

NAVFAC P-930

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# NAVY FAMILY HOUSING MANUAL

DEPARTMENT OF THE NAVY  
NAVAL FACILITIES ENGINEERING COMMAND

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## ABSTRACT

Instruction and guidance on the organization, management, programming, acquisition, and staffing of Navy family housing is presented for use by program administrators at the Field Activities and Engineering Field Divisions. Information on the planning and design of construction, assignment and utilization, maintenance management, projects, and utilities and energy conservation is provided. This manual also furnishes detailed program coverage (such as family housing leasing, housing referral, and self-help). Financial information is given on a variety of subjects: the administration of rents and charges, inspections and audits, property and financial management, facilities service contracts, and operating services. Other Chapters detail the nature and scope of community support facilities, mobile home parks, furniture and equipment, occupant relations, and occupancy inspections. Appendices cover references, a glossary, abbreviations, recurring reports, occupant handbook, and the constitution and by-laws for community associations. A sample of the forms needed to implement the Navy Family Housing Program is provided.

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## PREFACE

This Manual provides instructions and guidance on the management of family housing facilities and programs that are within the jurisdiction Of the Navy. The policies, procedures, and guidelines presented are to be used by personnel charged with the administration of Navy family housing at the Field Activities and Engineering Field Divisions. Use of this Manual at all levels will promote uniform management procedures for Navy family housing.

This Manual is designed to be used either as a whole or in segments. A maximum effort has been made to segregate and explain functional areas within an organizational structure. Specific programs are detailed in separate Chapters and can be used independently as guidance in these areas.

Throughout this publication, reference to any directive or instruction by its number is to be considered a reference to the current issue or edition of the cited reference. Appendix A to this Manual provides a list of the current issues or editions of references cited herein.

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## FOREWORD

The Naval Facilities Engineering Command is responsible for all aspects of the Navy Family Housing Program, including planning, design, acquisition, construction, management, operation, maintenance, and disposal, as delegated by the Secretary of the Navy and the Chief of Naval Operations. This publication implements policies, responsibilities, functions, and procedures for the Department of the Navy pursuant to delegated responsibilities. Any exceptions or deviations to policies, criteria, or procedures must be approved by this Command. Suggestions for improved administration of Navy housing facilities and programs are invited and should be forwarded to this Command.

This publication is certified as an official Command publication and has been reviewed and approved in accordance with SECNAVINST 5600.16A. This Manual supersedes NAVFAC P-352, Housing Administration, of August 1972 in its entirety.

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## INTRODUCTION

The provision of family housing to members of the United States Armed Forces was first authorized in 1782, when an Act was passed which specified that a major general and his family would be provided with one covered four-horse wagon and one two-horse wagon. By the early 1800's it became a general practice to build quarters on station for the commanding officer and a few of the senior officers and top ranking enlisted men.

The first formal recognition of the need to provide quarters for military families came in 1866. A quarters allowance was established in an amount equal to one-third of the pay for officers who were not provided with family quarters on shore stations. The advent of World War I brought two more major changes in this regard. First, the allowance for quarters was extended to married enlisted men for whom on station housing was not available. Second, the Government, by legislation enacted on 16 April 1918, accepted the responsibility for providing quarters for the dependents of commissioned officers.

During the succeeding years, construction of on station quarters continued to be sporadic. By 1939 there were only about 25,000 units of family housing throughout the Armed Forces.

The rapid buildup of the military during World War II saw an increase in the number of family quarters, the majority of which were rental quarters or temporary construction authorized under the Lanham Act and other emergency legislation. At the war's end, however, new construction again lagged; the funds which were appropriated were used primarily for construction of shell or quonset-type temporary units and for conversion of existing temporary quarters into adequate units.

Despite the fact that the number of personnel in the Armed Forces had been sharply reduced at the end of the war, the demand for family housing exceeded the supply. To meet this unfilled demand for family housing, the Congress in 1949 authorized the Wherry program. The Wherry program provided for privately financed housing projects to be constructed on Government-owned land within, or near, military installations. The housing units were made available on a rental basis to military and civilian tenants designated by the local base command. The Wherry program produced a total of over 83,000 units in the 5-year period from 1949 through 1954.

The importance of military family housing was more fully recognized in 1950 when President Truman directed the establishment of the Defense Housing Commission to study the program. As a result of this study, the Armed Forces Housing Agency was established to exercise central responsibility for all aspects of the Family Housing Program, except fiscal. The agency was disestablished in 1953 and its functions assigned to the Assistant Secretary of Defense (Properties and Installations). The reassignment of the program resulted in passage of a Department of Defense housing bill in 1954, which was the first significant appropriated fund housing program. This, and later legislation in 1955, 1956, and 1957 authorized some 32,000 housing units, of which about 18,000 were subsequently funded and built.

Increasing construction costs and Congressional restrictions on mortgage procedures brought the Wherry program to a halt in 1955. Continuing concern that funding would not keep up with authorizations, however, prompted the Defense Department to devise a new program for private financing of military housing which would avoid the pitfalls that the Wherry program encountered.

Congress supported the Department of Defense proposals and in 1955 authorized the Capehart program, which provided for housing that would be constructed on Government-owned land by private contractors who, after competitive bidding, obtained financing through the proceeds of 100 percent mortgages insured by the Federal Housing Administration (FHA). Once construction had been completed, the capital stock of the mortgagor corporations was delivered to the sponsoring military department which assumed responsibility for operation and maintenance of the housing as well as the mortgage over a 25-year period. The Congress directed that the units constructed under the Capehart program be public quarters, occupied on the basis of forfeiture of the military members' allowance for quarters. In addition, because of financial losses by Wherry project owners and fears that the larger Capehart units would provide competition for their relatively small units, the Capehart legislation provided for mandatory acquisition of Wherry projects "at or near" military installations where Capehart projects were being built. The Capehart program produced over 115,000 units of family housing before it expired in 1962. The worldwide inventory of Department of Defense family housing grew from about 25,000 units in 1939 to about 300,000 units by 1960.

Through the 1960's and early 1970's, Congress authorized the construction of housing in many areas at the rate of about 8,000 units per year. The end of the 1970's saw a marked reduction in the number of units authorized, to an average of about 1,000 per year. The worldwide inventory of Department of Defense family housing has increased from approximately 300,000 units in 1960 and is approaching 400,000 units now. At present, the worldwide Navy family housing inventory comprises approximately 80,000 units.

## CREDO FOR NAVY FAMILY HOUSING MANAGEMENT PERSONNEL

The occupants of our family housing and the military families or individual service members seeking assistance in locating private housing in the community are the most important persons who enter our offices; they are not an interruption of our work, but the purpose of it. These families and service members are not addresses and statistics; they are flesh-and-blood human beings with feelings and emotions just like ours. They bring us their needs, their wants, their desires, and their problems, real or imagined. Our job is to respond to their requirements as expeditiously and efficiently as possible. These people include husbands and wives and fathers and mothers, who have the same concerns held by all of us: The health, safety, welfare, and comfort of their families. Our job is to put their minds at ease, so that at all times, but especially when families are separated by deployment, service members can perform their jobs with maximum effectiveness, knowing that the families left behind will be given every possible assistance when a need arises. Our job is to adequately house the military families.


THEY ARE WHY WE ARE EMPLOYED.

SERVICE IS OUR BUSINESS!

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