, and others. When asked specifically whether family life education should not be provided in all public educational institutions, 51 percent disagreed while 26 percent agreed. For each of these items, nearly a quarter of the respondents were undecided (see Table 13).

Knowledge is an important component in attitude formation. As such, knowledge of family demographic trends

TABLE 12
Means (\bar{X}), Standard Deviations (SD), and Response Category
Percentages for Family Life Preparation Items

Items	\bar{X}	SD	Response Category Percentages ⁺				
			% SA	% A	% U	% D	% SD
4. Churches are not doing an adequate job in promoting and maintaining family life as a contemporary concept.	3.27	.99	10.5	11.5	36.0	18.5	3.5
5. Schools are doing a satisfactory job in teaching family life in all its many facets.	3.65*	.81	.5	9.0	27.0	52.5	11.0
6. Young people are not receiving adequate preparation for family life from their parents.	3.69	.87	12.0	57.5	19.0	10.0	1.5
N = 200							

* Item reverse scored.

+ SA = Strongly Agree; A = Agree; U = Undecided; D = Disagree; SD = Strongly Disagree

TABLE 13

Means (\bar{X}), Standard Deviations (SD), and Response Category Percentages for Family Life Education Items

Items	\bar{X}	SD	Response Category Percentages+				
			% SA	% A	% U	% D	% SD
7. There should be developed a total program of family life education, which would include such areas as resource management, sex education, family relationships, and others.	3.48	1.10	16.5	39.5	25.0	13.0	6.0
38. Family life education should not be provided in all public educational institutions.	3.27*	1.01	4.5	21.5	22.5	45.5	6.0

N = 200

* Item reverse scored.

+ SA = Strongly Agree; A = Agree; U = Undecided; D = Disagree; SD = Strongly Disagree

is an indicator of an individual bureaucrat's familiarity with contemporary family life in this country. Four factual items then were included in this section; two were scored in normal fashion and two were reverse scored. For those items scored in the normal fashion, 64 percent correctly agreed that nearly 40 percent of all wives are now in the labor force; however, 55 percent incorrectly disagreed that one half of all U. S. families have insufficient income in order to maintain a modest standard of living. Nearly a quarter of the respondents were undecided on each of these two issues. As for those items scored in reverse fashion, a plurality (48%) were undecided as to whether or not nearly three out of five children have mothers in the labor force, although 40 percent incorrectly agreed that this was so. Seventy-four percent or 148 of the respondents correctly disagreed that the average size of families in the U. S. has not been declining since the mid-1960's. In Table 14 these distributions can be more readily identified.

As a further general indicator of knowledge of family demographic characteristics, the preceding four items were summed to yield an overall score with an obtained range of values from 10 to 16 on a disagree to agree continuum. The mean score of this distribution was 12.74 with a SD of 1.35.

TABLE 14

Means (\bar{X}), Standard Deviations (SD), and Response Category Percentages for Awareness of Family Trends Items

Items	\bar{X}	SD	Response Category Percentages ⁺				
			% SA	% A	% U	% D	% SD
8. Nearly 40 percent of all wives are now in the labor force	3.6	.70	4.0	60.0	28.5	7.0	.5
10. Nearly three out of five children have mothers in the labor force.	2.7*	.74	2.5	38.0	47.5	11.0	1.0
13. The average size of families in the U. S. has not been declining since the mid-1960's.	3.77*	.81	1.0	8.0	17.0	61.0	13.0
17. One half of all U. S. families have insufficient income in order to maintain a modest standard of living.	2.66	.94	3.0	19.5	22.5	50.5	4.5

N = 200

* Item reverse scored.

+ SA = Strongly Agree; A = Agree; U = Undecided; D = Disagree; SD = Strongly Disagree

An understanding of basic orientations toward family life is also an important ingredient in attitude formation and its translation into behavior. The two hundred bureaucrats in this sample were asked how important they thought the institution of the family is and what is the ideal family form. Ninety-one percent agreed that the family is the basic and most important social unit in our society. A mere three percent disagreed. Sixty-two percent agreed that the nuclear family (husband, wife and children) is the ideal family form, whereas 14 percent disagreed. One fourth of the bureaucrats stated they could not decide one way or the other, and hence, remained undecided. These trends were delineated in Table 15.

Corresponding to attitudes concerning the importance of families and the ideal form of family life are the attitudes that center on the emergence of alternate or variant family life styles. In a sense, these latter attitudes are merely the reverse side of the same attitudinal coin. It is interesting to note that 66 percent of the bureaucrats polled agreed that variant family life styles contribute in a meaningful way to American society, though 77 percent stated that even with the widespread acceptance of alternate life styles the family is not becoming obsolete (see Table 16).

TABLE 15

Means (\bar{X}), Standard Deviations (SD), and Response Category Percentages for Family Orientation Items

Items	\bar{X}	SD	Response Category Percentages ⁺				
			% SA	% A	% U	% D	% SD
9. The nuclear family (husband, wife, and children) is the ideal family form.	3.69	1.02	22.5	40.0	24.0	11.0	2.5
12. The family is the basic and most important social unit in our society.	4.3	.76	42.5	49.0	6.0	1.0	1.5

N = 200

+ SA = Strongly Agree; A = Agree; U = Undecided; D = Disagree; SD = Strongly Disagree

TABLE 16

Means (\bar{X}), Standard Deviations (SD), and Response Category Percentages for Non-Traditional Family Life Styles Items

Items	\bar{X}	SD	Response Category Percentages ⁺				
			% SA	% A	% U	% D	% SD
11. Variant family life styles contribute in a meaningful way to American society	3.55	.92	8.0	58.0	16.5	15.5	2.0
14. With the widespread acceptance of alternate life styles, the family is becoming obsolete.	3.87*	1.07	4.5	9.5	9.0	48.5	28.5

N = 200

* Item reverse scored

+ SA = Strongly Agree; A = Agree; U = Undecided; D = Disagree; SD = Strongly Disagree

As an overall index of agreement on this section, i.e., contemporary American family life, the thirteen attitude-oriented items were summed. The range of values obtained was from 27 to 57. The mean score of this distribution was 46.62 with a SD of 4.07. Using the variances of both the individual items and the total variance for this section, coefficient alpha was computed to examine the internal consistency of responses. A coefficient of .34 was found.¹

It could be concluded in this section that Federal bureaucrats were in substantial agreement that American family life is currently under a great deal of stress and that families are indeed in need of help.

Federal Government and Families

This section will examine the responses of bureaucrats on the twenty-seven items that focused on the role(s) the Federal Government plays in family life.

Since the democratic process is intimately connected to constituencies and representatives, bureaucrats were asked if American families have strong, powerful and effective spokesmen at all levels of government. Seventy-four percent disagreed, and 16 percent were undecided.

¹Coefficient alpha was computed according to the formula provided in Jum C. Nunnally, Jr. Introduction to Psychological Measurement. New York: McGraw-Hill, 1970, p. 551.

As to what should be, 73 percent stated that those who represent American families deserve equal and legitimated access to policymaking and lawmaking persons, organizations, or bodies of the Federal Government. As to what currently exists in the Executive Branch, it is interesting to note that the majority of those polled (56%) were undecided about how well the Family and Youth Division in the Office of Child Development adequately represents the needs of families in the Executive Branch of government. Forty-three percent disagreed that the representation was adequate (see Table 17).

That families today have no substantial spokesmen at the Federal level is in large part due to the traditional orientation of the Federal Government to individual welfare. This policy orientation curiously surfaced in the following: fifty-four percent of Federal top level administrators disagreed that the proper concern of the Federal Government should be the welfare of the individual, not family life; yet, 55 percent stated that the Federal Government does not unjustly discriminate against the family in favor of the individual. Hence, the third expected frequency distribution was not realized. When asked specifically about the child versus family as a whole orientation, 76 percent agreed that the Federal Government has traditionally focused more on child development than

TABLE 17

Means (\bar{X}), Standard Deviations (SD), and Response Category Percentages for Family Orientation Items

Items	\bar{X}	SD	Response Category Percentages ⁺				
			% SA	% A	% U	% D	% SD
18. American families have strong, powerful and effective spokesmen at all levels of government.	3.77*	.85	1.0	9.5	15.5	59.5	14.5
19. Those who represent American families deserve equal and legitimated access to policymaking and lawmaking persons, organizations, or bodies of the Federal Government	3.73	.83	11.0	62.5	17.0	7.5	2.0
43. The Family and Youth Division in the Office of Child Development adequately represents the needs of families in the Executive Branch of the government.	3.51*	.70	0.0	2.0	55.5	32.5	10.0

N = 200

* Item reverse scored.

+ SA = Strongly Agree; A = Agree; U = Undecided; D = Disagree; SD = Strongly Disagree

on the needs of the family as a whole. It might be concluded then that the Federal Government tends to take families for granted. This was agreed upon by nearly half of the respondents (48%), with 27 percent disagreeing and 24 percent undecided. The above items were all further described in Table 18.

The following items pertain to the adage: "you can't see the forest for the trees." It was expected that Federal-level bureaucrats might somehow misperceive the current involvement of the Federal Government in policy and program development affecting families. This did not prove to be the case. Eighty percent of these administrators correctly disagreed that the U. S. Government has a single coherent national family policy. Fifty percent correctly disagreed that one Federal agency provides all funding for day care projects, although 43 percent were undecided. There was less certainty evidenced concerning the progress made by the U. S. in its formulation and implementation of national family policy. Forty percent were undecided and 53 percent correctly disagreed that progress had been made (see Table 19).

These administrators took a dim view of the impact of existing policies and programs. Fully 76 percent of the respondents stated that policies, programs

TABLE 18

Means (\bar{X}), Standard Deviations (SD), and Response Category Percentages for Federal Government Orientation Items

Items	\bar{X}	SD	Response Category Percentages ⁺				
			% SA	% A	% U	% D	% SD
20. The Federal Government tends to take families for granted.	3.20	.89	.5	48.0	23.5	26.5	1.5
21. The Federal Government unjustly discriminates against the family in favor of the individual.	2.53	.82	1.0	12.0	32.0	49.0	6.0
25. The proper concern of the Federal Government should be the welfare of the individual, not family life.	3.39*	.88	2.5	14.5	29.5	49.0	4.5
41. The Federal Government has traditionally focused more on child development than on the needs of the family as a whole.	3.76	.58	3.5	72.5	21.0	2.5	.5
N = 200							

* Item reverse scored.

+ SA = Strongly Agree; A = Agree; U = Undecided; D = Disagree; SD = Strongly Disagree

TABLE 19

Means (\bar{X}), Standard Deviations (SD), and Response Category Percentages for Items Concerning Current Federal Government Policy and Programming for Families

Items	\bar{X}	SD	Response Category Percentages ⁺				
			% SA	% A	% U	% D	% SD
22. The U. S. Government has a single coherent national family policy.	4.02*	.59	.5	1.0	10.5	72.0	16.0
23. Policies, programs and services affecting families are typically fragmentary, overlapping and often conflicting.	3.8	.71	10.0	66.0	19.0	4.0	1.0
28. There is a great deal of Federal concern over the quality of American family life.	3.31*	.91	1.5	24.0	18.5	54.0	2.0
33. The U. S. exceeds most modern nations in its formulation and implementation of national family policy.	3.52*	.71	0.0	7.0	40.0	47.5	5.5
42. One Federal agency provides all funding for day care projects.	3.51*	.80	.5	7.5	42.5	39.5	10.0
N = 200							

* Item reverse scored.

+ SA = Strongly Agree; A = Agree; U = Undecided; D = Disagree; SD = Strongly Disagree

and services affecting families are typically fragmentary, overlapping, and often conflicting. Nor did the respondents paint an overly optimistic picture as to the intentions of the Federal Government in its current interest in family life. Fifty-six percent disagreed that there is a great deal of Federal concern over the quality of American family life. Nineteen percent were undecided while 24 percent agreed that there is a great deal of Federal concern for families (see Table 19).

The translation of governmental interest and concern into action is the formulation of public policy, in this case, national family policy. While most bureaucrats stated that the family is in trouble, 38 percent were undecided on what to do about it, specifically, whether or not to establish a national family policy. Forty percent disagreed and 23 percent agreed that such a policy should be established. This was further identified in Table 20, along with the subsequent items concerning national family policy.

If a national family policy were ever constructed, its form could take many different courses. Sixty-nine percent of those polled stated that a national family policy should not be distinct from public social policies. Sixty percent agreed that a national family policy should be viewed as a general policy orientation, rather than a

TABLE 20

Means (\bar{X}), Standard Deviations (SD), and Response Category Percentages for National Family Policy Items

Items	\bar{X}	SD	Response Category Percentages+				
			% SA	% A	% U	% D	% SD
24. The Federal Government should establish a national family policy.	2.74	.98	2.5	20.0	37.5	29.0	11.0
26. A separate national family policy should not be distinct from public social policies	3.58	.81	3.0	66.0	19.0	9.5	2.5
29. A national family policy, while not ignoring the needs of individuals, should view the individual within the context of his/her family.	3.54	.89	7.0	58.0	18.0	15.5	1.5
30. A national family policy should include provisions for the development of family support systems with a family-centered program orientation.	3.28	.86	3.0	42.5	36.0	16.0	2.5
31. The establishment of mandatory Family Impact Statements (equivalent to Environmental Impact Statements) on all new legislation is important.	2.42	1.16	3.0	18.5	23.5	27.5	27.5

TABLE 20 (continued)

Items	\bar{X}	SD	Response Category Percentages+				
			% SA	% A	% U	% D	% SD
32. Required compensatory transitional measures to eradicate sexism should not be part of a national family policy.	3.22	.97	6.5	36.5	33.0	20.0	4.0
34. A national family policy should be viewed as a general policy orientation, rather than a series of specific policies.	2.52*	.82	4.0	55.5	26.5	12.5	1.5
36. The core objective of national family policy should be the maximizing of the strengths and effectiveness of families.	3.66	.84	10.5	55.0	25.5	7.0	2.0
37. A national family policy must respect, not denigrate the diversity and pluralism of family heritages and/or life styles.	4.03	.64	19.5	66.5	11.5	2.5	0.0

N = 200

* Item reverse scored.

+ SA = Strongly Agree; A = Agree; U = Undecided; D = Disagree; SD = Strongly Disagree

series of specific policies. Furthermore, 65 percent asserted that a national family policy, while not ignoring the needs of individuals, should view the individual within the context of his/her family. There was also moderate support (46% agreement) that a national family policy should include provisions for the development of family support systems with a family-centered program orientation. Moderate support (43%) was also voiced for the exclusion of required compensatory transitional measures to eradicate sexism from national family policy (see Table 20).

Concerning the value orientation of a national family policy, 65 percent agreed that the core objective of such a policy should be the maximizing of the strengths and effectiveness of families. However, a quarter of the respondents were undecided on this issue. Better than three out of four respondents (86%) asserted that a national family policy must respect, not denigrate the diversity and pluralism of family heritages and/or life styles (see Table 20).

The proposal espoused by Senator Walter F. Mondale (D-Minn.) and others calling for the establishment of mandatory Family Impact Statements (equivalent to Environmental Impact Statements) on all new legislation gained little support. Twenty-seven percent strongly disagreed

and twenty-seven percent disagreed with the establishment of such Statements (see Table 20).

In addition to the abovementioned concerns regarding the establishment of national family policy, there are other considerations. For example, 88 percent of these administrators agreed that no single policy, legislative act, or program will be equally supportive of all types of families. Seventy-nine percent agreed that policy emphasis solely on the economic well-being of families is insufficient. Both of these items are described in Table 21.

In the history of the expansion of the Federal Government, the establishment of new agencies or bureaus has been commonplace. Such a bureaucratic move has usually signalled the rising importance of some problem or need to which the new agency or bureau is oriented. With respect to establishing a family-oriented structure or agency in the Federal Government, 53 percent asserted there is no need for such a structure, and an equivalent percent disagreed that it is important that a Federal-level Office or Bureau of the Family be established (see Table 22). Hence, the fourth expected frequency distribution of agreement was not realized.

Again, the ambivalence of Federal-level bureaucrats as to what should be done about family life in America surfaced in their responses on whether or not more Federal

TABLE 21

Means (\bar{X}), Standard Deviations (SD), and Response Category Percentages for Policy Consideration Items

Items	\bar{X}	SD	Response Category Percentages+				
			% SA	% A	% U	% D	% SD
27. No single policy, legislative act, or program will be equally supportive of all types of families.	3.94	.59	9.5	78.5	8.5	3.0	.5
35. Policy emphasis solely on the economic well-being of families is insufficient.	3.81	.76	11.5	67.5	13.0	7.0	1.0

N = 200

+ SA = Strongly Agree; A = Agree; U = Undecided; D = Disagree; SD = Strongly Disagree

TABLE 22

Means (\bar{X}), Standard Deviations (SD), and Response Category Percentages for New Federal Family Agency Items

Items	\bar{X}	SD	Response Category Percentages ⁺				
			% SA	% A	% U	% D	% SD
40. There is no need for a family-oriented structure or agency in the Federal Government.	2.57*	1.01	14.0	38.5	26.0	20.0	1.5
44. It is important that a Federal level Office or Bureau of the Family be established.	2.38	1.00	2.0	10.0	33.5	32.5	22.0

N = 200

* Item reverse scored.

+ SA = Strongly Agree; A = Agree; U = Undecided; D = Disagree; SD = Strongly Disagree

research moneys should be allocated to studying families across the nation. Thirty-eight percent of the respondents agreed, 35 percent were undecided, and 27 percent disagreed.

For an overall index of responses concerning the Federal Government and family life, the twenty-seven items in this section were summed and yielded scores within the range of 70 to 114. The mean score of this distribution was 89.99 and the SD was 8.5. As a measure of reliability for this section, coefficient alpha was calculated and found to be .78, indicating substantial internal consistency of responses.

Informational Sources and the Family Field

In the day to day operations of the Federal Government, a great deal of decision-making must inevitably be done. Often, the adequacy of the outcome of these decisions concerning policy or programming is a function of the adequacy of information available prior to the decision making. In the formulation of policy, 53 percent of the administrators in this sample expressed the fact that they did not have adequate access to information about families. Before making policy decisions, 55 percent of these individuals stated they did not have sufficient information about families affected by proposed policies (see Table 23).

TABLE 23

Means (\bar{X}), Standard Deviations (SD), and Response Category Percentages for Adequacy of Family Information Items

Items	\bar{X}	SD	Response Category Percentages			
			% Yes	% No	% No Answer	% Not Applicable
45. In the formulation of policy, do you think you have adequate access to information about families?	1.74	.73	38.5	53.0	4.5	4.0
46. Before making policy decisions, do you have sufficient information about families affected by the proposed policy?	1.80	.72	34.0	55.0	7.5	3.5
N = 200						

The above cited information deficiencies were also reflected in the bureaucrats' lack of awareness of the family field of study. Remarkably, 70 percent of those polled were not aware that doctorates are granted at major American universities in Family Studies. In addition, 94 percent were unaware that the family field is represented by two national organizations. These responses were delineated in Table 24. When asked if they would like to receive additional information on the family field (e.g., names, addresses of major organizations, institutes, journals, and a small select bibliography), the majority (54%) said no while 43 percent expressed an interest in receiving such a fact sheet.

In the execution of their administrative duties, a third of the bureaucrats (34%) predominantly turned to HEW for information on families. Twenty-three percent turned to no one and 16 percent stated that this was not applicable to their administrative responsibilities (see Table 25). Only nine bureaucrats predominantly turned to the Census Bureau for information on families and only one respondent said he typically turned to universities for information of this type.

By inverting the question of information sources, it was discovered that 55 percent of these administrators were never called on by any agency, organization or bureau

TABLE 24

Means (\bar{X}), Standard Deviations (SD), and Response Category Percentages for Awareness of Family Field Items

Items	\bar{X}	SD	Response Category Percentages			
			% Yes	% No	% No Answer	% Not applicable
47. Are you aware that doctorates are granted at major U. S. universities in Family Studies?	1.72	.47	29.5	69.5	1.0	
48. Are you aware that the family field is represented by two national organizations?	1.98	.25	4.5	93.5	2.0	
N = 200						

TABLE 25

*Distribution of Respondents Sampled by Informational
Sources Predominantly Consulted for
Information About Families*

<i>Sources</i>	<i>N</i>	<i>%</i>
<i>HEW</i>	68	34.0
<i>None</i>	46	23.0
<i>Not Applicable</i>	32	16.0
<i>No Answer</i>	19	9.5
<i>Other</i>	16	8.0
<i>Census Bureau</i>	9	4.5
<i>Non-governmental Agencies</i>	5	2.5
<i>HUD</i>	5	2.5
<i>TOTAL</i>	200	100.0

for information about families. Twelve percent said the question was not applicable; 14 percent provided no answer; and 9.5 percent were called upon by HEW for information about families. When asked what Congressional Committee(s) they would turn to regarding the development of national family policy, 21 percent suggested the Senate Committee on Labor and Public Welfare, 8 percent recommended the House Committee on Education and Labor, a quarter of the respondents didn't know and an equal number gave no answer and "none."

A brief summarization of the data in this section yielded the following dismal outlook: Not only do Federal-level bureaucrats have inadequate access to information about families, but the information they do have is insufficient. They typically are unaware of the family field of study, and are not tremendously interested in learning more about it. As for exchange of information about families, HEW is perhaps involved in no more than a third of these exchanges, and existing storehouses of information about families remain unused.

The final item pertained to the personal orientation of each bureaucrat about the importance of his career versus his concern for the well-being of his family. An "unobtrusive" item was constructed to measure this variable and consisted of the following story-dilemma:

Mr. Jones is a high level government bureaucrat who enjoys working in a Federal Department. Neither his wife nor his children like the Washington area, nor the pressures involved in administrative government service. They would prefer that the family return to the Midwest. Mr. Jones was recently nominated for a promotion in the Department. Should he accept the nomination? Yes No

Forty-two percent of these bureaucrats asserted that Mr. Jones should not accept the nomination, and hence place his family first. On the other hand, 36 percent thought that he should accept the nomination, thereby placing job advancement as the top priority. Seven percent gave no answer on this item and 15 percent stated

that not enough facts were presented in order to make an appropriate decision. One bureaucrat employed in the Commerce Department regretfully stated: "I was recently in that position [. . . of having to accept a promotion] and I accepted. Our family life has suffered."

Open-Ended Responses

In this final section of the Federal Government and Families Inventory, the respondent was asked:

What specific or broad suggestions or recommendations do you have to (a) improve the quality of American family life and (b) to make the Federal Government more responsive to the needs and interests of families?

The responses obtained resulted in considerable diversity. However, six categories of responses were determined in order to summarize the results. Forty-nine bureaucrats presented positive suggestions, and many of considerable length. Eight bureaucrats had nothing positive to recommend and made only negative remarks. Fourteen persons were critical of the construction and content of the questionnaire. Four administrators were critical of the lack of parental responsibility in families today. Sixteen bureaucrats felt strongly that the Federal Government should be kept out of family life. There were five additional remarks that fell into the other category.

Substantively, the open-ended responses yielded generally a "traditional" viewpoint on family life and a "conservative" outlook on the future involvement of the Federal Government in the well-being of families.

As an example of a positive comment, the following remark was provided by a Defense Department bureaucrat who had worked for the Federal Government for over 20 years:

Study the family orientation of curricula in teachers colleges. Renew an emphasis on responsibility rather than individual rights. Provide awards to TV programs and films which contribute to wholesome family life.

A bureaucrat who worked for the Transportation Department for 6 to 10 years had the following critical remark to make about families today:

Improvements in the quality of family life must begin with the parents. We are now paying for the era of permissiveness introduced following World War II. Educators (so-called) such as Dr. Spock must take a large share of the blame for this.

The nihilism and frustration in the Federal bureaucracy became evident in the following comment made by an administrator in the State Department who had worked there for over twenty years:

I have a feeling that "the family" like "religion" is something that we don't want the federal government to get its "cotton pickin" hands on. The federal government's job is to see that the myriad of social agencies and programs do not in fact work against the family either directly or indirectly. Nor do we need a bureaucracy that becomes more interested in perpetuating itself than the family. There must be a

better way to provide welfare for social workers and researchers. This is a field for the Church(s) and private organizations and volunteerism.

And one suspicious Federal bureaucrat employed at HEW for 16 to 20 years had the following post-Watergate comment to make:

This questionnaire is either (1) ridiculous or (2) misdirected to me as a respondent. I know Federal executives have been accused of many crimes, I did not know they had been accused of destroying the American family.

As is evident, the open-ended responses to the questionnaire employed in this study yielded considerable richness of data. Additional comments from these bureaucrats will be incorporated into the following chapter.

Variance Analyses and Measures of Association For Selected Items

The first hypothesis to be tested was the following: Federal-level bureaucrats who perceive a decline in family life are more likely to support the establishment of national family policy. Therefore, a positive association was predicted. To examine this expected relationship, a Pearson Product-Moment Correlation was computed between these two variables. The resultant correlation was negative, but not statistically significant. This correlation coefficient and the others for this section can be found in Appendix E. The first hypothesis then was not supported.

The second hypothesis concerned length of government service and opposition to family representation. Specifically, it suggested that the greater the length of a Federal-level bureaucrat's government service, the more likely it is that he will oppose family representation in the government; thus, a positive correlation was expected. The computed correlation coefficient was positive, but not significant. This hypothesis was also not supported.

It was asserted in the third hypothesis that the level of a bureaucrat's education does not affect his attitude on favoring the establishment of a governmental family-oriented structure. A one-way analysis of variance was computed to test for the null hypothesis between levels of education completed (high school; college; graduate school; and post-graduate school) on the attitude concerning the establishment of a family-oriented governmental structure. The F ratio obtained was not significant. Hence, the educational level of bureaucrats does not relate to agreement on establishing a family-oriented structure in the Federal Government.

The fourth hypothesis suggested that bureaucrats employed in certain Federal Departments oriented toward people-problems (e.g., HEW, HUD) are more likely to favor the establishment of national family policy than are

bureaucrats in other Departments. A one-way analysis of variance was conducted to test for significant differences between Federal Department orientation (people-oriented versus non-people-oriented) on the attitude concerning the establishment of national family policy. The resulting *F* ratio was not statistically significant. Therefore, the fourth hypothesis was not supported.

It was asserted in the fifth hypothesis that the greater the bureaucrat's awareness of family demographic characteristics, the more likely it is that he will advocate the establishment of national family policy. A Pearson Product-Moment Correlation was computed between these two variables and was not statistically significant, indicating lack of association between awareness of family demographic characteristics and the attitude favoring the establishment of national family policy.

Tables providing the full statistical information for the ANOVAs conducted for hypotheses 3 and 4 can be found in Appendix F.

Additional Measures of Association

A secondary set of intercorrelational analyses was conducted to provide supplementary statistical information on variables of interest as well as to provide possible suggestions for future research.

Pearson Product-Moment Correlations were computed only on those variables composing the hypotheses and frequency distributions. The following Pearson Product-Moment correlations by no means represent the total number of significant correlation coefficients obtained. Rather, they were selected on the basis of their relatedness to the hypotheses and expected frequency distributions, their magnitude (+.40), and statistical significance (.001).

As might have been expected, the variables that centered on new governmental action with respect to family life (e.g., establishing Family Impact Statements, national family policy, and a Federal Office of the Family) were strongly related. Specifically, the more a bureaucrat agreed that it is important that a Federal level Office or Bureau of the Family be established, the more likely he was to agree that the Federal Government should establish a national family policy (+.49), as well as Family Impact Statements (+.63). The more a bureaucrat agreed that a national family policy should include provisions for the development of family support systems with a family-centered program orientation, the more likely he was to agree that a national family policy be established (+.49), as well as Family Impact Statements (+.47), a Federal-level Office or Bureau of the Family

(+.48), that more research moneys be allocated to studying families across the nation (+.43), and that a national family policy, while not ignoring the needs of individuals, should view the individual within the context of his/her family (+.51).

In addition, it was found that the more strongly a bureaucrat agreed that the Federal Government establish national family policy, the more likely he was to agree that the establishment of mandatory Family Impact Statements (equivalent to Environmental Impact Statements) on all new legislation is important (+.55).

CHAPTER V

DISCUSSION OF THE RESULTS

This study was designed to assess the attitudes and opinions of Federal-level bureaucrats with respect to: contemporary American family life; national family policy and programming; family representation; and recommendations and/or suggestions for further assisting family life.

The nature of this study was essentially "descriptive" and focused on an area of inquiry not previously empirically examined. The "exploratory" and "preliminary" character of the data obtained necessitated careful exposition of each item using frequency distributions. Although other statistics and tests of significance were employed here, these procedures yielded less fruitful overall results than did the individual frequency distributions. Hence, the predominant emphasis of this discussion is centered on further interpretations of individual and grouped item responses. For consistency in the discussion of results, the same topical order of presentation as the preceding chapter will be followed.

Contemporary American Family Life

The majority of Federal-level bureaucrats sampled in this study affirmed the troublesome state of

contemporary American family life. Indeed, nine out of ten respondents thought that conditions were such that today there is a need for strengthening the weakening and declining institution of the family. This perception is well aligned with that of numerous professionals in the family field. Buckland (1972), Ackerman (1970), Blackburn (1971), Bronfenbrenner (1974), Vincent (1970) and others have concurred that family life today is both in trouble and in need of help. It is interesting to note that Federal-level bureaucrats share equivalent perceptions with family professionals, having had little to no exposure to the family field of study.

Specifically, nearly nine out of ten administrators queried in this research thought that families were subject to more pressure today than ever before. Such high agreement could be attributed to a number of possible factors. Perhaps the most likely candidate for influencing bureaucrats' attitudes has been the recent hearings of the Senate Subcommittee on Children and Youth pertaining to American families. This particular hearing received considerable public attention in both the printed and mass media. And yet, the extent to which bureaucrats attended to this hearing might be questioned since most (1) were not social scientists by training; and (2) were not in people-oriented departments. In any event, the attitudes expressed here

that families need assistance and are experiencing difficulty were congruent with other related variables assessing similar attitudes.

Agreement lessened when considering whether or not families are subject to arbitrary invasions of their privacy by public agencies. On this issue, only half of the respondents agreed with the perceptions of Pollack (1967), Mencher (1967), and Koprowski (1973) that the social system unduly invades the privacy and inner functioning of family life. Perhaps the halo effect was operative in this instance, since admission to this "injustice" would necessarily implicate some bureaucrats. However, this same halo effect could have been operating in the informational sources and the family field section of the questionnaire, and from most indications, it was not.

One out of two bureaucrats agreed with Cohen and Connery (1967) and Vincent (1970) that families today are experiencing a pervasive sense of powerlessness. This lowered agreement rate might be explained by a reliance on the traditional attitude of self-reliance and individualism as the two attitudes came into cognitive dissonance. This self-reliant attitude was expressed by one bureaucrat employed by the Treasury Department when he asserted: "struggle breeds character both in individuals and families."

Nearly two out of three bureaucrats stated that preparation for family life was inadequate. Such a high response was unexpected. Each institution, family, school, and church, was cited as not providing adequate preparation for young people for family life. In addition, the bureaucrats were asked if a total family life education program should be developed. Here, not surprisingly, only one out of two agreed. The same number agreed that family life education should be provided in all public educational institutions. With the continued inflammatory nature of the sex education controversy, it is remarkable that nearly half of these administrators thought this way. Perhaps this signals a positive and hopeful change from a strongly reactionary position on sex education and family life education to one that is more characterized by rational recognition of need and importance. It should also be noted that a quarter of these administrators were undecided on this issue, and hence, with proper "courting" (information sharing, pressure, and advocacy) could be convinced of the merits of such educational programs.

Another component of contemporary American family life is demography. As indices of familiarity with family demographic trends, four factual statements were presented to the respondents. Two of the four were correctly answered. Most bureaucrats in the sample were undecided (48%) or

incorrectly agreed that nearly three out of five children have mothers in the labor force. In reality, it is closer to four out of ten children (26.2 million to 64.3 million children) who had mothers in the labor force. When asked about family income sufficiency, a much larger discrepancy was found. Fifty-five percent of the sample incorrectly disagreed that one half of all U. S. families have insufficient income in order to maintain a modest standard of living. While feasible yet unlikely, perhaps this might be attributed to a type of wish-fulfilling perception that lessens the amount of role stress associated with high level decision-making and by denying the undesirable consequences of certain policies. Then again, this response might be attributed to misinformation or political orientation and/or philosophy of the present Administration, or the use of different criteria in assessing a "modest standard of living." In any event, the majority of respondents correctly identified the percentage of working wives in the labor force as well as the declining size of families since the mid-1960's.

As noted above, basic philosophical orientations can bring much influence on the process of decision-making. For this reason, it was important that the basic orientations of these bureaucrats toward family life be assessed. It was not surprising to find that nine out of

ten respondents thought that the family is the basic and most important social unit and that six out of ten thought that the nuclear family is the ideal family form. Hence, it can be assumed these two attitudes stand as benchmarks, against which decision-making for subsequent policies and programs will be measured.

As a corollary to the importance of assessing basic orientations, some measure of "toleration of differences" was also viewed as meaningful. It was found that the majority of bureaucrats agreed that variant family life styles contribute in a meaningful way to American society. Most felt that with the acceptance of these alternate life styles that this did not signal the doom of the American family. This latter attitude stands in agreement with previous questions eliciting the importance and viability of family life, however, the previous attitude concerning alternate or variant life styles demands some interpretation.

There is little doubt that alternate life styles have received substantial and supportive press coverage. Not only have these new life styles been encouraged, but lack of support for them has been designated "straight," "conservative," and generally "out of it." As a consequence, it is suggested here that rather than appear in these negative images, bureaucrats preferred to be viewed

as "with it," since a good public image is a key ingredient to occupational longevity. An alternate explanation would suggest that these bureaucrats are actually sympathetic to social change and receptive to innovative intimate environments. In terms of policy consequences, if this "toleration of differences" index is to be believed, then the implications for programming and policy are enormous, especially in the direction of the suggestions made by the White House Conference on Children in 1970. Due to the nature of this index, i.e., exploratory and preliminary, due caution should be exercised in the expansion and application of this finding to policy formulation.

Federal Government and Families

The greatest amount of utility was expected from this section of the questionnaire, especially since no other study had been undertaken in this area.

The concept of family representation, as repeatedly pronounced by Vincent (1970), Billingsley (1974), Mondale (1974), and Rue (1973), elicited some valuable comments. The majority of these bureaucrats thought that American families do not have strong, powerful, or effective spokesmen at all levels of government. Furthermore, three out of four respondents stated that those who represent American families do indeed deserve "equal and

legitimated access" to the Federal Government. Hence, from the perception of some of the highest government officials in the Executive Branch, a void currently exists in the adequacy of family representation. With this kind of bureaucratic support, it should not be so overwhelming a task to begin conceptualizing, planning, and implementing courses of action that would insure greater family representation in governmental procedures. There are a number of possible means through which this idea could become a reality: establishing a "Families Lobby;" national family polls on key legislative or administrative issues; expansion of a broad based family interest alliance of both professionals and families across the nation; an Office of Family Advocacy; etc.

On this same topic, one out of two respondents was undecided on the adequacy in which the Family and Youth Division of the Office of Child Development represents the needs of families in the Executive Branch. This apparent discrepancy might be best explained by the fact that most of the bureaucrats polled had little or no familiarity with this Division within HEW. In support of this explanation, only one third of the bureaucrats identified HEW as an information source on families, and no one specifically mentioned the Family and Youth Division within HEW.

As was noted in chapter two, with the emergence of inflated pressures on American families, a number of family professionals and organizations have advocated the development of national family policy. That such a policy has never explicitly existed can in large part be attributed to a continued bias toward the welfare of the individual. Curiously, about half of the respondents disagreed that the proper concern of the Federal Government should be the welfare of the individual, not family life. At the same time, an equivalent percent thought that the Federal Government does not unjustly discriminate against the family in favor of the individual. If indeed there is a "liberalizing" trend in government administrators widening their perceptions to include the welfare of families as wholes, then there is much that can be done quickly to re-focus existing policies and programs. This is particularly important considering that three out of four bureaucrats sampled now realize that Federal policies and programming have traditionally focused more on child development than on the needs of the family as a whole.

Further support for the establishment of some form of national family policy could be derived from the following results: (1) nearly half of the bureaucrats believed that the Federal Government takes families for granted; and (2) three out of four asserted that existing

policies, programs and services affecting families are typically fragmentary, overlapping, and often conflicting.

On the other hand, the establishment of national family policy was contraindicated by the following data: (1) only one out of four bureaucrats felt that there is a great deal of Federal concern for families; and (2) four out of ten bureaucrats disagreed that a national family policy should be established. However, an equivalent number was undecided on this latter issue.

There appears to be genuine trepidation on the part of those bureaucrats to tread where the government has been reluctant to step. This is congruent with Nixon's and now Ford's "minimal social intervention policy." Most bureaucrats seemingly perceive families as needing help and deserving representation, that no government family policy or representation currently exists, and that families have not been perceived or helped by policies and/or programs in a holistic manner. Having accepted the fact that the government inadequately deals with families as families, no strong agreement was reached as to what should be done. Instead, more agreement was obtained in the expression of disagreement with proposed governmental action. This might be attributed to the "traditional" nature of the sample and its occupational orientation. More likely though, these attitudes

corroborate Schorr's (1972) explanation as to why national family policy will not be developed in the near future. His position could be paraphrased to read: what could be won't be, because what was, is, and should be, namely, no family policy.

One might also speculate in this post-Watergate era of government skepticism and despair that an insidious social and governmental philosophy is being inbred: nihilism. Essentially, this philosophy entails (1) the rejection of the valuable contributions that the Federal Government has made or can make in social problem-solving; (2) an acceptance that the least governmental intervention is the best; (3) a resignation that the future will best evolve naturally, on its own; and (4) that not enough knowledge is available to be validly communicated to the public for their decision-making, or based on which anything can really be done with any kind of sufficient impact. Therefore, nihilism may help explain the apparent discrepancy between problem awareness and action inhibition, in this case, between awareness that family life is undergoing tremendous pressures and that the Federal Government is reluctant to take remedial or preventive actions. This is not to ignore the existence of a deficit Federal budget, nor the existence of an unstable inflationary period as possible impediments to new Federal

activities on behalf of American families. Nevertheless, Federal expenditures have and continue to be very much a function of Federal values, which in turn have tended to take families for granted.

Considering the existing support for the development of national family policy among family professionals and family-oriented organizations, as well as limited Congressional interest, the following results could be of use in future deliberations. If a national family policy were constructed, nearly three out of four respondents agreed with Chilman (1973) that it should not be distinct from public social policies. Six out of ten bureaucrats concurred with Moynihan (1965) that such a policy should be viewed as a general policy orientation rather than a series of specific policies. Agreement on these two issues is not surprising since both suggest the road of least resistance to what currently exists. In both cases the explication of something new is not necessary or desirable.

From this writer's perception, proceeding along the course of policy formulation suggested by Moynihan (1965) would not be advantageous. Specifying national policy in "vague generalities" borders perilously close to pure political rhetoric. As was found with the Equal Opportunity Act, merely invoking rhetoric without actual

policies or action plans tends to increase the expectations of the proposed recipients, as well as to increase their frustration when the rhetoric is never transformed into the fruits of the promise. Hence, the new condition becomes worse than the first.

Concerning the actual components of a proposed national family policy, a number of points can be made. First, the majority of bureaucrats sampled asserted that such a policy should focus on individuals within the context of his/her family. In this respect, a compromise was struck between the reliance on individual welfare and a growing concern for the well-being of families as wholes.

Second, nearly one out of two respondents concurred that the inclusion of family support systems and a family-centered program orientation were important. It is suggested that this fairly low agreement rate could be best explained due to poor wording of the questionnaire item. For some, "family support systems" meant the development of a socialistic state, for others, it meant family assistance plans of solely a monetary nature. Both of these positions are unpopular and contrary to the American dream.

Third, only moderate support (one quarter of the respondents) was recorded as favoring the inclusion of measures to eradicate sexism. In fact, the plurality

(four out of ten bureaucrats) favored the exclusion of such measures from national family policy. While this does not mean that most of these administrators favored sexism, it may however suggest that (1) there is very limited agreement about what measures should be taken to address the condition of sex discrimination; (2) that inclusion of such measures in a national family policy is not desirable; and/or (3) that compensatory transitional measures are perhaps unwarranted.

Fourth, the value component of a national family policy was clearly specified by the bureaucrats in this sample. A solid majority affirmed the core objective of such a policy to be the maximizing of the strengths and effectiveness of families, fully respecting the diversity and pluralism of family heritages and/or life styles. This latter attitude confirms agreement on previous items regarding variant family forms. A value orientation that solely embraces limited variance of the human condition is not only a poor policy orientation in the sense of enhancing the general welfare of citizens, but more importantly, it denigrates and denies freedom of expression to those for whom it is intended. Happily, little to no support was evidenced here for this kind of governmental restrictiveness.

And fifth, most bureaucrats agreed that policy emphasis solely on the economic well-being of families is insufficient. This in itself marks a major shift in thinking from the past. As Schottland (1967), Guillot (1971) and Drucker (1968) have noted, primary governmental concern for families has centered on economic support. Perhaps this might be attributed to the generation of recent considerable interest in "Social Reports" on the nation, to an increased sensitivity to social problems, and to the realization that the existence of financial security does not ipso facto guarantee the existence of growth, maturity, satisfaction, and a mentally healthy environment for marriage and family life.

An area of particular current interest is that of monitoring the impact of proposed legislation and policy making. Environmental Impact Statements have been mandated by Congress and successfully employed. Mondale, the White House Conference on Children (1970), and others have advocated the establishment of an equivalent statement, a Family Impact Statement on all new legislation. Better than half of the bureaucrats in this study disagreed that such statements are needed. However, this might be explained by the fact that these bureaucrats perceived the establishment of these new statements as just another administrative burden they would prefer not to shoulder.

In actuality, with nearly one out of every four respondents agreeing with the concept of a Family Impact Statement, and a quarter who were undecided, sufficient support could perhaps be generated for its successful passage and implementation in the near future. Not unlike other new policy initiatives, the establishment of Family Impact Statements may eventually become a reality after an appropriate length of time has passed in which sufficient mobilization of support has occurred.

Another proposal that has received some consideration recently is that of establishing a Federal-level Office, Bureau or Department of the Family. Such an administrative move would seem warranted if there is substantial agreement that (1) families in America are in trouble and in need of assistance; (2) that existing representation for families in the governmental process is inadequate; and (3) what policies and programs that do exist are actually fragmentary, overlapping and often conflicting. The majority of responses on each of the above items was affirmative. And yet, when specifically asked about establishing a new family-oriented governmental structure, slightly more than half of these bureaucrats stated that there is no need for such a structure, and that such an agency or bureau is simply not important, at least within the Federal Government. This conclusion

bears little resemblance to a logical response from the previously cited problem areas. More typically, it reflects the growing philosophy of nihilism. Perhaps it is just the timing of such a proposal at this point and in this Administration that is so strongly opposed. Even so, the response of many a bureaucrat in the open-ended section of the questionnaire lends corroboration to the nihilistic position that the best way the government can help families is to leave them alone.

If the best government is the least government, then ruefully, families can expect a resurgence of a policy of "benign neglect" from Washington. Faced with growing psychological, environmental, economic, and relational stresses, the additional burden of governmental inattentiveness may well be the straw that overstrains the family's institutional back. By directing inadequate attention to the myriad problems affecting American families, the Federal Government could well be positioning itself further from the reality and problems of its citizenry, and even further from the ideal of democratic responsiveness to the needs of the families of people for whom it governs.

A final point can be made in this regard. Most of the advances in health, education, aerospace, communication, transportation, defense, daily living, industry,

and safety can be directly attributed to billions of dollars expended for both applied and basic research. Given the primacy of family life and the fact that comparatively little is known about optimum family functioning, marital growth, and child development, it would seem appropriate and logical that more research moneys be allocated for studying families across the nation. Yet here too, meager support was lodged for such efforts (barely four out of ten respondents concurred). If so little agreement within the Executive Branch can be mustered for such a rudimentary activity as research then it is doubtful that major advancements in the family field will be forthcoming due to funding limitations. It is also unlikely that the immediate future will yield substantial governmental activity in terms of supportive family policy-making and programming at the Federal level. Specifically, in the 94th Congress, this most probably signals insufficient legislative support for the Child and Family Services Act of 1974 and the Family and Household Research Act of 1975.

Informational Sources and the Family Field

As was mentioned in the previous section, not even half of the respondents thought that more research moneys should be allocated for studying family life. This position is remarkable when paired with the admission by

half of these bureaucrats that they (a) do not have adequate access to information about families; and (b) that they do not have sufficient information about families affected by proposed policies. This admission of information inadequacy is not so remarkable though when viewed against an equivalent percent who feel that there is little Federal concern over the quality of American family life. Pronouncements of this nature make one wonder what indeed are the top officials in government basing their decision-making on. Unfortunately, this study did not have as its primary focus what means or information bureaucrats employ in decision-making affecting families. Admittedly, if valid responses could be obtained, such a study would be most lucrative.

In the preceding chapter, it was noted that most bureaucrats were seldom the donors of information about families, and seldom asked existing storehouses of information for a better understanding of those families potentially affected by their policy deliberations. Furthermore, the majority of these bureaucrats did not even want to receive a "resource sheet" describing numerous sources of information concerning the family field of study. This kind of behavior might well be attributed to the time constraints under which these bureaucrats are placed,

as well as typical coping responses to the explosion and pollution of information so prevalent today.¹

Allowing for the tentativeness of these findings, sufficient evidence has been obtained here to warrant disagreement with the conclusions reached by Caplan (1974). Of those that responded, it would appear that many Federal-level bureaucrats are not all that concerned about the adequacy of their information, and are typically not interested in obtaining more information about families, or the field of family study.

Informational deficiencies were also manifest in the bureaucrats' lack of awareness of the professional field of the family. Fully seven out of ten bureaucrats were not aware of doctorates being granted at major universities in family studies. This admission alone indicated (1) how new the family field of study actually is; (2) how little is known about it in Washington; (3) perhaps why the professionals representing the family field are seldom called upon for information; (4) how "academic" and non applied the family field really is; and (5) how much public relations work lies ahead for the

¹Several strategies for coping with the information explosion were suggested in: Rue, V. "Retooling Information Systems for Aging." International Journal of Aging and Human Development, 4:4, Fall, 1973, 361-374; information pollution is further delineated in Rue, V. "The Troublesome Ecology of Information." Submitted to the Harvard Educational Review, 1975.

field to have substantial impact nationally. And as a footnote to the last point, more than nine out of ten of the administrators sampled had never even heard of the National Council on Family Relations (founded in 1938) or the National Alliance for Family Life (founded in 1972).

Having examined the results obtained in this study, all the ingredients for a vicious cycle of information deficiency can be constructed. Most of the bureaucrats studied have freely admitted to inadequate access to information about families, and information insufficiency about families affected by proposed policies. Because the family field is neonatal in its professional growth, little is known of it or on whom to call for information. However, substantial storehouses of information about families do exist, but remain predominantly unused because they are unknown. Most bureaucrats balked when invited to receive resource information about the family field. As a result, their decision-making will continue to be impaired by informational deficiencies. And for their part, family professionals will continue to spew forth volumes of research independent of and oblivious to governmental concerns and activities. Most likely, this research will never reach those national policy-makers whose decision-making vitally affects the families for whom family professionals seek to serve.

Open-Ended Responses

The open-ended responses in this study were obtained from asking bureaucrats what suggestions or recommendations they had for improving the quality of American family life and how to make the Federal Government more responsive to the needs and interests of families. Of concern here are the forty-nine bureaucrats who presented positive suggestions. What follows are the shortened and paraphrased suggestions or recommendations of the bureaucrats in this study:

1. Develop ways government can encourage child-rearing.
2. Develop recreational, spiritual and avocational programs for the sub-marginal economic status families that would include the whole family.
3. "Families need to develop a national policy to deal with the Federal Government."
4. Establish broad-based "family interest groups" for effective lobbying power.
5. Develop with public participation and approval, a policy of Federal intervention in family matters. It should include the definition of family responsibilities, sex education, how to deal with social problems, etc.
6. Develop preparation for living and relationships by instituting programs or courses involving parents and children.
7. Parents and prospective parents should have access to programs which expose them to the kinds of problems they may encounter so that they will be able to spot the early signals and attempt remedial action.

8. *Assist and encourage parents to maintain effective discipline--not just in a punitive sense but to instill in their children sufficient self-discipline necessary to channel their efforts into constructive pursuits.*
9. *Obtain and disseminate information that will encourage and assist parents to be more effective and to make children understand the importance and value of the family and their part in it.*
10. *Provide governmental support in those areas that tend to bring families closer together, i.e., parks, recreation facilities, school programs requiring both students and parents to participate, during a time when parents are available to participate.*
11. *Provide equality in taxation to individuals as well as families.*
12. *Make available and well advertised but not required, various courses and literature on how to improve family life.*
13. *Find out from the public what they want before deciding what they need and what is good for them.*
14. *Help only those persons that want help.*
15. *Provide "minimum income" assistance to enable a flow of economic self-sufficiency for households of related individuals.*
16. *Expand and improve social supports for the family, such as day care centers, child care, health and social services, education for family life, and family recreational opportunities.*
17. *Increased Federal funding for the following: What role is played by families in building and maintaining a strong society; what elements are most important, which are not; what causes disintegration or weakening of the important elements; what can be done about such weakening.*
18. *Congress could pass legislation recognizing the importance of the family unit.*

19. *The Executive Branch could commit itself to placing a high priority on issues that have impact upon family life and not worry so much about extraneous matters.*
20. *Federal responsibility should be shifted to cities and counties which are by their nature better equipped to deal with social aspects of life. The Federal role should be one of leadership in developing philosophy and rationale of need for family units that could result in local programs to support family-oriented services.*
21. *Develop more and stronger advocate groups for family life and families.*
22. *Establish "welcome wagon service" to families as a whole, when moving into new communities.*
23. *Provide community-based family programs, services, clubs, and special recreational programs.*
24. *In each Federal Department, establish a Special Assistant to the Secretary for Family Life, or to the President, and/or the Domestic Council.*
25. *Promote the issuance of an Executive Order to consider the impact of rules and regulations on the family prior to their issuance.*
26. *Create more camping and recreational facilities to allow more family experiences by divorcing individual members from TV and telephones.*
27. *In trying to initiate closer family ties, the initiation of a four day work week should be undertaken.*
28. *Remove the psychological compulsions to marry young, so that both partners have some job experience and experience at coping.*
29. *Encourage more public information from private organizations which would identify family interests in tax, energy, welfare and other legislation.*
30. *The Federal Government should provide an example by providing family counseling for its employees.*

31. *Develop a "self assessment check list" to teach people how to be more responsible parents and so that they may know how they stack up against a "model parent."*
32. *Publicize better who is doing what in the Federal Government about national family policy and stimulate more comments by American families regarding their preferences in this area.*
33. *Make courses and/or counseling obligatory for couples planning marriage, and provide free abortions and birth control.*
34. *Legislate a nine month waiting period between application for marriage license and the legalization of the union.*
35. *The Department of HEW should emphasize the teaching of moral and ethical standards in public schools and institutes of higher education receiving Federal funding.*
36. *Create a national research institute on the quality of family life.*
37. *Federal programming as well as state programming must begin to deal with the family unit not just with individuals. A reorientation of present efforts and new definitions for future programs are needed.*
38. *Develop cross-cutting policies and strategies between the agencies of HEW with family related responsibilities.*
39. *Establish incentives to keep families together as well as promoting reconciliation.*
40. *Greater responsiveness can best be attained by bringing together all the fragmentary efforts in the Federal establishment under one agency or department. At present, perhaps 25 different agencies touch on various aspects of family life. Too, greater collaboration across disciplinary lines into something approaching a systems approach to the family is greatly needed.*

No simple summary of these suggestions or recommendations is possible. They reflect considerable diversity and latitude both in problem conceptualization and action orientation. They also indicate that substantial consideration has been given by some bureaucrats to the plight of American families and what remedial action could be taken to alleviate these problems.

Hypotheses

The first hypothesis concerning perception of decline in family life and support for the establishment of national family policy was not supported. Hence, there appears to be no significant association between these two variables. It is probable that support for the formulation of national family policy exists independent of perceptions of family life, and is perhaps more related to perceptions of the adequacy of governmental operations. Such a conclusion could be surmised from the data obtained from the open-ended responses.

Hypotheses four and five also concerned the establishment of national family policy. They too were not supported. In testing hypothesis four, it was found that the people-problem orientation of the Federal Departments did not significantly affect bureaucrats' opinions on formulating national family policy. Other sources of variance may have been operating here. If

potential intervening variables were controlled, such as government service, educational level, and others, perhaps more precise determination could be assessed as to those factors directly affecting agreement on establishing national family policy.

Hypothesis five concerned the relationship between awareness of family demographic trends and agreement on establishing national family policy. It was not supported.

The attitude favoring the establishment of national family policy then was unrelated to any of the independent variables identified with hypotheses one, four and five. The elusive character of this dependent variable is corroborated by the paradox suggested elsewhere in this study: while bureaucrats perceive families today under more pressure and stress than ever before, they are unwilling to take governmental action to alleviate this troublesome condition. Governmental action including the establishing of national family policy, Family Impact Statements, a new Federal Office or Bureau of the Family, or even allocating more research moneys to study families nationwide was rejected. Apparently, in the perception of most of these bureaucrats, the time is not ripe for formulating family policy at the Federal level, yet relatively little explanation can be proffered as to why.

Hypothesis two concerned length of government service and opposition to family representation. It was found that there was no significant association between these two variables. In fact there may be some evidence to suggest that the opposite may be true: as years in government service increases, the greater the likelihood that agreement is reached favoring family representation. Fully three out of four respondents thought that those representing American families deserve equal and legitimated access to the Federal government process. Most of the bureaucrats included in this sample had worked for the Federal Government for over twenty years.

Hypothesis three suggested that the level of education of bureaucrats does not affect the attitude of favoring the establishment of a governmental family-oriented structure. This null hypothesis was supported. It should be remembered that most of the respondents felt that it was not important that a new Federal Office or Bureau of the Family be established. Apparently this attitude was also affected more by pre-existing perceptions of the adequacy of governmental operations than by any real distinction drawn between educational levels.

Methodological Considerations

Concerning the sample itself, several characteristics were unexpected. The average age of the respondents (43.6 years old) was considerably lower than anticipated. This was especially surprising considering the fact that four out of ten bureaucrats sampled were at the two highest levels of government service (GS 17 and 18), and the same number had worked for the Federal Government for over twenty years.

With respect to sample homogeneity, marital status was ranked first with nine out of ten bureaucrats married. Bureaucrats with families (nearly nine out of ten) was ranked second, followed by more than two out of three having 2 to 4 children. This finding is consistent with other studies that have demonstrated that most top administrators, both in government and the private sector, are married and have average-sized families.

In this particular study it was surprising to find that eight of these top government officials had no more than high school diplomas, and a third of the sample had only bachelor degrees. It is also important to note that lawyers accounted for no more than fourteen percent of the sample. This too appears unusual for government service at this high level.

Given the inadequacy of a single item index, it was unexpected that a slight plurality (better than four out of ten) of the respondents decided that they preferred to "work to live" rather than "live to work." In effect, they chose their families first over job advancement in answering the question concerning the dilemma of the Jones family. Perhaps this indicates a reawakening of the primacy of personal relationships and familial intimacy over the achievement-success-identity syndrome males have been so socialized into accepting.

As to sampling procedure, a twenty percent return rate was expected and achieved. Such a low response rate is not generally considered representative of the target population, but was, however, adequate for the purposes of this study. There is little doubt that the return rate could have been enhanced by follow-up mailings. For this study, these additional endeavors were contraindicated by lack of sufficient funds and time.

There is also little evidence to suggest that precoding the return envelopes substantially inhibited the return rate. In only one instance was the precoded envelope torn so that the respondent's Federal Department could not be identified.

Surveying high level bureaucrats by mail questionnaire had the advantage of time and convenience over the

relentless difficulties encountered in interviewing.² Given the surprising amount of open-ended responses obtained, it is suggested that on future questionnaires, more such questions be included.

As to the actual construction of the Federal Government and Families Inventory, several comments should be made.

First, the length of the instrument appeared satisfactory. Four pages of predominantly forced-choice items enticed and assisted the respondent by reducing the completion time.

Second, it is suggested that the color of the paper (buff), and type-setting of the printed material assisted the response rate by "dressing-up" the instrument.

Third, in reference to the internal consistency of responses in the first section of the questionnaire (Contemporary American Family Life), coefficient alpha was computed and yielded a .34. The strength of this coefficient is rather low and suggests low reliability on how respondents answered consistently on each item and for the section as a whole. Nevertheless, it should be

²These problems are identified in Becker, T, and Meyers, P. "Empathy and bravado: Interviewing reluctant bureaucrats." Public Opinion Quarterly, 38:4, Winter 1974-1975, 605-613. Having read of the unethical tactics suggested by these authors, it is a wonder that bureaucrats are as responsive as they are to research.

noted that the obtained coefficient does in fact reflect the intended nature of this questionnaire section: considerable topical and attitudinal heterogeneity.

Fourth, the internal consistency of responses for the second section (Federal Government and Families) was much better than the first section. The alpha coefficient for this section was .78, indicating good reliability. Greater item "likeness" was constructed intentionally for this section dealing solely with the Federal Government.

And fifth, there are several items in the questionnaire that need rewording or deletion. A number of respondents indicated a lack of familiarity with several of the phrases and words used, e.g., "variant family life styles," "alternate life styles," "family powerlessness," "family policy," "family support systems," and "family life education."

CHAPTER VI

SUMMARY AND CONCLUSIONS

The purpose of this research was twofold: first, to assess the bureaucratic climate at the Federal level as to the circumstances facing contemporary American family life, family representation in government deliberations, the generation of supportive national family policy, and the establishment of a Federal agency or structure devoted specifically to the concerns of families; and second, to provide a substantive information base to assist those professionals in family-oriented fields to develop effective political and governmental support in launching family advocacy programs.

Given the exploratory nature of this research, a "one-shot case study" survey design employing mail questionnaires was used. A new instrument was constructed, entitled, the Federal Government and Families Inventory. It was derived from an extensive search of the literature. Items were selected by five qualified judges. In its final form, the instrument consisted of four pages and 63 items, most of which were forced-choice and Likert scaled.

The subjects for this research were randomly drawn from a selected listing obtained in the U. S.

Government Manual (1974-1975). Of 1,496 bureaucrats listed in the Manual, 1,000 were randomly selected and mailed questionnaires. Hence, the population under consideration consisted of the highest grades of government employees within the eleven Federal Departments. A twenty percent return rate was realized, for a total sample size of 200 bureaucrats.

The data obtained were analyzed with the assistance of the Statistical Package for the Social Sciences computer program. Frequencies, means, standard deviations, and percentages were computed for each individual item as well as sectional totals and subtotals. The five hypotheses of this study were tested using inferential statistics to test both for significant associations as well as significant differences between means. Specifically, Pearson Product-Moment Correlation coefficients were computed as well as one-way analyses of variance.

Four of the five hypotheses generated for this study were not supported. The one hypothesis supported stated that the level of a bureaucrat's education does not significantly affect his attitude favoring the establishment of a governmental family-oriented structure. Hence, it was found that (1) Federal-level bureaucrats who perceive a decline in family life were not necessarily more likely to support the establishment of national

family policy; (2) the length of a Federal-level bureaucrat's government service was not significantly associated with his opinion on family representation in the government; (3) the people-problem orientation of Federal Departments did not typically affect a bureaucrat's attitude favoring the establishment of national family policy; and (4) bureaucrats' awareness of demographic family trends was not significantly associated with the attitude of favoring the establishment of national family policy.

Concerning contemporary American family life, most bureaucrats agreed that (1) family life in this country is indeed in trouble and in need of help; (2) churches, schools and parents are inadequately preparing young people for successful family living; (3) programs of family life education are needed and should be established; (4) family life today is basic and important, and that the nuclear family is the ideal form; and (5) even though variant family life styles contribute in a meaningful way to American society, the family is not becoming obsolete.

With respect to the Federal Government and families, most bureaucrats agreed that (1) American families did not have strong, powerful or effective spokesmen at all government levels, and deserved to have more adequate representation; (2) the individual, rather than families, should

not be the proper concern of the Federal Government;

(3) the Federal Government does not unjustly discriminate against families; (4) typically the Federal Government has only focused on the needs of children versus whole families; (5) the Federal Government tends to take families for granted; (6) little to no progress has been made at the Federal level in establishing national family policy; (7) there is little Federal concern over the quality of American family life; (8) establishing national family policy is not necessary; (9) if a national family policy were established, it should not be distinct from public social policies, should view the individual within the context of his/her family, should include provisions for the development of support systems, should exclude required compensatory transitional measures to eradicate sexism, should maximize the strengths and effectiveness of families, and should respect the diversity and pluralism of family life styles; (10) the establishment of Family Impact Statements is not important; (11) policy emphasis solely on the economic well-being of families is insufficient; and (12) there is no need for establishing a family-oriented structure or agency in the Federal Government.

Concerning informational sources and the family field, it was found that most bureaucrats have inadequate access to information about families as well as

insufficient information about families affected by potential policies. Most of these bureaucrats were unaware of the family field as a professional area of study, and typically, most were uninterested in learning more about it. Regarding the exchange of information about families, HEW is perhaps involved in no more than a third of these exchanges, and existing storehouses of information on families remain unused.

An examination of the personal data on each respondent revealed the average bureaucrat to be 43 years old, married for over 26 years, a family man with approximately three children, a college graduate who most likely attended Graduate School, had a GS rating of 17 or 18 after having worked for the Federal Government for over 20 years, and who tended to place his family first over his job.

On the basis of this study, a number of recommendations should be considered for future action and research.

First, if the Federal Government and Families Inventory is to be used in future research, it should be subject to tests of orthogonality by factor analysis. In addition, various items need re-wording. Several more open-ended questions should also be added.

Second, more research of this nature should be conducted and addressed to replications and further explorations of the feasibility of national family policy

and programming. As a second phase of this research, this writer shall examine the attitudes of the members of the 94th Congress on the same variables measured here. The third phase shall examine a nationwide sample of families on their attitudes and opinions about the responsiveness of the Federal Government to their needs and interests.

Third, national conferences on family policy and programming need to be convened so as to broaden the dialogue between Federal bureaucrats, family professionals, and other interested behavioral scientists and practitioners.

Fourth, national organizations representing the family field need to expend considerable time, resources and energy in familiarizing the policy-makers in the Federal Government with the family field of study and existing bodies of knowledge about family functioning. Furthermore, they need to assume more of an advocacy posture to represent better the needs and interests of both American families and those who serve these families.

Fifth, with a more sympathetic climate developing, a greater emphasis and demand for establishing family life education programs nationwide should be launched.

Sixth, more aggressive attempts should be made to include policy-makers from all eleven Federal Departments in the functioning, meetings and dialogues of the family

field. Without this broadening of concern, no interdisciplinary and/or systemic support system for families will ever be conceptualized or achieved.

Seventh, efforts seeking the passage of legislation establishing family Impact Statements should continue and be increased in order to gain sufficient support for enactment.

Eighth, more research should be conducted with nationwide samples of families to determine their needs, interests, problems, future projections, governmental expectations, and levels of satisfaction.

Ninth, the family field should encourage families to unite on selected or combined issues to form "family interest groups" or "family lobbies."

Tenth, due caution should be exercised in the translation of this or any research into the formulation of policy or action affecting family life.

And eleventh, regardless of the efficacy of establishing national family policies, the recognition that American families are indeed in trouble and in need of help must not remain rhetoric. The development of some type of support systems, be they government or privately architected, funded and/or assisted, are expedient and vital to the welfare of this nation's family life.

BIBLIOGRAPHY

- Ackerman, N. What happened to the family? Mental Hygiene, 1970, 54 (July), 459.
- Axinn, J., & Levin, H. Optimizing social policy for families. Family Coordinator, 1972, 21 (April),
- Bawden, D. L., Cain, G. C., & Hausman, L. J. The family assistance plan: an analysis and evaluation. Public Policy, 1972, 19 (Spring), 323-353.
- Bell, N., & Vogel, E. A modern introduction to the family. Glencoe, Ill.: Free Press, 1960.
- Billingsley, A. Statement on the examination of the influence that governmental policies have on American families. Presented before the Senate Subcommittee on Children and Youth, 93rd Congress. In American families: Trends and pressures. Washington: U. S. Printing Office, 1974.
- Blackburn, C. The delivery of comprehensive family counseling services. Public Welfare, 1971, 29 (January), 47-56.
- Bosnjak, V. Social policy, social development, and the needs of the child and family. Mimeographed. Paper presented at the 3rd ICOFA Congress, Dubrovnik, Yugoslavia, 1972.
- Brazer, H. Statement on the examination of the influence that governmental policies have on American families. Presented before the Senate Subcommittee on Children and Youth, 93rd Congress. In American families: Trends and pressures. Washington: U. S. Government Printing Office, 1974.
- Bronfenbrenner, U. Developmental research, public policy, and the ecology of childhood. Child Development, 1974, 45, 1-5. (a)

- Bronfenbrenner, U. Statement on the examination of the influence that governmental policies have on American families. Presented before the Senate Subcommittee on Children and Youth, 93rd Congress. In American families: Trends and pressures. Washington: U. S. Government Printing Office, 1974. (b)
- Brown, M. Organizational programs to strengthen the family. In H. Christensen (Ed.), Handbook of marriage and the family. Chicago: Rand McNally, 1964. Pp. 823-880.
- Buckland, C. M. Toward a theory of parent education: family learning centers in the post-industrial society. Family Coordinator, 1972, 21 (April), 151-162.
- Campbell, D., & Stanley, J. Experimental and quasi-experimental designs for research. Chicago: Rand McNally & Company, 1963.
- Caplan, N. Science utilization by the Executive Branch. A research summary. Behavior Today, 1974, June 17, 172.
- Child and family resource program: guidelines for a child development-oriented family resource system. Washington: DHEW, OCD No. 73-1051, 1973.
- Chilman, C. Public social policy and families in the 1970's. Social Casework, 1973, 54 (10), 575-586.
- Cohen, N., & Connery, M. Governmental policy and the family. Journal of Marriage and the Family, 1967, 29, 6-17.
- Cutright, P. The family and social policy. Englewood Cliffs, N. J.: Prentice-Hall, 1974. (Forthcoming)
- Drucker, P. F. On the "economic basis" of American politics. The Public Interest, 1968, 10 (Winter), 30-42.
- Eshleman, J. R. The Family. Boston: Allyn & Bacon, 1974.
- Etzioni, A. Public policy in perspective: the next crisis-- the end of the family? Evaluation, 1974, 2, 6-7.
- Frankel, C. The family in context. In Fred Delliquadri (Ed.), Helping the family in urban society. New York: Columbia University Press, 1963.

- Gil, D. A systematic approach to social policy analysis. Social Science Review, 1970, 44 (December), 411-426.
- Glazer, N. Housing policy and the family. Journal of Marriage and the Family, 1967, 29 (February), 140-163.
- Goldstein, J., & Katz, J. The family and the law. New York: The Free Press, 1965.
- Guillot, E. E. Congress and the family: reflections of social processes and values in benefits in OSADI. Social Service Review, 1971, 45 (June), 73-183.
- Harrison, W. In Julius Gould & William Kolb (Eds.), A dictionary of the social sciences. New York: Free Press, 1964.
- Hauser, P., & Kilpatrick, J. A dialogue on solving family problems. Journal of Home Economics, 1969, 61 (September), 490-498.
- Hobgood, C. Statement on the examination of the influence that governmental policies have on American families. Presented before the Senate Subcommittee on Children and Youth, 93rd Congress. In American families: Trends and pressures. Washington: U. S. Government Printing Office, 1974.
- How public welfare benefits are distributed in low-income areas. Studies in Public Welfare. A Staff Study Prepared for the Use of the Subcommittee on Fiscal Policy of the Joint Economic Committee, U. S. Congress. Washington, D. C., 1973.
- Kahn, A. Studies in social policy and planning. New York: Russell Sage Foundation, 1969.
- Kerlinger, F. Foundations of behavioral research: Educational and psychological inquiry. New York: Holt, Rinehart & Winston, 1964.
- Koprowski, E. Business technology and the American family: An impressionistic analysis. The Family Coordinator, 1973, 22, 229-234.
- Lasswell, H. D., & Kaplan, A. Power and society. New Haven, Conn.: Yale University Press, 1950.

Legislators and the lobbyists (2nd ed.). Washington: Congressional Quarterly Service, 1968.

Leone, R. Public interest advocacy and the regulatory process. Annals, 1972, 400 (March), 46-58.

Lindblom, C. Intelligence of democracy: Decision making through mutual adjustment. New York: Free Press, 1965.

Malek, F. V. The development of public executives--neglect and reform. Public Administration Review, 1974, 34, 230-233.

McHugh, J. Statement on the examination of the influence that governmental policies have on American families. Presented before the Senate Subcommittee on Children and Youth, 93rd Congress. In American families: Trends and pressures. Washington: U. S. Government Printing Office, 1974.

Mead, M. Statement on the examination of the influence that government policies have on American families. Presented before the Senate Subcommittee on Children and Youth, 93rd Congress. In American families: Trends and pressures. Washington: U. S. Government Printing Office, 1974. (a)

Mead, M. What do we know about the family? In Proceedings of the conference on family research. Sponsored by the Interagency Panel on Early Childhood Research and Development. Washington: The Social Research Group, The George Washington University, 1974. (b)

Mencher, M. Social authority and the family. Journal of Marriage and the Family, 1967, 29, 164-192.

Mondale, W. American families: Trends and pressures. Hearings before the Subcommittee on Children and Youth of the Committee on Labor and Public Welfare, United States Senate, 93rd Congress. Washington: U. S. Government Printing Office, 1974.

Moynihan, D. A family policy for the nation. America, 1965, September, 281.

Moynihan, D. The future of conservative values. TV's "Firing Line." Southern Educational Communications Association. Columbia, South Carolina. Telecast on PBS, January 28, 1973.

- Myrdal, A. Nation and family. Cambridge, Mass.: MIT Press, 1968.
- O'Neill, N., & O'Neill, G. Open marriage: Implications for human service systems. The Family Coordinator, 1973, 22, 449-456.
- Nixon, R. President's message to Congress on reorganization of the Executive Branch. The White House. March 25, 1971.
- Oppenheim, A. M. Questionnaire design and attitude measurement. New York: Basic Books, 1966.
- Pitts, J. H. The structural-functional approach. In H. Christensen (Ed.), Handbook of marriage and the family. Chicago: Rand McNally, 1964.
- Proceedings of the Conference on Family Research. Sponsored by the Interagency Panel on Early Childhood Research and Development. Washington, D. C.: The Social Research Group, The George Washington University, 1974.
- Rein, M. Social policy. New York: Random House, 1970.
- Report of the Task Force on Family Law and Policy. Washington: Citizen's Advisory Council on the Status of Women, 1968.
- Richardson, E. The maze of social programs. The Washington Post, January 21, 1973. (a)
- Richardson, E. Responsibility and responsiveness (II). A report on the HEW potential for the seventies. Washington: DHEW, 1973. (b)
- Riskin, J., & Faunce, E. An evaluative review of family interaction research. Family Process, 1972, 11, 365-455.
- Rodman, H., & Safilios-Rothschild, C. Business and the American family. In Ivar Berg (Ed.), The business of America. New York: Harcourt Brace and World, 1968. Pp. 313-335.
- Roemer, M. Governmental health programs affecting the American family. Journal of Marriage and the Family, 1967, 29 (February), 40-63.
- Rue, V. A U. S. Department of Marriage and the Family. Journal of Marriage and the Family, 1973, 35 (November), 689-699.

- Safilios-Rothschild, C. Women and social policy. Englewood Cliffs, N. J.: Prentice-Hall, 1974.
- Schorr, A. Family policy in the United States. International Social Science Journal, 1962, 13, 165-176.
- Schorr, A. Explorations in social policy. New York: Basic Books, 1968.
- Schorr, A. Family values and public policy: a venture in prediction and prescription. Journal of Social Policy, 1972, 1 (February), 33-43.
- Schottland, C. Government economic programs and family life. Journal of Marriage and the Family. 1967, 29 (February), 71-123.
- Skolnick, A. The intimate environment. Boston: Little, Brown & Co., 1973.
- Smith, L. Statement on the examination of the influence that government policies have on American families. Presented before the Senate Subcommittee on Children and Youth, 93rd Congress. In American families: Trends and pressures. Washington: U. S. Government Printing Office, 1974.
- Stolte-Heiskanen, V. Holistic versus particularistic approaches to family policy. Transactions of the ICOFA Seminar 3, 1974. (a)
- Stolte-Heiskanen, V. Social indicators for analysis of family needs related to the life cycle. Journal of Marriage and the Family. 1974, 36 (August), 592-600. (b)
- Stretch, J. J. The rights of children emerge: historical notes on the first White House Conference on Children. Child Welfare, 1970, 49 (July), 365-372.
- Sussman, M. B. A family policy? Paper delivered at the annual meeting of the Groves Conference on Marriage and the Family, Winston-Salem, North Carolina, April, 1970.
- Sussman, M. B. Family systems in the 1970's: analysis, policies, and programs. The Annals, 1971, 396 (July), 40-56.
- Titmuss, R. Commitment to welfare. New York: Pantheon, 1968.

United Nations, Economic and Social Council. Report by the Secretary-General. Family, child and youth welfare services. February 8, 1965.

United States Bureau of the Census. Statistical abstract of the United States: 1971 (92nd ed.). Washington, D. C.

United States Department of Health, Education and Welfare. Toward a social report. Ann Arbor: University of Michigan Press, 1970.

Vincent, C. E. Familia Spongia: the adaptive function. Journal of Marriage and the Family, 1966, 28 (February), 29-36.

Vincent, C. E. Mental health and the family. In Paul H. Glasser and Lois N. Glasser (Eds.), Families in crisis. New York: Harper and Row, 1970.

Vincent, C. E. General and marital health. New York: McGraw-Hill, 1973.

White House Conference on Children. Changing families in a changing society. Report of Forum 14. Washington: U. S. Government Printing Office, 1971.

Yankelovich, D. Inc. Public attitudes toward selected issues. New York: Institute of Life Insurance, 1974.

APPENDIX A



DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE

OFFICE OF THE SECRETARY

WASHINGTON, D.C. 20201

Mr. Vincent M. Rue, M.S.W.
Department of Child Development
and Family Relations
School of Home Economics
University of North Carolina
Greensboro, North Carolina, 27412

Dear Mr. Rue:

The President has asked me to respond to your thoughtful letter suggesting the establishment of a Department of Marriage and the Family. As I am sure you know, the President shares your concern that these two important institutions continue to maintain their health in our society and their effectiveness in performing their adaptive social functions.

Many of the actions of the Federal government are in fact directly supportive of marriage and the family. For example:

- The provisions under the Federal income tax laws which allow for filing of joint returns and for deductions for wives and children give a substantial economic break to married persons as opposed to single ones
- Social Security benefits for a married couple are higher than those for a single person, even though life-time earnings records are the same; see the table below.

Ratios of Old Age and Survivors Insurance Benefits to Selected Average Monthly Earnings, 1971 Benefit Schedules

Average monthly earnings of insured worker during working years (dollars)	Implied average annual salary (dollars)	<u>Single retired worker</u>		<u>Couple</u>	
		Monthly benefit (dollars)	Ratio of benefit to prior earnings	Monthly benefit (dollars)	Ratio of benefit to prior earnings
250	3,000	145.60	0.58	218.40	0.87
417	5,000	198.80	0.48	298.20	0.72
583	7,000	251.80	0.43	377.70	0.65
750	9,000	296.00	0.39	444.00	0.59

Source: "H.R. 1," Report 92-231, 92 Cong. 1 sess. (1971), pp. 7,8.

- The major welfare program, Aid to Families with Dependant Children, provides assistance only to families, and not to single adults or childless couples.
- In both the low rent public housing and the homeownership for low-income families programs, only families, except in unusual circumstances, are eligible for benefits.

Some Federal programs do have effects which are prejudicial to families. The current welfare program pays no benefits to the families of men working full-time at low wages -- the "working poor." This exclusion creates perverse incentives. A father earning very low wages can improve the income of his family by leaving them and making them eligible for AFDC. President Nixon's proposed Welfare Reform program would have corrected such deficiencies.

A good deal of careful thought went into the President's proposals for Executive Reorganization. The decision was made to organize around the broad purposes of government, rather than around narrow special interests or constituencies. Your interesting proposal, while it makes a good positive

argument for a Department of Marriage and the Family, fails to note the disadvantages and drawbacks of undertaking such a course of action. Some of the most prominent of these would include:

- Definitional questions. What is a marriage? Does the term include such out-of-the-ordinary occurrences as the "marriage" of two homosexuals? How can one operationally define "family"? Is a woman and her illegitimate child a "family" or not? One immediately enters some very tangled thickets of legality and morality, areas into which, it can be argued, the Federal government should not be pushing at all.
- Boundary issues. Is Social Security a program to be included in the new DMF or not? It deals with both singles and families. What about family planning programs that serve both the married and the unmarried? Using "marriage" and "family" as an organizational concept is not an idea whose manageability is immediately apparent.
- Basic philosophy. The President needs Cabinet members with broad interests and depth of judgement. It must be the role of those at the top levels of government to weigh and balance competing claims for resources and attention. To create a Department of Marriage and the Family would be to create, as you have noted, an advocate rather than a team player. Not only would such a Cabinet member if successful tend to skew policy and resource allocation decisions in favor of married persons and away from single individuals; his effectiveness would create a demand for additional narrow-purpose Secretaries -- for the aged, for example. All of this would be likely to contribute to increased organizational fragmentation and lack of coordination, a problem which already plagues us.

For these reasons it seems unlikely that your proposal will be adopted. However, it is truly a pleasure to receive such ideas as yours. The more intelligent and concerned

individuals who add to the dialogue on the proper role and function of the Federal government, the more effective and responsive a government we are likely to have.

With warm regard,

Robert F. Hemphill, Jr.

Robert F. Hemphill, Jr.
Assistant to the Assistant
Secretary for Administration
and Management

HARRISON A. WILLIAMS, N.J., CHAIRMAN
JENNINGS RANDOLPH, W. VA.
CLAIBORNE PELL, R.I.
EDWARD M. KENNEDY, MASS.
GAYLORD NELSON, WIS.
WALTER F. MONDALE, MINN.
THOMAS F. EAGLETON, MO.
ALAN CRANSTON, CALIF.
HAROLD E. HUGHES, IOWA
WILLIAM D. HATHAWAY, MAINE

JACOB K. JAVITS, N.Y.
PETER H. DOMINICK, COLO.
RICHARD B. SCHWEIKER, PA.
ROBERT TAFT, JR., OHIO
J. GLENN BEALL, JR., MD.
ROBERT T. STAFFORD, VT.

United States Senate

COMMITTEE ON
LABOR AND PUBLIC WELFARE
WASHINGTON, D.C. 20510

MARIO T. NOTO, STAFF DIRECTOR
ROBERT E. NAGLE, GENERAL COUNSEL

July 26, 1974

Mr. Vincent M. Rue
Box 39
The University of North Carolina
Greensboro, NC 27412

Dear Mr. Rue,

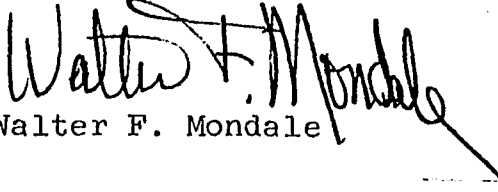
Thank you for sending me your article on the establishment of a federal Department of Marriage and the Family. Your proposal responds to the great need to focus more government attention on the family.

As you may know, my Subcommittee on Children and Youth has been conducting hearings on the stresses and problems confronting American families. These hearings have demonstrated the many ways in which government programs often unwittingly, adversely affect families. I plan to introduce shortly legislation that would establish a family impact statement, requiring government consideration of the affects of its programs on families.

I appreciate the time you have taken to share your ideas with me. It is evident from your article that we share a mutual concern.

With warm regards,

Sincerely,


Walter F. Mondale

FAMILY COUNSELING AND RESEARCH CENTER

Department of Child Development and Family Relations

Box 39 — Stone Building
University of North Carolina
GREENSBORO, N. C. 27412

30 January 1975

Senator Walter F. Mondale
Chairman, Senate Subcommittee
on Children and Youth
Room 443
Old Senate Office Building
Washington, D.C. 20510

Dear Senator Mondale:

Yesterday, I spoke with Ms. Claire Glenn concerning your possible endorsement of a large scale research project which I shall be undertaking in the immediate future. She suggested that I write you specifying my interests as well as identifying my credentials.

As background information, I am herewith enclosing a copy of my Vita as well as reprints of several of my most recent articles. As you can see from them as well as from my Vita, I am very much interested in policy development, family development, and the role(s) of the Federal Government in enhancing the quality of family life in America.

Specifically, I am requesting your nominal endorsement of my research project, entitled: "An Examination of Selected Attitudes and Opinions of Federal-Level Bureaucrats on the Development of National Family Policy and Programming." I intend to send a moderate size questionnaire (four pages) to 750-1,000 sub-cabinet level officials in the eleven Federal Departments. This questionnaire shall include sections of inquiry on the following: (1) minimal background information on each bureaucrat; (2) attitudes and opinions on American families; (3) the adequacy of family representation in Washington; (4) the feasibility of establishing a national family policy and a Federal-level Office or Bureau on the Family; (5) sources of information about families and the professional field of family study; and (6) recommendations for better assisting families in the United States. The questionnaire shall be ninety percent check-list on a five-point rating scale for each item of interest, and ten percent open-ended for unrestrained comment. Of course, all material obtained shall be treated as confidential.

Consequently, I am asking for your endorsement of my study and/or the endorsement of the Subcommittee on Children and Youth. An endorsing statement or letter by you supporting the need for this type of study would be most beneficial, and included with my cover

Senator Walter F. Mondale
30 January 1975
Page Two

letter accompanying all questionnaires. It is my thinking that a statement or letter by you, or by the Subcommittee, would substantially enhance the return rate of the questionnaires. And as you know, the higher the return rate, the more the representativeness of the sample, and the more important and valid the data. I would gladly send you a full report on the information obtained. In addition, since the questionnaire is in the construction phase, I would gladly welcome any inputs for questions that you or your Subcommittee might be interested in.

This study is to be conducted under the auspices and with the financial support of the Family Counseling and Research Center on this campus. My research has the full approval of Dr. J. Allen Watson, Director of the Center, and Chairman of the Department of Child Development and Family Relations, UNC-G. In addition, via telephone conversations, the following persons have strongly endorsed the merits of my study: Dr. Hyman Rodman, Merrill-Palmer Institute; Dr. Nathan Caplan, Director, Institute for Social Research, University of Michigan; and Dr. James Rue, National Director, National Alliance for Family Life, Inc.

If further information is desired, I shall be glad to forward whatever I can to you as soon as possible. Your prompt attention to this request will be greatly appreciated. I would be delighted to discuss this further with you either over the phone or in person, at your convenience.

Thank you very much for your kind consideration. I shall look forward to hearing from you.

Cordially,



Vincent M. Rue
Research Associate

VMR:as

Enclosures

WILLIAM PROXMIRE, WIS., CHAIRMAN	
JOHN SPARKMAN, ALA.	JOHN TOWER, TEX.
HARRISON A. WILLIAMS, JR., N.J.	EDWARD W. BROOKE, MASS.
THOMAS J. MC INTYRE, N.H.	BOB PACKWOOD, OREG.
ALAN CRANSTON, CALIF.	JESSE HELMS, N.C.
ADLAI E. STEVENSON, ILL.	JAKE GARN, UTAH
JOSEPH R. BIDEN, JR., DEL.	
ROBERT MORGAN, N.C.	

United States Senate

COMMITTEE ON BANKING, HOUSING AND URBAN AFFAIRS

WASHINGTON, D.C. 20510

KENNETH A. MC LEAN, STAFF DIRECTOR
 ANTHONY T. CLUFF, MINORITY STAFF DIRECTOR
 OTHELLA C. POMPIER, CHIEF CLERK

April 29, 1975

Mr. Vincent M. Rue
 Family Counseling and Research Center
 Box 39 -- Stone Building
 University of North Carolina
 Greensboro, N. C. 27412

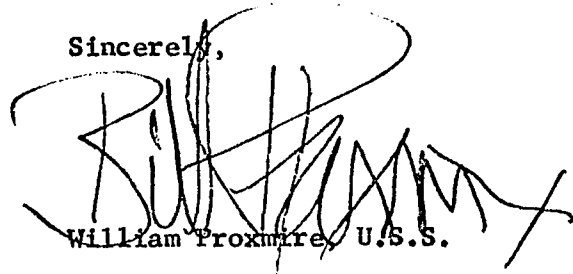
Dear Mr. Rue:

Thank you for your letter of March 28, 1975, concerning your study, "An Examination of Selected Attitudes and Opinions of Federal-level Bureaucrats on the Development of National Family Policy and Programing."

I would certainly be interested in seeing the results of your study, and it appears that you have put a great deal of time and effort into formulating your proposal. I wish you the best of luck, and again I appreciate your taking the time to share your work with me.

With warm regards.

Sincerely,



William Proxmire, U.S.S.

WP:bme

APPENDIX B

FEDERAL GOVERNMENT AND FAMILIES INVENTORY

INSTRUCTIONS: Read each statement carefully and mark **X** in the parenthesis under the column heading that indicates what you think about each item. Whenever possible, let your own personal experience determine your answer. The way each item is worded either positively or negatively was determined by random selection and does not reflect a bias of the researcher. Do not spend much time on any item. If in doubt, mark **X** in the parenthesis under the column which seems most nearly to express your present feelings about the statement. **BE SURE TO ANSWER EVERY ITEM.**

	Strongly Agree	Agree	Undecided	Disagree	Strongly Disagree
I. Contemporary American Family Life					
1. Families today are under more pressure than ever before.	()	()	()	()	()
2. There is a need for strengthening family life in this nation.	()	()	()	()	()
3. Family life is on the decline in the United States today.	()	()	()	()	()
4. Churches are not doing an adequate job in promoting and maintaining family life as a contemporary concept.	()	()	()	()	()
5. Schools are doing a satisfactory job in teaching family life in all its many facets.	()	()	()	()	()
6. Young people are not receiving adequate preparation for family life from their parents.	()	()	()	()	()
7. There should be developed a total program of family life education, which would include such areas as resource management, sex education, family relationships, and others.	()	()	()	()	()
8. Nearly 40 percent of all wives are now in the labor force.	()	()	()	()	()
9. The nuclear family (husband, wife, and children) is the ideal family form.	()	()	()	()	()
10. Nearly three out of five children have mothers in the labor force.	()	()	()	()	()
11. Variant family life styles contribute in a meaningful way to American society.	()	()	()	()	()
12. The family is the basic and most important social unit in our society.	()	()	()	()	()
13. The average size of families in the U.S. has not been declining since the mid-1960's.	()	()	()	()	()
14. With the widespread acceptance of alternate life styles, the family is becoming obsolete.	()	()	()	()	()
15. Families today are subject to arbitrary invasions of their privacy by public agencies.	()	()	()	()	()
16. Families today are experiencing a pervasive sense of powerlessness.	()	()	()	()	()
17. One half of all U.S. families have insufficient income in order to maintain a modest standard of living.	()	()	()	()	()

II. The Federal Government and Families

	Strongly Agree	Agree	Undecided	Disagree	Strongly Disagree
18. American families have strong, powerful and effective spokesmen at all levels of government.	()	()	()	()	()
19. Those who represent American families deserve equal and legitimated access to policymaking and lawmaking persons, organizations, or bodies of the Federal Government.	()	()	()	()	()
20. The Federal Government tends to take families for granted.	()	()	()	()	()
21. The Federal Government unjustly discriminates against the family in favor of the individual.	()	()	()	()	()
22. The U.S. Government has a single coherent national family policy.	()	()	()	()	()
23. Policies, programs and services affecting families are typically fragmentary, overlapping, and often conflicting.	()	()	()	()	()
24. The Federal Government should establish a national family policy.	()	()	()	()	()
25. The proper concern of the Federal Government should be the welfare of the individual, not family life.	()	()	()	()	()
26. A separate national family policy should not be distinct from public social policies.	()	()	()	()	()
27. No single policy, legislative act, or program will be equally supportive of all types of family structures.	()	()	()	()	()
28. There is a great deal of Federal concern over the quality of American family life.	()	()	()	()	()
29. A national family policy, while not ignoring the needs of individuals, should view the individual within the context of his/her family.	()	()	()	()	()
30. A national family policy should include provisions for the development of family support systems with a family-centered program orientation.	()	()	()	()	()
31. The establishment of mandatory Family Impact Statements (equivalent to Environmental Impact Statements) on all new legislation is important.	()	()	()	()	()
32. Required compensatory transitional measures to eradicate sexism should not be part of a national family policy.	()	()	()	()	()
33. The U.S. exceeds most modern nations in its formulation and implementation of national family policy.	()	()	()	()	()
34. A national family policy should be viewed as a general policy orientation, rather than a series of specific policies.	()	()	()	()	()
35. Policy emphasis solely on the economic well-being of families is insufficient.	()	()	()	()	()

	Strongly Agree	Agree	Undecided	Disagree	Strongly Disagree
36. The core objective of national family policy should be the maximizing of the strengths and effectiveness of families.	()	()	()	()	()
37. A national family policy must respect, not denigrate the diversity and pluralism of family heritages and/or life styles.	()	()	()	()	()
38. Family life education should not be provided in all public educational institutions.	()	()	()	()	()
39. More Federal research moneys should be allocated to studying families across the nation.	()	()	()	()	()
40. There is no need for a family-oriented structure or agency in the Federal Government.	()	()	()	()	()
41. The Federal Government has traditionally focused more on child development than on the needs of the family as a whole.	()	()	()	()	()
42. One Federal agency provides all funding for day care projects.	()	()	()	()	()
43. The Family and Youth Division in the Office of Child Development adequately represents the needs of families in the Executive Branch of the government.	()	()	()	()	()
44. It is important that a Federal level Office or Bureau of the Family be established.	()	()	()	()	()

III. Informational Sources and the Family Field

- 45. In the formulation of policy, do you think you have adequate access to information about families?
Yes ____; No ____
- 46. Before making policy decisions, do you have sufficient information about families affected by the proposed policy? Yes ____; No ____
- 47. Are you aware that doctorates are granted at major U.S. universities in Family Studies? Yes ____; No ____
- 48. Are you aware that the family field is represented by two national organizations? Yes ____; No ____
- 49. Would you like to receive a Fact Sheet on the Professional Field of the Family, identifying the major organizations, their executive officers, journals, addresses of family institutes, and a small select bibliography? Yes ____; No ____
- 50. In the execution of your duties, what agency, organization, or bureau do you predominantly turn to for information on families. _____

- 51. What agency, organization, or bureau calls on you the most for information about families? _____

- 52. What Congressional Committee(s) would you turn to regarding the development of national family policy? _____

IV. Background Information

53. What is your age? 31-30 ____; 31-40 ____; 41-50 ____; 51-60 ____; 61-70 ____
54. What is your marital status? single ____; married ____; separated ____; divorced ____; widowed ____
55. If married, how many years have you been married? _____
56. Do you have any children? Yes ____; No ____
57. If you have children, how many do you have? 1 ____; 2 ____; 3 ____; 4 ____; 5+ ____
58. How much education have you completed? high school ____; college ____; graduate school ____; post-graduate work ____
59. What is the highest degree you have attained? _____
60. What was the area of academic study in which your degree was granted? _____

61. What is your GS level? _____
62. How many years have you worked for the Federal Government? less than 1 ____; 1-5 ____; 6-10 ____; 11-15 ____; 16-20 ____; 20+ ____
63. Mr. Jones is a high level government bureaucrat who enjoys working in a Federal Department. Neither his wife nor his children like the Washington area, nor the pressures involved in administrative government service. They would prefer that the family return to the Midwest. Mr. Jones was recently nominated for a promotion in the Department. Should he accept the nomination? Yes ____; No ____

V. Recommendations or Suggestions

What specific or broad suggestions or recommendations do you have to (a) improve the quality of American family life and (b) to make the Federal Government more responsive to the needs and interests of families? Feel free to attach an additional sheet if necessary.

APPENDIX C

FAMILY COUNSELING AND RESEARCH CENTER

Department of Child Development and Family Relations

Box 39 — Stone Building
University of North Carolina
GREENSBORO, N. C. 27412

March 14, 1975

Dear Research Participant:

Considerable interest has recently been generated about the impact of the Federal Government on American family life. As a family member yourself, as well as a member of the Executive Branch, your cooperation in this study will greatly assist us in better understanding how government officials perceive families, and what can be done to improve the quality of family life in this country. Your input is vital.

Specifically, we would appreciate receiving your responses concerning the following areas: Contemporary American Family Life; the Federal Government and Families; and Informational Sources and the Family Field. To expedite this, we are enclosing a four page questionnaire which we would like you to complete at your earliest convenience. Completion time is generally around twenty minutes. An addressed, stamped return envelope is also enclosed.

In addition, you might be interested to know that the following prominent persons and groups have expressed considerable interest in this study: Dr. Hyman Rodman, Merrill-Palmer Institute, Detroit, Michigan; Dr. Nathan Caplan, Director, Institute for Social Research, University of Michigan; Dr. James Rue, National Director, National Alliance for Family Life; and the Senate Subcommittee on Children and Youth of the Senate Committee on Labor and Public Welfare.

Please be assured that complete anonymity and confidentiality will be respected and guaranteed.

Your taking the time to complete this form will substantially assist us in better understanding and serving the needs of American families. Thank you for your consideration and cooperation.

Sincerely,



J. Allen Watson, Ph.D.
Director



Vincent M. Rue, MSW
Research Associate

Enclosures

APPENDIX D

OPEN-ENDED RESPONSES

NOTE: The following open-ended responses were obtained from Section V of the "Federal Government and Families Inventory," unless otherwise indicated. After each response, the Federal Department in which the bureaucrat is employed is identified as well as years of government service. The following are direct quotations:

— — — — —
 (1) States are in a better position to know needs and work with families than is the federal government; (2) in a study such as this you should not consider the Congress and Federal Government as the same; (3) most urgent family need is pride and respect in itself as a family, and recognition of their role in community; (4) motivation of families to work and play together is needed (Treasury 20+).

Personally feel that its basically the responsibility of individual parents - not government responsibility. The most significant help would be child-care centers - mostly for low-income families. Feel that working mothers are unable to provide proper care of their children, generally, and in most cases, she is aware of it but can't help it. Nowadays, kids think it over a long time before starting a family. May eventually need government encouragement to take on child-rearing. (Treasury 6-10 yrs.).

Please note that this questionnaire is filed [?] by a family with close family life. Therefore some answers may be misleading. Perhaps the questionnaire answers might have proved more indicative if suggestions, proposals or outlines of family life materials had been included (State 20+).

I have a feeling that "the family" like "religion" is something that we don't want the federal government to get its "cotton pickin" hands on. The federal government's job is to see that the myriad of social agencies and programs do not in fact work against the family either directly or indirectly. Nor do we need a bureaucracy that becomes more interested in perpetuating itself than the family. There must be a better way to provide welfare for social workers and researchers. This is a field for the Church (s) and private organizations and volunteerism (State 20+).

#63 If the family on balance decides it is in their best interests. If they can't agree and he feels strongly enough perhaps a divorce is in order (State 11-15).

The government including the courts and the schools should force the family to accept their child-rearing responsibilities and the laws (particularly on welfare) should be designed to promote them (State 11-15).

Get the U.S. Government out of family life (HUD 20+).

Could develop a program for sub-marginal economic status families that would include the whole family - recreational, spiritual - avocational interests, etc. I believe our family units would become stronger. Lack of family unity, in my view, is one of our weak areas, sociologically speaking. The dole is not the answer. Development of love, respect and mutual interests are needed (Justice 16-20).

Organize and assert points of view in Federal and local government. (This is a poor questionnaire - largely because half the questions are exceedingly vague - it evinces a simplistic view of the Federal government and of "policy" of the government) (HUD 1-5).

Develop, with public participation and approval, a policy of Federal intervention in family matters. This policy should define the areas of family responsibility --- parents to children and children (older ones) to the family. This might include sex education, religion, current problems such as teenage crime or narcotics, relationship with non-family people in daily life, attitudes towards teachers, other adults, political and commercial leaders. When you have widespread agreement on what the family should be doing, preparing federal programs would follow. Clearly, such areas of religion, although family responsibilities, would not get federal treatment. Sex education is a fuzzy area - maybe the family should get out of it, maybe not. It was rather sensitive in some areas of the country a while ago. I have in mind an approach such as the current drug rehabilitation programs, which are called to the attention of family groups by schools, courts, etc., and in which both children and parents participate. Have been through this mill myself, and find it extremely valuable. This approach could possibly be applied in other problem areas. FIRST, GET AGREEMENT ON WHAT THE FAMILY SHOULD BE DOING IN THE NEXT 25 YEARS. I definitely feel that parents and prospective parents, before their children become pre-teenagers, should be exposed to the kinds of problems they may encounter so that they will be able to spot the early signals and attempt remedial action. Family leadership always has been, and even more so is today, an enormous responsibility for which most parents have no preparation other than to remember how their parents ran things. This is useful but inadequate today (State 20+).

(A) Improvements in the quality of family life must begin with the parents. We are now paying for the era of permissiveness introduced following World War II. Educators (so called) such as Dr. Spock must take a large share of the blame for this. (B) No recommendations (Transportation 6-10).

This is a very incoherent questionnaire. I tried to answer, but had to give it up. For example, in question 17 what is "modest"? In question 18, what part of American life does have a "strong, powerful spokesman at all levels" - Unions, Labor, maybe (Defense 20+).

Item 63: This is a superficial question -- if he turns it down and is then so unhappy that his family life deteriorates and divorce is the result, then turning it down would be dumb - but his family should always come first (HEW 16-20).

A) Greater emphasis in schools, churches, and media on family cohesion. Note popularity of "Waltons" and "Happy Days" on TV as nostalgic desire of adults for better quality of family life.

B) While deterioration of family life (through broken homes economic conditions and peer pressures) can occur at any income level, I think the low income families have, in general, greater cohesion, than higher income families. Therefore, Federal assistance would miss the mark. The moderate to high income families, where the problem is acute, would benefit little from Federal-aid (Transportation 20+).

Re: question 9 - term "nuclear family" is in Dictionary, but this is not a readily understood term by most people. Question 11, term "variant lifestyles" is unclear in context of sentence. If we are referring to different cultures, what is the standard we're using as the norm? Question 63, terrific question! There is no universal yes or no answer to this one (Transportation 20+).

Families need to develop a national policy to deal with the Federal government (HEW 6-10).

(A) Eliminate involuntary unemployment. Raise significantly the standard of living of those least economically advantaged in our society. Raise the average standard of living.

(B) The Federal Government should attempt to limit sharply any influence, one way or the other, that it might have in defining or attempting to influence the "quality" of our family life (Transportation 20+).

A recognition of the essential nature of a strong family to both individual and national well being is needed. Any national family policy should be to insure this recognition

in the acts of government and thus prevent such acts from negatively affecting strong family life (i.e., a welfare policy that encourages desertion by the male member of the family) (HEW 6-10).

Probably dependent upon establishment of broad-based establishment of "family interest groups" that can lobby effectively (HUD 20+).

I believe that the Federal Government is incapable of intruding into the question of family life except in a most general way, i.e., improving economic conditions, and social opportunities so that individuals can develop to their full potential. Such individuals will couple and produce families in their own way. Deficits in family life in various minority groups exist because of poor socio-economic status, lack of opportunity, and lack of education in parents. These can be corrected by focusing on individuals rather than by trying to set up something so vague as family policies (HEW 20+).

With the breakdown of sexual mores, increased number of women in the workforce and lack of general concern about family breakdown I see evident, I am quite pessimistic that much can or will be done on a societal basis to reverse the present tragic trend. I am even less confident that a new government bureaucracy dedicated to the family would have any significant impact on the dreary prospects I see ahead. Bureaucracies are chiefly the keepers of the status quo. If change comes, it will emerge from the grassroots in a burst of outrage that has revolutionary implications to the way society is misgoverned today (HEW 1-5).

(A) Assist and encourage parents to maintain effective discipline - not just in a punitive sense but to instill in their children sufficient self-discipline necessary to channel their efforts into constructive pursuits.

(B) Obtain and disseminate information that will encourage and assist parents to be more effective and to make children understand the importance and value of the family and their part in it.

Take a hard look at government programs that may have negative effects on families. Some kinds of public housing, for example, have been social disasters. Some welfare processes discourage family responsibility (Agriculture 20+).

New agencies or bureaus are not needed. A program of sensitizing leaders, both in and out of government, to recognize the value of good families and refrain from denigrating

those who put family first would be a start in the right direction (Treasury 6-10).

Extremists determine action in areas such as this, so be it. I am not one of these and prefer to concentrate on my own problems. My job pressures preclude my tackling this question anyhow (State 20+).

1. Better schools. 2. More low cost housing. 3. Financing of more mental health facilities, particularly for adolescents. 4. Free vocational training for all ages. 5. General access to low-cost health care (Treasury 20+).

Government expenditure and support in those areas that tend to bring families closer together, i.e., parks, recreation facilities, school programs requiring both students and parents, during the time of week when parents are available to participate (Treasury 1-5).

My greatest concern with the impact of welfare programs, especially AFDC on the evolution of family life. The issues, usually addressed re AFDC and welfare (i.e., their cost and their effect on work effort) are less important in the long run than the formation of very large, poor female-headed families in central cities. This issue should be addressed directly and policy proposals assessed according to their effect on it. (HEW 1-5).

I have more suggestions on how to improve your questionnaire (HEW 1-5).

(1) Provide equality in taxation to individuals as well as families. (2) Make available and well advertised but not required various courses and literature on how to improve family life. (3) Find out from the public what they want before deciding what they need and what is good for them. (4) Help people that want help; otherwise, don't interfere in people's private lives - especially, don't influence children without their parents' knowledge and consent (Transportation 6-10).

This is not a twenty-minute exercise. Industrialization, urbanization increased longevity, birth control, etc. affect family life. Probably not a proper subject for Federal policy (HEW 11-15).

The family is not a homogeneous unit and what is good for one family is not necessarily good for another. A family's interests are best represented by their other interests, i.e., good schools, consumer protection laws, employment and inflation problems, etc. The government should strive

to provide an environment in which families and individuals can function (Treasury 6-10).

I am opposed to federal government-setting or suggesting "policy" (whatever that means) in family life (HEW 20+).

This questionnaire is either (1) ridiculous or (2) mis-directed to me as a respondent. I know Federal executives have been accused of many crimes, I did not know they had been accused of destroying the American family (HEW 16-20).

I have answered questions re National Policy on family life if there were to be such policy, however, as indicated in #24, I have a problem with the Federal Government trying to establish such a policy. There has never been an "urban policy" established and it plays a major role in family life in view of large numbers living in urbanized areas. National policy would be better developed on a different basis with "family life" impacts given major consideration (Transportation 11-15).

Get on with "minimum income" assistance to provide a flow of economic self-sufficiency for households of related individuals. Then get out of all the functional, under-funded programs for eyes, teeth, day care, the old, green thumbs, etc., etc., etc. (HUD 6-10).

(A) Expand and improve social supports to the family, such as day care centers, child care, health and social service care, education for family life, family recreational opportunities, etc.

(B) This is an excellent questionnaire. It answers questions which I had been asking myself and others in working on child health. Why doesn't the Federal government have a national family policy? Why doesn't the Department study the child in relation to the family, and respond to his/her needs within an overall family structure. I look forward to hearing action recommended as a result of this study (HEW 1).

I suggest that you develop questions which are less biased than many of those presented in this questionnaire (HEW 16-20).

It won't be necessary (Treasury 11-15).

(1) Perhaps more emphasis should be placed on the educational aspects. It does seem as if there has been a change in the life style of people in the U.S. with relegation of the family to a secondary level of importance. Everyone wants

to do their thing so to speak without considering the long term consequences. However, the Federal Government's role should be a very limited one. (Transportation 20+).

More individual attention to family life and structure. Keep government out of this problem. Family life is desperately important and is the hope for the future. However, it will flourish only if individuals recognize its merits and rewards. It cannot be legislated (Transportation 16-20).

Before you make solutions, be sure you understand the problem. Hence, if the Federal government is to be involved, I would propose it fund research (or the compilation of past research) addressing the issues you raise in the questionnaire - e.g., what role is played by family in building and maintaining a strong society; what elements are most important, which are not; what causes disintegration or weakening of the important elements; what can be done about such weakening, etc. (Defense 11-15).

Keep the Federal Government out of this area as much as possible. This is principally a state and local government function (Agriculture 1).

Study the family orientation of curricula in teachers colleges. Renew an emphasis on responsibility rather than individual rights. Provide awards to TV programs and films which contribute to wholesome family life (Defense 20+).

More specific: My view is that family consensus should be obtained. Would support policy measures aimed at respecting and encouraging family unity and values. Would not support spending measures aimed at propping up families through any types of subsidies (Agriculture 20+).

Get Congress to pass legislation that recognizes the family unit as sacred as we do hundreds of other less important issues. The Supreme Court for example can not be left to its own devices to make decisions/rulings that impact upon family life. It should come from the people through their representatives. The Executive Branch of Government should place a high priority on issues that impact upon the family unit and not worry so much about extraneous matters (Defense 20+).

There has been too much stress placed on individual freedom and individual rights - everyone should "do their own thing."

type of philosophy. This has undermined the strength of the father as the head of the household. Women are encouraged to leave the home and go to work. No mother should work until her children are in their late teens. We now will need incentives for families to re-unite as a unit, i.e., tax benefits, welfare benefits, etc. I doubt that we can ever return to the family unit as known prior to 1960 (HEW 20+).

(A) Provide educational material in secondary schools on the importance of the family unit in our society and society in general. Also include information on how the family oriented societal systems developed and why.

(B) I am not in favor of making a big bureaucratic machine to cope with this problem at the Federal level. I think cities and counties are better equipped to deal with social aspects of life. Federal role should be one of leadership in developing philosophy and rationale of need for family units that could result in local programs to support family oriented services (Transportation 16-20).

Increased informal educational opportunities for families and their respective members. Serious consideration of family responsibilities in primary and secondary school systems. Opportunities for constructive work in place of welfare (Agriculture 1-5).

I don't think its a Federal problem. If any government agency is to take it on, it should be at the state and/or local level (Defense 20+).

Unfortunately your questionnaire does not make clear what you are driving at -- so most of my answers are in the "undecided" category. Questionnaire is poorly drawn and I suggest you try again, with questions that genuinely probe feelings and attitudes on the subject I think you are trying to analyze. The majority of your questions have undefined premises which make them impossible to answer intelligently (State 11-15).

This is absolute drivel. I hope it is not a Federally funded effort, but I have the feeling that it may be. If you conclude that anything less than a cabinet-level Department of the Family is required, I will be surprised (Transportation ?).

I am very interested in your project studying the families of the Federal Government because it is similar to an exploratory study I have just completed on Foreign Service families

as part of the requirements for a master's degree in social work. I would be pleased to learn more about the scope of your study as well as the goals and your most pertinent findings when you complete your work. I will look forward to hearing from you (State 20+).

(A) Need greater emphasis in schools, churches, and especially Government. Need much higher ethics in our elected and appointed officials. A "Watergate" does great damage to the morality and morale of the Nation.

(B) People at the local level need to urge local and State officials, Congressmen, and Federal Government Departments (1) to conduct and promote extensive and continuing research on family life and (2) to revise or establish programs to be run at the local level (Agriculture 20+).

National policy guidelines adopted by Congress. But no more agencies please (Transportation 11-15).

This questionnaire appears designed more to alert the recipient to family problems than to elucidate the latter for research purposes. A serious effort would require considerably more explanation and inclusion of definitions in a field that the Center obviously considers of overriding importance (State 20+).

Disagree with national policy on families, etc. Too much government meddling now! (Transportation 6-10)

I have reservations about the Federal Government developing overall policy and being "more responsive to needs and interests of families." While I recognize the need for improvement in family life - the intrusion of government bothers me (HEW 20+).

I would like to see more studies of various aspects of family life -- primarily through university sponsored research. I do not believe that the Federal Government should put more emphasis on family life per se. Certainly Family Life Impact statements should not be made and family life emphases should not be centralized (Agriculture 6-10).

More emphasis on family structure at schools. Program aimed at adult education to further family structure (Transportation 6-10).

(A) Family life improves only if those directly concerned work at it - perhaps the media, in its broadest terms, redirect its constant hammering - a very small example - stop

berating cereal companies for non-nutritious products - encourage someone to prepare a proper breakfast.

(B) Government cannot legislate good families - only can provide information and encouragement (State 20+).

(A.) 1. Policies to help a larger proportion of families to become economically self-sufficient. 2. Policies to promote a wide spectrum of education on the quality of life resulting from stable, open family living. 3. Development of educational programs for family life skills.

(B.) Development of more and stronger advocate groups for family life and families (HEW 20+).

This is without a doubt, one of the silliest questionnaires I've ever filled out and, God knows, I've filled out lots of 'em (Transportation 20+).

The basic problem is that parents have children whom they do not want or feel no responsibility for bringing up as a productive member of society. If they felt otherwise, they would automatically provide a good family life and environment. Most government policies and programs in this area are designed to encourage parental avoidance of responsibility for child rearing. Family planning is all important; "family life" is purely secondary. There are multitudes of healers, but very few people interested in prevention (Commerce 6-10).

(1) Welcome wagon service to family as a whole, when moving into new community. (2) Expeditious process of administrative paperwork in transfer pay, etc. (to relieve family anxiety). (3) Provide community-based family programs, services, clubs, and special recreation programs. (4) In each Dept., establish special assistant to Secretary for Family Life . . . or to President and/or Domestic Council. (5) Put on program in family life for Domestic Council. (6) Hold a White House Conference, like Aging, etc. (7) Please read Bahni Family Life Institute Program Material 1 - Thanks (HEW 1-5).

(A.) Greater respect and acceptance of diverse life styles.

(B.) Studies of impact on existing policies on Family structures (Transportation 1-5).

Keep the Federal Government out of family affairs - there's no way the Federal Government can help the problems of the American Family (Defense 11-15).

(1) Support community programs. (2) Stop giving so much money to those who have children out of wedlock. (3) Teach honesty, morality, etc. in school - reward same. (4) Don't be in so big a hurry to try and replace the family with weak school programs. (5) Hold the family as the ideal in schools, government, etc. It is the good old American way if the Congress and the Courts would let it stand and stop shooting it full of holes (HEW 16-20).

Just not sure anymore that the traditional American family is consistent and viable with the American values, mores and social customs of today (Treasury 20+).

(1) Issuance of an Executive Order to consider the impact of rules and regulations on the family prior to their issuance (No new government agencies please). (2) Creation of more camping and recreational facilities to allow more family experiences by divorcing the individual members from TV and telephones (Transportation 16-20).

(1) Improve mass transportation systems. (2) Rebuild our cities, enrich city environment. (3) Encourage and promote planned parenthood and population control. (4) Place higher priority on public programs for the aged. (5) Give even more attention toward preventing health problems - danger of smoking, over-eating, lack of exercise; good eating habits, stress, etc. (State 20+).

This questionnaire is too simplistic. The questions are not at all clear. I suggest the quality of family life will improve if the Federal Government withdraws. Struggle breeds character both in individuals and families. The ease of earning a living through government programs is weakening our young families. They need struggle not hand-outs (Treasury 16-20).

Get the Federal Government out of "running the family" business. Put family responsibilities back in the home; get them out of school. Shift responsibility for family and home back to the parents - not to the schools and to the government (Treasury 1-5).

Responsibility should lie within the family and in spiritual development in church. Government cannot significantly affect this (Agriculture 20+).

Families should be given the opportunity to spend more time together to appreciate the value of family life. In today's society with both husband and wife working, there seems to be a very few instances where family life can

be truly enjoyed. One of the first steps I would suggest in trying to initiate closer family ties is the inception of a four day work week as a standard of employment (Transportation 11-15).

Go very slow in setting up more bureaucracy. Try to integrate efforts, not superimpose new ones (Treasury 1-5).

(A.) Remove psychological compulsions to marry young, so that both partners have some job experience and experience at coping.

(B.) Avoid establishing a "family" bureaucracy and encourage more public information from private organizations which would identify family interests in tax, energy, welfare and other legislation (State 16-20).

(A.) Families should depend more on themselves and less on public agencies.

(B.) The Federal Government should not assume the dictatorial posture of governing any aspect of family life (Transportation 16-20).

Reduce the size of Government (Agriculture 1-5).

The Federal Government set example by providing family counselling for employees (HEW 1-5).

None. None needed. Now, since my responses do not coincide with your predetermined conclusions, you may discard this survey response. I would suggest that you be more subtle in the future (HEW 6-10).

More responsible parents - teach people how to be more responsible parents - give them a self assessment check list so they may know how they stack up against a "model parent" and if they wanted to improve their performance based on the self scoring activity, you could suggest various ways. The assessment process could be extended to other family members - teenagers, sub-teenagers, fathers, mothers, etc. What people need are some standards and objective assessments so they know how they are performing (Commerce 11-15).

Item 63. Mr. Jones should become a lead character in an afternoon soap opera . . . and so should the developer of this questionnaire (Commerce 16-20).

The basic responsibility for improving family life rests with the members of the family, not with the government. However, governmental policies should recognize the importance of the family as an institution and support that concept (Agriculture 20+).

(1.) Keep out tax laws attuned toward the incentives of full family life. (2.) Better publicize by whom and what is being done in the Federal Government about national family policy and stimulate more comments by American families regarding their preferences in this area (State 20+).

Keep the Federal Government out of it, except for funding research (preferably through a non-family-oriented agency such as the National Science Foundation). Premature Federal policy-action oriented will be ineffective at best, and counterproductive most likely (Agriculture 20+).

(A.) Obligatory course of counseling for couples planning marriage, free abortions and birth control; 9 month waiting period between application for marriage license and legalization of union; penalties for more than 3 children per couple; animals and plants in the home; no-fault divorce.
 (B.) Increase funding for community mental health centers (State 20+).

The following comments were provided by Deputy Director William R. Thompson, Bureau of Alcohol, Tobacco and Firearms of the Treasury Department (20+):

Item 52.

SENATE

1. Committee on the Judiciary
 Subcommittee on Juvenile Delinquency
2. Committee on Labor and Public Welfare
 Subcommittee on Education
 Subcommittee on Health
 Subcommittee on Employment, Poverty and
 Migratory Labor
 Subcommittee on Children and Youth
 Subcommittee on Aging
 Subcommittee on Alcoholism
 Special Subcommittee on Human Resources

HOUSE

1. Committee on Agriculture
 Subcommittee on Family Farms and Rural Development
2. Committee on Appropriations
 Subcommittee on Labor - Health, Education and
 Welfare
3. Committee on Armed Forces
 Special Subcommittee on Human Relations

HOUSE (continued)

4. Committee on Banking and Currency
Subcommittee on Housing
5. Committee on Education and Labor
6. Interior and Insular Affairs
Subcommittee on National Parks and Recreation
7. Committee on Judiciary
8. Committee on Post Office and Civil Service
Subcommittee on Census and Statistics

Item 63. Answer would depend upon the nature of the agency and its policy on this point. If the Agency has no policy of commitment to a career program (including transfers as necessary for the good of the agency) from an identifiable career point upward, the employee might well decline. If the agency does have such a policy from an identifiable point upward and the employee has reached the identifiable point, he has already committed himself and has no choice. He should take the move or step down and be content.

1. Emphasize the importance of family life with specific programs through appropriate agencies and departments.
2. Tighten Civil Service Regulations so as to:
 - (a) Prohibit employment by the Federal Government of persons who just decide to "live together" as man and wife without being legally married.
 - (b) Make acts of moral misconduct such as adultery specifically subject to reasonable penalty, if committed by an employee of the Federal Government and such act becomes known to the employing agency.
 - (c) Make support of dependent spouses and children a condition of employment by the Federal Government, unless the employee has a court order excusing such employee from the responsibilities of said support.
3. Move toward nationwide uniform divorce and dependent child support laws.
4. Promote family activities under the National Park Service and provide family recreational facilities on National Park areas suitable for such activities.
5. Prohibit activities on National Park grounds which are detrimental or demoralizing to families, including as a

minimum, evicting from such grounds those who commit these acts.

6. Let the Department of HEW emphasize the teaching of moral and ethical standards in public schools and institutes of higher education receiving Federal financial support.

7. Have FCC issue and require obedience to a reasonable code of moral standards for TV and radio stations as a condition of maintaining a license.

8. Prohibit publication of "trash" standard books, films, stage plays, etc., which appeal only to prurient interests or profit motives and are without specific literary value. What one can see on public display along the streets of our National Capital is a national disgrace. It's no wonder Mr. Jones' family (question 63) doesn't want to move to Washington.

9. Promote a factual knowledge of our Nation's history, the reasons why colonists came to settle this land -- and in this, give all races and creeds fair and equitable treatment.

10. Promote worship by all, each according to his own beliefs. Force it upon none, but let the world know that this is "One Nation, Under God, With Liberty and Justice for All." Let the world, and our own children know that the inscription on our coins, "In God We Trust" is more than a historic relic, more than a practice perpetuated without purpose.

11. Let the Congress enact such laws as may be necessary to assure that justice is meted out to those of high and low estate, alike, and that the penalty for violation of a law shall not be inversely proportionate to the offender's wealth. At the same time, the wheels of justice must turn with deliberate speed, avoiding the endless tangle of delays and continuances which the legal profession (for profit) and crusading "do-gooders" (without purpose) have foisted upon us to the extent that the machinery of justice has all but come to a halt in many areas.

These are my ideas of some of the steps necessary to re-establish the foundations upon which a healthy family life can be built. With the foundation strong and sure, subsequent steps will become obvious. But the building of the fanciest of structures will be worthless without the necessary foundation to support it.

The steps suggested here may seem a bit one-sided. However, our drift toward extremely liberal thinking in these areas of life have accelerated the erosion of family life to a point almost beyond correction. If we have any time or opportunity left, we had better avail ourselves of it at once. The consequence is the disappearance of the family unit as the basic structure of our Society, and, closely behind it, the disappearance of our society.

This is really a "people matter," rather than a Federal Government matter. I know of no great successes by a government agency in this field (Treasury 20+).

See my article in the current (Feb. '75) issue of Journal of Marriage and the Family - Paul Glick (Commerce 20+).

Item No. 63 - I was recently in that position and accepted. OUR FAMILY LIFE HAS SUFFERED (Commerce 11-15).

(A.) Need to see U.S. society as being made up of complex and diverse variables of family systems, behavior and values found within and cutting across many cultural and ethnic groupings.

(B.) Greater responsiveness can best be attained by bringing together all the fragmentary efforts in the Federal establishment under one agency or department. At present, perhaps 25 different agencies touch on various aspects of family life. Too, greater collaboration across discipline lines into something approaching a systems approach to the family, i.e., whole family is greatly needed (Agriculture 20+).

(A.) Creation of a national research institute on the quality of family life.

(B.) Develop cross-cutting policies and strategies between the agencies of HEW with family related responsibilities (HEW 11-15).

Primarily - as touched upon in the questionnaires, we must begin to deal in Federal programming and at the state level with the family unit not just with individuals and individual situations. We don't need new departments and massive programming. We do need a reorientation of present efforts and new definitions for future programs (HEW 1-5).

Believe blatant pornography in films, TV, and other media contribute to destroying family life. Also, fewer mothers

should work - many do so out of boredom and desire for frills - family life suffers. So-called "LIB" contributes to dissolving family responsibility. Women should be upheld in role of family homemaker as goal to be sought (Defense 20+).

APPENDIX E

Table of Correlation Coefficients for Hypotheses One and Five

	<i>HYPOTHESIS ONE</i>	<i>HYPOTHESIS FIVE</i>
	<i>Perceived Decline of U.S. Family Life (Questionnaire No. 3)</i>	<i>Awareness of Family Demographic Trends (Questionnaire Nos. 8, 10, 13, and 17)</i>
<i>Support for Establishing National Family Policy (Questionnaire No. 24)</i>	<i>-0.0996</i>	<i>0.0435</i>

APPENDIX F

Hypothesis 3:

*Analysis of Variance for Education Level of Bureaucrat
on Favoring the Establishment of a Governmental
Family-Oriented Structure*

<i>Source of Variation</i>	<i>Degrees of Freedom</i>	<i>Sum of Squares</i>	<i>Mean Squares</i>	<i>F Ratio</i>	<i>Significance Level</i>
<i>Between Groups</i>	<i>3</i>	<i>4.4099</i>	<i>1.4700</i>	<i>1.445</i>	<i>0.23</i>
<i>Within Groups</i>	<i>195</i>	<i>198.4246</i>	<i>1.0176</i>		
<i>Total</i>	<i>198</i>	<i>202.8345</i>			

Hypothesis 4:

*Analysis of Variance for Federal Department Orientation
on Favoring the Establishment of National
Family Policy*

<i>Source of Variation</i>	<i>Degrees of Freedom</i>	<i>Sum of Squares</i>	<i>Mean Squares</i>	<i>F Ratio</i>	<i>Significance Level</i>
<i>Between Groups</i>	<i>1</i>	<i>0.1753</i>	<i>0.1753</i>	<i>0.180</i>	<i>0.653</i>
<i>Within Groups</i>	<i>198</i>	<i>192.3049</i>	<i>0.9712</i>		
<i>Total</i>	<i>199</i>	<i>192.4802</i>			
