

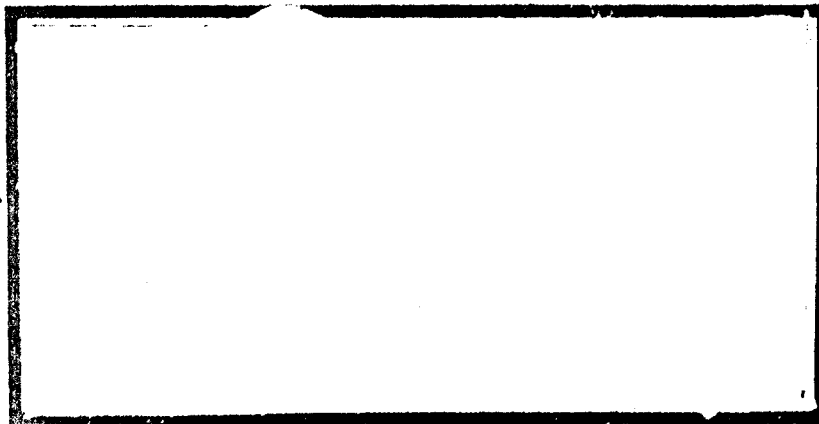
Defense Systems Management School



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Fort Belvoir, Virginia, 22060

THE ROLE OF LEADERSHIP IN
NAVY PROGRAM OFFICES

STUDY REPORT
PMC 73-1

Morgan E. Death
GS-13 NAVSEC

THE ROLE OF LEADERSHIP IN
NAVY PROGRAM OFFICES

A

An Executive Summary
of a
Study Report
by

Morgan E. Death
GS-13 NAVSEC

Defense Systems Management School
Program Management Course
Class 73-1
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DEFENSE SYSTEMS MANAGEMENT SCHOOL

STUDY TITLE:

THE ROLE OF LEADERSHIP IN NAVY PROGRAM OFFICES

STUDY PROBLEM/QUESTION:

To discuss the qualities of leadership that can be applied by personnel who must coordinate efforts in a functional organization in support of a major Navy Program Office.

STUDY REPORT ABSTRACT:

The Navy principally uses the matrix organization for its Program Offices. This approach to Program Management requires strong support from the Navy's various functional organizations. This dependency has given rise to a group of people in the functional organizations that are called coordinators or integrators. This job is unique in that there is considerable responsibility assigned to these persons and they must meet these responsibilities through the use of personnel not under their cognizance. This problem gives rise to the need for these coordinators to possess qualities of leadership rather than simply those of management. This report addresses these leadership qualities, ways they can be obtained, and methods for their application.

KEY WORDS:

MATERIEL ACQUISITION PROGRAM MANAGEMENT MANAGEMENT CONCEPTS
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THE ROLE OF LEADERSHIP IN A NAVY PROGRAM OFFICE

(Executive Summary)

Most of the major weapons and ships acquisition programs in the U. S. Navy come under the auspices of a designated Program Manager or a Ship's Acquisition Manager. It is presently customary of Navy Program Offices to be structured after the matrix concept of organization. That is, a small staff in the Program Office are supported by the various functional organizations in the Department which provide needed manpower resources and expertise.

The dependency of Navy Program Offices on the functional organizations has given rise to a group of specialists that are known variously as Program Coordinators, Integrators, or Liaison Officers. These persons are not normally in the vertical chain-of-command in their respective organizations. As such, the ability to succeed depends more on their leadership qualities than their designated authority or responsibilities. These leadership qualities, methods for their attainment, and how they may be applied will be discussed in this paper.

Often in a Program Office personnel are carefully selected. Here, leadership problems are often reduced to providing meaningful direction to "self motivators". However, personnel in functional organizations are not hand-picked and, by definition, must be considered average on the whole. As such, motivation becomes one of a leader's biggest problems. People are his greatest asset and resource. How they perform

for him will be his criteria for success regardless of his chartered authority and responsibility.

Although there is no right or wrong way to lead in any given situation, there are common qualities and attributes that leaders do possess that can be learned, adopted, and adapted to assist anyone placed in a position of having to motivate people to get a job done. This paper discusses how these leadership characteristics and practices relate to and support the goals of Navy Program Offices in a professional civilian-military organization.

A discussion of "charisma" or "personalities" is often undertaken when leadership qualities are examined. In the final analysis it is interesting to note that neither of these characteristics are common denominators of good leadership. This point is made vividly clear when it becomes apparent that Generals Omar Bradley, Dwight Eisenhower, and George S. Patton, Jr. each exhibited outstanding leadership qualities. These men had very different personalities while being very successful leaders in the same environment, organizational structure, and time-frame. There is common characteristics of these men and of all leaders. They each were "people oriented", had meaningful tasks, and were competent in the field where they made decisions.

The significance of the leadership qualities discussed above is that they are attainable by most people in a professional civilian-military organization. Given the two basic ingredients of a meaningful task and a concern for people, a leader in a new position will take the time to become competent in his Program. In addition to reading, he

take the time to Stop, Look, and Listen to what is going on within and outside of his organization that effects his Program and the people contributing to it. He must determine what motivates his people and how to delegate tasks so that their goals are meaningfully translated into actions supporting the goals of the Program. These attributes will provide the competence and self-confidence necessary to make decisions affecting the Program and see that they are effectively implemented.

One of the biggest concerns of leadership is that maintaining the position. This is a continuing responsibility. Decisions and actions must always be reassessed, follow-up, and evaluated to determine their effects on the goals of the Program and the people supporting it. In the daily routine of performing his duties, a leader must not get so caught up in his Program and its associated "fire drills" that he doesn't "take the time to stop". It is necessary to continually review a Program and evaluate its problems, successes, and failures to put them into their proper perspective.

In summary, it can be said that no single leadership style or personality can be identified for any given situation that will guarantee success. However, this is a beneficial because anyone who is competent in his field and is "people motivated" can attain the qualities of leadership. The points to remember in the application of leadership is to (1) bring together the goals of people and their organization or Program, (2) make decisions and personally follow them up, and (3) take the time to stop and keep the various aspects of the Program in the proper perspective.

THE ROLE OF LEADERSHIP IN
NAVY PROGRAM OFFICES

STUDY REPORT

Presented to the Faculty
of the
Defense Systems Management School
in Partial Fulfillment of the
Program Management Course
Class 73-1

by

Morgan E. Death
GS-13 NAVSEC

May 1973

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THE ROLE OF LEADERSHIP IN NAVY PROGRAM OFFICES

Introduction. Most of the major weapons and ships acquisition programs in the U. S. Navy come under the auspices of a designated Program Manager or a Ship's Acquisition Manager. These Program and Acquisition Managers have complete responsibility for the development, acquisition, and support of their respective weapon systems. It is presently customary of Navy Program Offices to be structured after the matrix concept of organization. That is, a small staff in the Program Office are supported by the various functional organizations in the Department which provide needed man-power resources and expertise. It is not the intention of this paper to pass judgment on this organizational philosophy, but rather to discuss an important personnel implication that this type of organization demands.

The dependency of Navy Program Offices on the functional organizations has given rise to a group of specialists that are known variously as Program Coordinators, Integrators, or Liaison Officers. Regardless of their title, these persons are responsible and must answer to the Program Manager for the performance of their organization. A coordinator is not just an organizer of data or a repository of information. Coordinators are normally not in the vertical chain-of-command in their functional organizations and they must compete for personnel resources and expertise with other Programs as well with the agency's primary function. As such, their ability to succeed depends more on their leadership qualities than

their designated authority or responsibilities. These leadership qualities, methods for their attainment, and how they may be applied will be discussed in this paper. It is hoped that this paper can prepare persons coming into such a position to be more capable of handling the environment in which he will be placed and less likely to get ulcers over the frustrations and anxieties that actually should be expected.

The sections of this paper on the applications of leadership practices are provided so that they can be viewed with insight into techniques that have successfully worked for others. It is not meant as a cookbook of techniques that are applicable to any personality or situation. The key to these sections is to be aware of how these techniques can assist any particular leadership style towards being more effective.

SCOPE

Leadership qualities and attributes can be discussed for almost any type of organization (military, church, government, industry) and need (safety, achievement, status, sociological). This paper will only discuss leadership as it applies to a professional engineering environment with a mix of military and civilian personnel. The other significant point to be made is that this leadership is of peer groups and superiors as opposed to a superior/subordinate relationship.

It is significant to point out at this time that a distinct difference is being made in this paper between leadership and management. The simplistic difference between these two terms are defined below:

Management = the control of resources (personnel, material, and funds) to achieve the goals of the Organization or Program

Leadership = the influencing, or motivation, of people so that they willingly direct their energies and resources (personnel, material, and funds) to achieve the goals of the Organization or Program

It is understood that a successful leader will usually obtain resources that he must manage. However, this portion of a coordinator's job function will not be addressed.

Often in a Program Office personnel are carefully selected. Here, leadership problems are reduced to providing direction to "self motivators". However, personnel in functional organizations are not hand-picked and must, by definition, be considered average on the whole. As such motivation

is the biggest problem that a leader faces. People are his greatest asset and resource. How they perform for him will be his criteria for success regardless of his chartered authority and responsibility.

It has been contended that good leaders are in short supply.¹ The contention here is that this is not true and that the problem is more fundamental. They are just hard to find because it is so difficult to determine what to look for. This is understandable when one considers Generals Omar N. Bradley, Dwight D. Eisenhower, and George S. Patton, Jr. They were each quite different in personality but successful as a leader while in the same environment, organizational structure, and time-frame. No single measure of leadership would have picked each of these men. If one could be found, it would still probably not apply to picking a company executive, school principal, President, or Pope. From past experience in each of these categories, it is obvious that a single personality type is not the constant and the leadership "charisma" often alluded to is quite an elusive quantity to define.

With the ambiguity discussed above, it is surprising to read a training pamphlet published by the Mutual Benefit Life Insurance Company entitled "Leaders Are Made --- Not Born". The remainder of this paper is dedicated to the proposition that this title is true. Although there is no right or wrong way to lead in any given situation, there are common qualities and attributes that leaders do possess that can be learned, adopted, and adapted to assist anyone placed in a position of having to motivate people to get a job done.

QUALITIES OF LEADERSHIP

There is no such thing as a leadership personality for any given situation. However, there are some basic elements of all leadership personalities that seem to provide an insight into where their charisma originates. The common attributes of leaders is derived from the fact that they are all "people oriented", knowledgeable in areas where they make their decisions, and self-confident. It is important to note that these qualities can be found in any personality and were exhibited by Generals Omar N. Bradley, Dwight D. Eisenhower, and George S. Patton, Jr. A similar example of strong leadership with differing personalities while maintaining the above leadership qualities is Presidents Abraham Lincoln, Franklin D. Roosevelt, Harry S. Truman, and John F. Kennedy.

W. C. H. Prentice has discussed qualities that leaders do not necessarily have.²

"He may not possess or display power; force or the threat of harm may never enter into his dealings. He may not be popular; his followers may never do what he wishes out of love or admiration for him. He may not ever be a colorful person; he may never use memorable devices to dramatize the purposes of his group or to focus attention on his leadership."

None of the qualities that make a good leader are in conflict with W. C. Prentice's discussion above. Given these qualities, there are a number of ways that they are reflected in the outward signs of effective leadership. These attributes are in the area of personnel motivation and handling, productivity, ambition and decisiveness. These attributes are extensively discussed in the Mutual Benefit Life Insurance Company training pamphlet mentioned above. Each of these areas are expanded below the discussion is based on writings in the field, personal interviews, and personal experience as a Navy "coordinator" for a Program Office.

Personnel Motivation. A leader always seems to be able to get the best out of people. He has the ability to recognize the goals of individuals and are able to fulfill these desires while meeting the needs of the organization or group. Abraham Maslow has thoroughly defined what these motivational needs are in various situations.³ These needs range from the basic physiological and safety needs, to the desire for love and affection, to the need of self esteem and respect and finally to the self-actualization needs of achievement and creativity. A leader knows which of these needs are the strongest in his people.

In the environment of a Navy professional functional organization, most of the individuals' physiological and safety needs are adequately fulfilled. Generally the outstanding needs will be of creativity, achievement, and self esteem in those individuals who do not appear to be motivated. Fortunately these needs are easily directed towards

the mission of both the functional organization as well as the Program Officer. Later sections of this paper will discuss leadership techniques and practices that assist in creating a harmonious atmosphere between these needs and goals.

Personnel Handling. This quality of a leader is directly coupled with the correct interpretation of his people's needs as discussed above. It also is a function of his understanding of their knowledge and capabilities and how they mesh with the goals of the organization. The following list describes some of the most basic elements of effectively handling personnel given an understanding of their needs and capabilities.

1. Take a genuine interest in people. This is necessary in order to understand them, their needs, and capabilities. Remember, "Followers make the leaders".⁴
2. Delegate as much authority and responsibility to your people as is possible without ever delegating your responsibilities for personnel actions (i.e. rewards, reprimands, promotions, training).
3. Be fair and consistent in personnel actions. Handle grievances fairly.
4. Assign tasks and delegate responsibilities in accordance with the needs and competence of each individual.
5. Continually reassess and evaluate personnel needs and the degree to which tasks are enriching job functions.

Productivity. This quality of leadership is discussed at length by Peter Drucker.^{5,6} He refers to this attribute as "Effective" Leadership. Productivity more aptly defines this quality in that it implies effectiveness

which is a necessary condition for leadership. These qualities are exemplified by a leader in his work habits and the attitudes that he has towards the work of his people. The most important point here is that "productivity" and "effectiveness" are defined as getting the right work done. Efficiency is a fallout due to the fact that time is not wasted on non-essential tasks. Efficiency of work misdirected is wasteful and the term in this case is meaningless. A synopsis of the principle's of productivity is described below.

1. Busy is not equal to efficiency or effectiveness. It is absolutely necessary to stop at times to reflect where you have been, are, and are headed to be sure that it is in consonance with the goals of your group or organization. "If you don't know where you are going, any way will get you there."⁷
2. Organize Time. It is almost axiomatic that a leader's time is not his own. A leader will never have the time he needs. How he uses time and how he handles it in his office are crucial.
3. Delegation of Authority. A leader not only must delegate authority because he does not have time to handle everything himself, but it is also necessary to the motivation of people in a professional atmosphere. A leader takes the time to know his people well enough to know what authority to delegate and retain.
4. Problem Solution. This item will be discussed at length in another section. The point to be made here is that an

effective leader sees a problem as a challenge to be overcome; not as an inevitable road block to be endured or circumvented.

5. Self-Confidence. This is one of the most important qualities of a leader. It is the quality that exudes from his personality that gives his people the faith that he is directing them towards common goals that are in the best interests of everyone. This quality is termed "egotism" when seen in unpopular leaders who are nevertheless followed. Self-confidence allows a person to assume the authority, responsibility, and to make the necessary decisions that are characteristic of leaders.
6. Decisiveness. No person can be a leader if he cannot make decisions. Right or wrong, decisions have to be made. Often no decision at all is the worst one that could have been made. Thereby, nothing gets achieved, morale deteriorates, and motivation must be readdressed and activated before the next decision made will have any value in implementation. A decision has not been made until after it has been implemented.

Often quick decisions have to be made. Leaders are able to make them when it is necessary but also are fully aware that they must never make haphazard ones. It is also absolutely necessary to admit a mistake when a wrong decision has been made. To continue such a mistake,

especially when others are also aware of it, undermines every attribute that a leader possesses and works to establish.

As can be seen from this section, the qualities of leader are not personality oriented. They are attributes that can be found in any personality and are the common denominators of leadership. The following sections of this paper will not be addressing such "common denominators". Leadership techniques, pitfalls, and practices will be discussed in order to show how the qualities listed in this section either have been or could be successfully put into practice.

LEADERSHIP TECHNIQUES

The qualities of persons previously discussed give an indication of common characteristics of leaders. These qualities provide the foundation for leadership actions necessary for the performance of their missions. This section will discuss some particularly effective techniques employed by leaders that are not apparent from previous discussions. This section will also expand on some of the attitudes and understandings that leaders have towards their responsibilities and people. These understandings not only make leaders more effective in their actions, but they also significantly reduce the effort necessary for him to maintain his proficiency.

Leadership techniques stem from the fact that leaders are continuously not continually, involved in their people and responsibilities and that nothing happens until decisions are made and actions taken. It has been pointed out that executives (or leaders) merely "operate" in their environment unless they take overt action to change reality.⁸ Leaders are well aware of this point and are always striving not only to solve problems, but to anticipate them and correct for them prior to their appearance. Dan Ducas, V. P., Litton Industries, points out "it is the function of a leader to be problem definers and followers to be problem solvers".

No one person can be personally knowledgeable on all aspects of his program. A leader "multiplies himself by achieving results through others rather than through his own individual contribution". Peter Drucker also emphasizes this point when he says that a leader is part of an organization which gives him his leverage to be more of a person than he could ever be alone and to reach out into new areas of challenge and accomplishment.¹⁰

Although it is not necessary to know more about a subject than the person you are trying to direct, it is quite true that knowledge is power and people swarm to anyone considered to have the most information on any given Program. As such a good leader is always attempting to improve his knowledge in every aspect of his Program regardless of whether or not it is his area of responsibility. He is always maintaining his mental alertness both technically and managerially by keeping up with the state-of-the-art in his field, reading trade magazines, schooling, and constantly being aware of what is happening around him.

Methods used for control of programs and personnel provide one of the first clues to a person's personality. Rules, regulations, and reports are the last techniques for control used by leaders. The basic method of control is by "keeping in touch" and personally witnessing performance and assessing its impacts on the goals of the organization.

The ability to make decisions and keep a high percentage of them correct keeps many people of leadership quality from ever attaining their full potential. This is unfortunate because once one has obtained the knowledge and self-confidence qualities of leadership, the decision making process can become a technical problem that can be learned and mastered. It is not intended here to provide these answers. However, the following points should put into perspective a leader's attitude towards the decision making process.

As mentioned earlier, decisions have to be made and often no decision at all is the worst alternative between a right or wrong one. On the average only about 50% of a person's significant decisions will be correct. A maintained average of 80% is the mark of a good decision

maker. If this is true, there are two points that stand out. First, important people make important decisions and if 20% of them are going to be wrong, the ability to admit a mistake and correct for it is mandatory. Second, the tension and panic felt over the 20% wrong important decision will directly affect a leaders perception of new decisions that have to be made and his ability to retain is 80% or better average.

A leader must often make quick decisions on the best information available. However, this does not mean that he can allow himself to make haphazard ones. The following set of rules puts the decision making process into leadership perspective.

- (1) Know and define your problem.
- (2) Get all the relevant facts pertaining to the problem. It is quite important to ascertain the relevancy of information prior to its use in the decision process.
- (3) Consult with advisors but be keenly aware of their right to advise in each aspect of the problem.
- (4) Investigate all possible alternatives that time and resources will allow.
- (5) Determine the yardstick to be used for measuring the results of the decision.
- (6) Decide.
- (7) Follow-up and use the yardstick to determine if redirection or clarification is necessary.

Peter Drucker makes a very interesting observation concerning the decision making process. He notes that a good leader has the ability to organize disagreement to his own benefit. The great advantage of disagreement when properly directed is that it encourages each person with a different view to be thorough in his analysis. Also this technique maximizes the number of alternatives investigated and their feasibility while stimulating imagination and creativity.

LEADERSHIP CONCERNS AND PITFALLS

When assigned a job position where leadership qualities are paramount, there are a number of situations where considerable conflicts or problems can arise. These areas of concern are innately understood by many "natural" leaders. However, these areas can be recognized and dealt with by anyone aware of their existence and significance. Awareness of these pitfalls not only can save a person considerable mental grief but will also tend to make him a more effective person.

It is readily accepted that when a person receives a new assignment he must take the time to understand his program thoroughly. He must do this prior to making any significant decisions or comment on actions that his people are initiating and conducting. Too often this is interpreted as simply reading all of the documentation and publications available on a Program. Chester Burger points out that this is only a stepping stone to preparing oneself for leading a Program. The additional key words to remember are "Stop, Look, and Listen".¹² That is, it is crucial to also be prepared by being keenly aware of what is going on in the Program between the protagonists, antagonists, their attitudes, personalities, and competence. It is important to stop and reflect on these points, put them in proper perspective. Also listen to see if people are reacting in accordance with your perception of them. If they aren't, keep looking and listening. This area of concern also includes taking the time to assess the political, economic, and military environment in which a program is operating and how it can be affected by any changes in this environment.

In every group or organization there exists four types of leaders. These may be the same person but usually are not. It is important to know who these leaders are, and determine how to work with each in a complimentary fashion. The other types of leaders are natural and cannot be suppressed so it is important to know how to effectively use their assets in meeting the goals of the Program. The four types of leaders are the formal, informal, task, and social. The formal leader is the one given his authority by charter. The informal leader has been exercising this authority because of any of many reasons such as technical expertise, seniority, popularity, or gimmicks. The task leader is goal oriented and provides the group with initiative, guidance, ideas, and proposed solutions. He is often referred to as the intellectual leader. The social leader is the one who leads the group in their needs for mutual acceptance, harmony, and congeniality.

The significance of the formal and informal leader is discussed at length by Kast and Rosenzweig.¹³ The differences between the task and social leaders are addressed by Berelson and Steiner.¹⁴ Although each type of leader is a case study in itself, the point to be made here is that one must recognize that they do exist and must be contended with. When starting out in a new position, the most a person can have is a charter assigning him as the formal task leader of an organization. Even this authority can be quickly lost to the informal leader if he isn't recognized and effectively dealt with early. It is very difficult to be both the task and social leader of an organization. Usually this is not even necessary. The key to being effective is to realize that

each can work compatibly with the other. They usually are complimentary (not similar) personalities with common goals. Probably the biggest point here is that if given authority is not assumed it will quickly and naturally be assumed by others without them even having to take overt action to do so.

In dealing with people, a leader's attributes are all boiled down to how he can communicate. His ability to get ideas across to others, receive information, weigh alternatives, and assess results are all a function of the degree of understanding that has been generated. An excellent discussion of this concern is provided by Jack R. Gibb.¹⁵ He points out that the secret to effective communication is in the climate produced by the original communicator. A defensive climate causes a listener to become withdrawn and protective. A supportive climate encourages open participation by all parties. J. Gibbs comments on each climate are as follows:

"Defensive arousal prevents the listener from concentrating upon the message. Not only do defensive communicators send off multiple value, motive, and affect cues, but also defensive recipients distort what they receive. As a person becomes more and more defensive, he becomes less and less able to perceive accurately the motives, the values, and the emotions of the sender."

"The more 'supportive' or defense reductive the climate the less the receiver reads into the communication distorted loadings which arise from projections of his own anxieties, motives, and concerns. As defenses are reduced, the receivers become better able to concentrate upon the structure, the content, and the cognitive meanings of the message."

Attitudes such a superiority, direct control, "gaming", and evaluation lead to defensive climates whereas spontaneity and empathy for the attitudes and concerns of others create a supportive atmosphere.

One point made in the previous paragraph is important in all aspects of dealing with people. This is the technique of "gaming". When used in this context, the definition of games used by Eric Berne, M. D., is quite appropriate.¹⁶ "A game is an ongoing series of complementary ulterior transactions progressing to a well-defined, predictable (you hope) outcome." In this context he states, "every game, , is basically dishonest, and the outcome has a dramatic, as distinct from merely exciting, quality". Although this attitude may overdramatize situations in a professional Navy organization, its premise is still true. People can usually tell when they are being played, and when this is perceived they quickly become defensive and antagonistic in every respect. This quickly undermines any chance of leadership that may have existed.

Several additional leadership caveats are listed below:

1. Beware of the three R's - Regulations, Reports, and Rules. They usually are a substitute for what you are supposed to be handling personally.
2. Don't misuse committees. Each committee must have a purpose, responsible person, schedule and expected outcome. They are not decision making bodies. Majority rule is neither effective, efficient, or a sign of good leadership.
3. Don't overstaff. Too many people in an organization will waste time and tend to increase the probability of many others in the organization performing unnecessary work to keep the front office staff seemingly gainfully employed.
4. Be yourself, don't copy others.¹⁷ Your own personality probably has as much leadership potential as the one you are trying to emulate.
5. Concentrate on results, not work. Busy is not equal to effectiveness.
6. Don't praise 80 hour weeks. If someone is spending that much time on the job it is either an indication of him doing someone else's job, getting poor leadership, or is continually panicing over "fire drills".
7. Build teams with complimentary skills, not similar skills.
8. To most effectively use your time, concentrate on a few areas where superior performance will produce outstanding results.
9. Don't establish a situation or environment where the Program stops when you are away from the office.

LEADERSHIP CAVEATS AND PRACTICES RELATED TO A PROFESSIONAL CIVILIAN-MILITARY ORGANIZATION

The previous sections of this paper attempted to convey that is in-born to those lucky enough to have the charisma. Rather, leadership is attainable to those who care about people and are willing to continuously gear their efforts towards motivating them to meet the goals of the Program or organization.

The qualities of leadership and the techniques often used for their application were presented to provide an awareness of the "attributes of success". They were not presented as a list of rules to be followed. They will, however, assist those being presented the problem of achieving results through the use of people not under their control.

This section of the paper addresses points directly affecting leadership in a civilian-military professional organization. All of these items may not be unique to such an organizational climate, but they each have been observed by the author and those interviewed who are presently working in such an environment.

When first coming into a new position requiring leadership, the rules, policies, regulations, and personnel quite often make the job seem prohibitive. Such an atmosphere, or organizational climate, can quickly instill a defeatist attitude in the mind of the beholder. Immediately take the time to Stop, Look, and Listen as mentioned previously. Use this time to find those in this organizational climate who have attained leadership. Do this not to copy their styles (which may not be appropriate for each Program), but to build necessary self-confidence and morale based on the realization that it is possible in the existing organizational climate.

Continually take the time to stop and reflect on where the Program has been and is headed. This is not something that is only done when beginning a new Program or position.

Do not get too wrapped up in a Program and its daily problems. Moving too fast will create a growing bow wave increasing the work necessary to accomplish all tasks. At the risk of being accused of doing nothing, the design of a bulbous bow may be invented.

A decision doesn't exist until it has been implemented. The only sure way of determining this implementation is by personally following it up. This is essential not only for assurance of implementation but also to determine the clarity of directions given and for early determination of mistakes and needed redirection. Follow-up used in this way is not interpreted as "looking over one's shoulder". It may even be interpreted as genuine interest in the results. No amount of reports and regulations will provide the needed assurance of progress.

It will become increasingly apparent with time that there are people within the organization as well as protagonists and antagonists of the Program outside the organization who can politely be termed fools or mischief makers. It is necessary to be aware of this point and be prepared to deal with them. However, never make the mistake of assuming that the dissenters of the Program fall into this category.

The next area of interest appears more subtle than most, but is surprisingly effective. This is the area of how a leader handles and uses his body. "It is hard to take orders from someone who in no way appears superior."²⁰ Although this point covers all aspects of a person's

personality and competence, when meeting people for the first time, appearance can be a leader's greatest asset. Most people can think of situations when they met people who immediately appeared to be in control before anything was even said.

Leadership mannerisms and gestures have been studied extensively with their significance analyzed and discussed.²¹ These mannerisms are perceived and reacted to by everyone whether it is done subconsciously or consciously. Most of these mannerisms are normal outgrowths of a leader's self-confidence and competence. A number of these are listed below to increase the awareness that a person must have on how everything he does and says effects the way he is being perceived by others.

1. Be "kinesically mature". That is, a leader does not waste body motions. He doesn't needlessly shuffle his feet, tap his fingers, or act disinterested or bored. Body motions should be channeled into useful areas such as listening with attention, with head and facial gestures that do not put others into a defensive atmosphere.²²
2. Dominance through position or height is surprisingly effective. This item is much more subtle than most but often gives a person that little "extra edge" in some situations where it may make a difference. "Dominance through height is a truism that works from the animal kingdom to man."²³ Awareness of this point should be used two ways. If dominance is needed, techniques like standing up or offering others a seat are useful; however,

dominance establishes a defensive atmosphere and problems may exist for this reason alone.

3. Authority through placement can be exercised by simple maneuvers such as sitting at the head of the table if you called the meeting. If not, sitting upright and attentive in any prominent location will tend increase stature.

The last item of this section is probably the most important one in a military-civilian professional organization. The motivations, environments, and backgrounds of these individuals are quite different, are often not compatible, and each must adapt somewhat in order to work harmoniously towards the same goals. The military is unique in that men get killed and have to be replaced, close superior/subordinate friendships are not condoned, and each person's clarity of duties and responsibilities are maximized in an autocratic chain-of-command.²⁴

Civil servants also are unique in that they are not motivated by profit, as in industry; or survival, as in the military. Civil servants are motivated by a desire to serve.²⁵ In researching civil servant attitudes Osborne Elliott states that he is increasingly impressed by the high caliber of civil servants and the fact that they are career conscious.²⁶ Probably the most difficult character trait for military people to adjust to when working with civil servant is that they are not awed by either outsiders or rank. In fact, civil servants will not open up until they are thought of as equals. This does not mean being treated as equals is sufficient.

It is important to emphasize the point made above concerning the military adapting to and accepting a civilians attitude towards authority. This point is not made because the author is a civilian. It is made because civilians are at least 80% of most Navy professional military-civilian organizations. Also the civilians are permanent members of the organization, their careers are tied to its fortunes, and the military therefore are considered transient members.

CONCLUSIONS

The biggest problem faced by a coordinator for a Navy Program Office is that he needs to be a leader when he thought he was given a management position. The authority given to him when he accepts this position is not adequate to perform his assignments. The ensuing frustrations and anxieties are detrimental to the individuals involved as well as to the goals of the organization.

Recognizing the above dilemma and then setting out to determine how to lead individuals in such an organizational climate is the first step to success for a coordinator in a Navy functional organization. In attempting to lead, it is important to recognize that there is no single way or personality that is always successful in any given situation. There are only two necessary ingredients to success - a meaningful task and a genuine concern for people.

Given the two ingredients of a meaningful task and a concern for people, a leader in a new position will take the time to become competent in his Program. This action requires much more than reading all available information. It requires one to Stop, Look, and Listen to what is going on that effects his Program and the people working on it. He must determine what motivates his people and how to delegate tasks so that their goals are meaningful translated into actions supporting the goals of the Program. These attributes will provide the competence and self-confidence necessary to make decisions affecting the Program and see that they are effectively implemented.

In the daily routine of performing his duties a leader must not get so caught up in his Program and its associated "fire drills" that he doesn't "take the time to stop". It is necessary to periodically review the Program, its problems, successes, and failures to put them into their proper perspective. It also is always necessary to personally follow-up on decisions that have been made and never fall into the trap of relying on reports, regulations, and procedures for this information.

In summary, it can be said that ~~no~~ single leadership style or personality can be identified for any given situation that will guarantee success. However, this is beneficial because anyone who is competent in his field and is "people motivated" can attain the qualities of leadership. The points to remember in the application of leadership is to (1) bring together the goals of people and their organization or Program, (2) make decisions and personally follow them up, and (3) take the time to stop and keep the various aspects of the Program in their proper perspective. /

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FOOTNOTES

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