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THESIS

THE SANDCRAB SYNDROME--FACT OR FICTION?

A Study of the
Attitudes of United States Naval Officers
toward
Civil Service Managerial and Technical Personnel

by

Gideon Lester Long, III

September 1977

Thesis Advisor: J. W. Creighton

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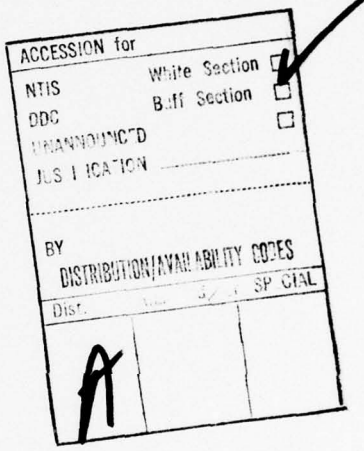
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THE SANDCRAB SYNDROME--FACT OR FICTION?

A Study of the Attitudes of United States Naval Officers toward Civil Service Managerial and Technical Personnel

by

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Submitted in partial fulfillment of the
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ABSTRACT

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I. INTRODUCTION

"Most Naval officers think civil servants are sandcrabs. They never go to sea, and they will run in any direction, including sideways, to get out of work!" --anonymous Naval officer quotation.

The Constitution of the United States requires that the military forces of this country be under the ultimate control of civilians. Within the Department of Defense, however, the majority of the non-combat workforce is comprised of civilians under the leadership and control of military officers.[1] This "sandwich" structure brings together two groups of individuals, military personnel and civilians, which have different professional backgrounds and different perspectives. When any two groups which have basic differences in perspective are required to coexist, adverse attitudes and conflicts are possible. When two such groups are expected not only to coexist but also to collectively form one of the largest work units in the world and to provide for the national defense of the country, the attitudes of each group toward members of the other group become a vital factor of success.

The typical civilian manager within the United States Navy reports directly to and works directly for many Navy officers throughout his career. It is therefore important for him to know what these officers as a group think of civilian employees. The major hypothesis of this research was that the general attitude of the average Naval officer toward

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[1] As of June 30, 1976, there were 1,008,981 civilian employees of the Department of Defense including 315,440 in the Department of Navy. Source: World Almanac and Book of Facts 1977, page 129. There were only 282,198 officers in the entire Department of Defense of which 63,398 were Naval officers. Source: 1977 Uniformed Services Almanac, page 152.

his civilian counterpart is negative. The general objective of this research effort was, therefore, to develop and utilize a method for determining and examining the attitudes of Naval officers toward civil service managerial and technical personnel in order to prove or disprove that hypothesis.

The research produced information which can help both Navy civilian managers and officers to be more effective in the combined military-civilian structure. Actions can be taken by both groups to dispel negative officer attitudes and reinforce positive attitudes. By taking these actions, the military-civilian group will have the opportunity to devote more time and effort to common goals and become a more productive work unit.

This research also produced a valuable point of departure for needed additional research. The survey population of this research was necessarily limited. Much benefit could be derived from expanding the research to a greater population of Naval officers, to officers of the other military services, and to the civil service community. The encouraging response and interest shown by respondents reinforced the value of the research and the validity of the approach.

II. OBJECTIVES

The general objective of this research was to develop and utilize a method for determining and examining the attitudes of Naval officers toward civil service managerial and technical personnel. Specific objectives were established for both the research performance and the presentation of results. The specific objective of the research performance was to examine the validity of the major hypothesis that the general attitude of the average Naval officer toward his civilian counterpart is negative. This led to the development of a list of six subject areas to be examined. Specific hypotheses were developed for each subject area with the corresponding objective of obtaining the officer attitudes in each area and thereby testing the hypotheses. The subject areas included competence and motivation, personal relationships, professional relationships, pay, personnel rotation, and regulations. The specific hypotheses related to each area are discussed in Chapter V. It is very important that the reader understand from the outset that the purpose of this research was to obtain attitudes and perceptions rather than actual conditions and realities. Although the bibliography includes documents which aid in ascertaining the realities of various aspects of civil service, no attempt was made to refute, justify, or argue with the results of the survey.

There were three specific objectives for the presentation of the results of the research. The first was that the report could be easily read and understood by anyone having an interest in the subject. This objective dictated the format and the language used herein. Mathematical

and statistical language requiring specialized training for proper interpretation was intentionally avoided. Another specific objective of presentation was that the reporting of results would be concise. For this reason, each subject area is discussed as an individual unit in Chapter V. All data related to each question accompanies the narrative for that question. Discussion of the relationships between questions within each subject area has been included in the discussion of the appropriate question. Finally, the presentation of the results was designed to be useful to the reader. The obvious questions and relationships have been addressed. However, there are many additional correlations possible which were not addressed and which would have greatly increased the volume of the document without significantly increasing its usefulness.

III. METHODOLOGY

The procedural method utilized in this research consisted of four major elements. These were the literature investigation, development of the survey questionnaire, the survey, and the data analysis. The literature investigation revealed that little previous research had ever been accomplished on the attitudes of Naval officers toward civil service personnel and that none had been accomplished in the last twelve years. For that reason and because of the rapidly changing environment during the past decade which led to new and different attitudes in nearly every subject area, it was concluded that a basic research approach should be pursued. A brief summary of the results of the literature investigation is contained in the following chapter.

The second element of the research was the development of the survey questionnaire which would be used to obtain the attitudes of Naval officers in six broad subject areas. Those six areas were competence and motivation, personal relationships, professional relationships, pay, personnel rotation, and regulations. A draft questionnaire was developed which was designed to be easily understood, interesting, unbiased, and to require fifteen minutes or less for completion. That questionnaire (Appendix A) was distributed to a sample population comprised of officers, civilians, and faculty members with a request (Appendix B) that each provide recommendations for improvement and the amount of time required for completion. The final questionnaire (Appendix C) was developed incorporating the responses from the sample survey. With the exception of clarifying changes in the wording of questions, the only significant

change reflected in the final questionnaire was the provision of space after each question for the comments of the respondent. As discussed in Chapter V, this proved to be a very valuable addition to the research vehicle. The final questionnaire was printed on light blue paper to draw attention to it and for ease of identification.

The questionnaire was distributed to the 371 Naval officers at the Naval Postgraduate School who were scheduled to graduate after Spetember, 1977. The memorandum used to distribute the questionnaire is Appendix D. Figure 1 shows the distribution by Officer Designator Code of the total survey population of 371 officers and of the total respondent population of 197 officers. Appendix E provides narrative descriptions of the Officer Designator Codes.

The data analysis element of the research began with the extraction for manual analysis of all comments provided by the respondents. The multiple choice responses were transformed into a suitable format and a machine program was developed to tabulate the responses and provide the desired relationships among various questions. The machine also separated from the total population those respondents who indicated that they had previously directly supervised, been supervised by, or worked closely with civil service management and technical personnel. This group was referred to as the "contact population" and has that nomenclature throughout this document. The responses of the contact population were tabulated and analyzed separately because those responses were based on actual knowledge rather than hearsay or speculation. Chapter V therefore addresses both the responses of the total population and those of the contact population.

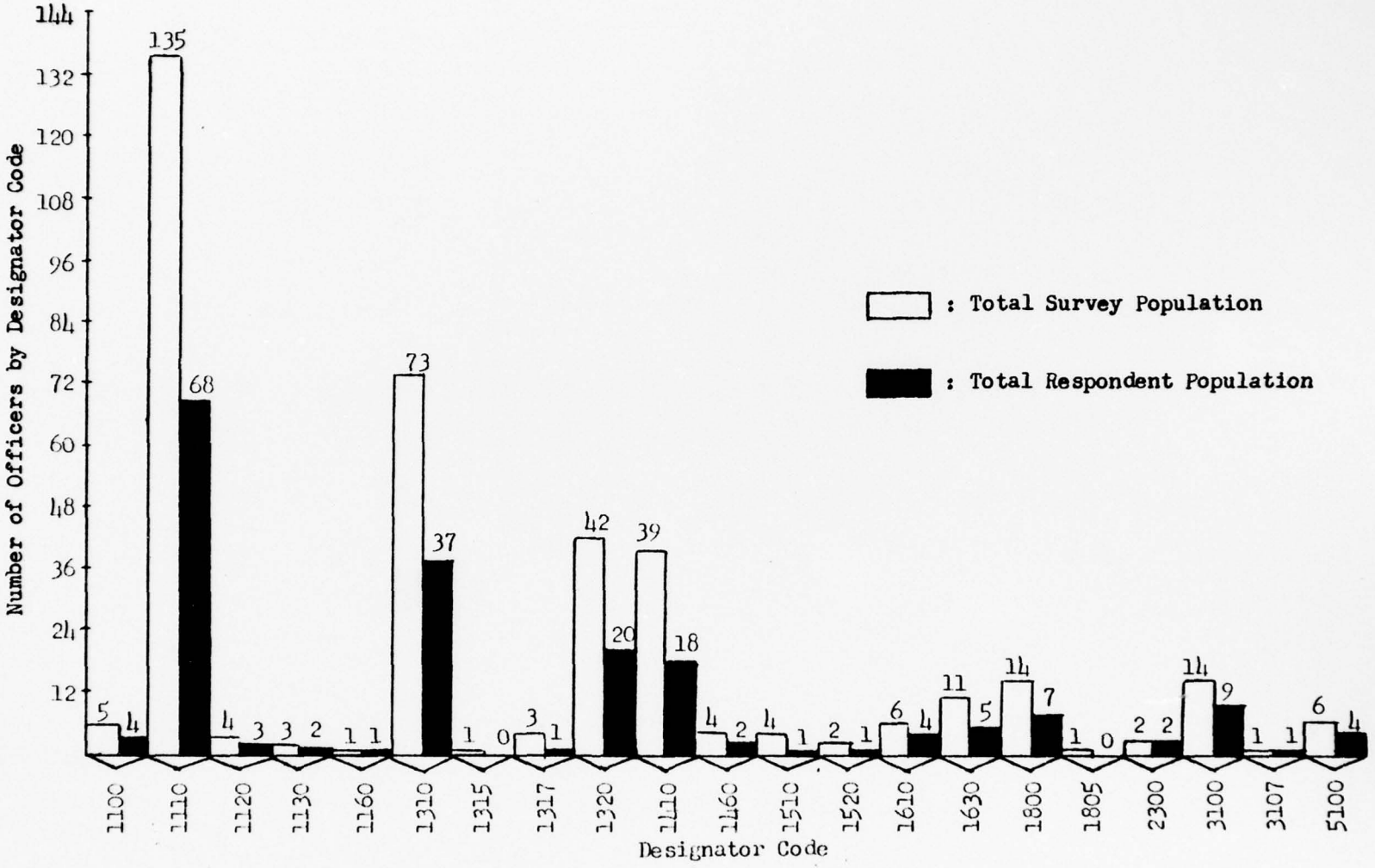


FIGURE 1 : OFFICER DESIGNATOR CODE DISTRIBUTION- TOTAL SURVEY VS TOTAL RESPONDENT POPULATION

IV. LITERATURE INVESTIGATION

During the last twenty-five years, many books have been written on practically every management problem and every combination of management attitudes except the attitudes of military officers toward civil service personnel. A comprehensive search of the literature identified many works on the subjects of the civil service system and its management problems, the military system and its problems, military attitudes toward military personnel, civilian attitudes toward civilian personnel, the attitudes of civilian communities toward military personnel and practically every other combination possible except the one which was the subject of this research. Especially during the two five-year periods of 1952 to 1957 and 1962 to 1967, great emphasis was placed on the problems of the civil service system and recommendations for its reform. The most complete work on the subject was the Hoover Commission Report [2] which resulted from a study conducted between 1949 and 1955. Like that report, however, other books written during those periods either ignored or simply acknowledged the existence of the military-civilian structure and treated a particular subject within one segment or the other. Listed in the bibliography are several of the more important works on related subjects but none which address the attitudes of military officers toward civil service personnel.

Similar to the authors of books, those who have done research and

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[2] This report was published in 1955 and was formally entitled the Subcommittee Report on Special Personnel Problems in the Department of Defense.

written theses or reports have not chosen this subject. While many have written on various facets of military and civilian service as separate entities, the only researcher who directly addressed the military-civilian work environment was Raymond Paulsen. In 1965, Paulsen authored a thesis entitled Military Managers in the Joint Military-Civil Service Organization in which he concentrated his research on the problems faced by the Civil Engineer Corps officer in the military-civil service organization. When Paulsen began his research, he found that no comparable research preceded his. Paulsen's concentration was specifically on the problems and personnel conflicts confronting the junior officer caused by differences between the military and civilian personnel and career systems, rotation of officers, and lack of experience. The thrust of his thesis was toward making the junior officer more effective by pointing out some of the problems and providing effective supervision techniques which could help alleviate those problems. Paulsen utilized a questionnaire which was distributed to 100 military officers with the rank of Commander or Captain and 100 civilians in the grades of GS-9 through GS-14. Some of the questions paralleled questions utilized in this research and Paulsen's results are included in the appropriate discussions in Chapter V.

The most recent research related to military-civilian interfaces is the Navy Human Resource Management Survey (HRMS) currently in progress. While efforts to date have been limited to organizations which are predominantly military, plans include extending the area of research to military-civilian organizations. The HRM survey is an opinion-soliciting vehicle which addresses potential problem areas on a work unit or local

organization basis. It was designed specifically to aid the commanding officer in evaluating his local situation based upon the response of subordinates to the survey. When extended to military-civilian organizations, the survey will continue to perform that function and will not emphasize the attitudes of military officers toward civilians.

A thorough search of military-oriented periodicals published since 1973 revealed no evidence that the attitudes of Naval officers toward civil service personnel have been or are now being studied or discussed. The search included a laborious review of the non-indexed Navy Times which provides detailed coverage of activities and surveys conducted within the Naval military community while virtually ignoring its civilian employees. The Air Force Times, which achieves more of a balance in coverage, reported the results on the "quality of life" survey conducted by the Air Force Management Improvement Group in 1975. That survey, conducted first among military personnel and then among civilians included nine factors which contribute to the "quality of life". Although some of those factors related to areas addressed in this research, the Air Force survey was largely introspective in nature, requiring the respondent to look at himself rather than at his attitudes toward others. In addition, many thousands of periodical pages have been devoted to discussions, arguments, and opinions related to all aspects of military, civil service, and private sector pay and their comparability. However, the review of periodical literature led to the conclusion that consensus on the pay issue is totally impossible.

In summary, the literature investigation revealed that the study of attitudes of military officers toward civil service personnel has been very limited. Within the Navy, specific research on the attitudes of

officers toward civilian management and technical personnel has never been performed and most of the research on related subjects is more than a decade old. Because of the rapidly changing environment of the 1970's, the results of such research is of very limited usefulness, thereby making this research a venture into a relatively unknown field of study.

V. SURVEY RESULTS

A. THE QUESTIONNAIRE--AN OVERVIEW

The questionnaire (Appendix C) utilized in the survey contained 27 questions. Three questions were included to obtain information which would separate the "contact" population from the total population of respondents. An additional question (Question 27) obtained the rank and officer designator code of each respondent. Figure 2 shows the rank distribution of the respondents with Figure 2A showing the distribution of the total responding population and Figure 2B that of the contact population. Figure 3 shows the officer designator code distribution of the total and of the contact populations. [3] The remaining 23 questions were designed to obtain the attitudes of the respondents toward civil service managerial and technical personnel as they related to six broad subject areas. The subject areas were competence and motivation, personal relationships, professional relationships, pay, personnel rotation, and regulations. The number of questions devoted to each subject area ranged from two to seven. All questions related to attitudes were multiple choice and respondents were requested to answer all questions. Only one answer to each question was permitted and the instructions cautioned that attitudes should be the personal attitudes of the respondent and should be related specifically to managerial and technical civil service personnel and not to secretarial or clerical

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[3] Refer to Appendix E for narrative descriptions of the officer designator codes.

employees. A space for comments was provided following each question and 113 of the 197 respondents, or 57%, took the opportunity to comment on one or more questions. These comments proved extremely valuable in providing suggested improvements for future questionnaires and insight into the rationale behind many of the responses. Questions from the six areas were intermixed and some questions were positive in orientation while others were negative. For the presentation of the survey results which follows, however, all questions related to each subject area are discussed as a group.

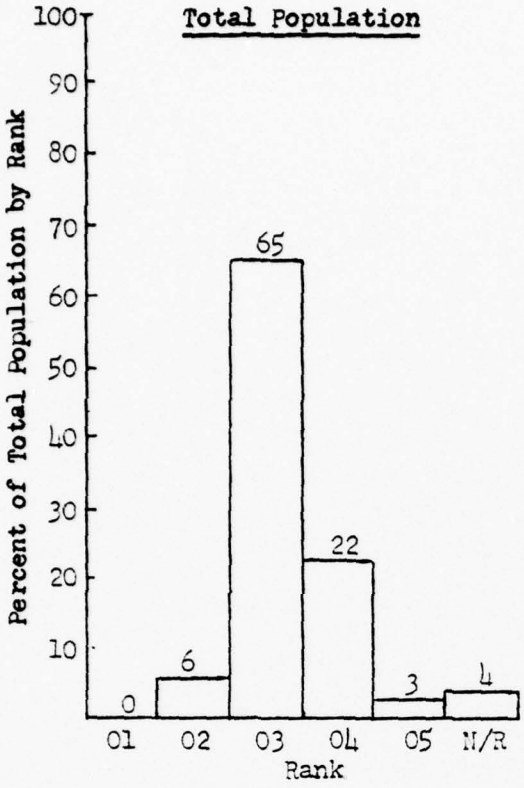


Figure 2A

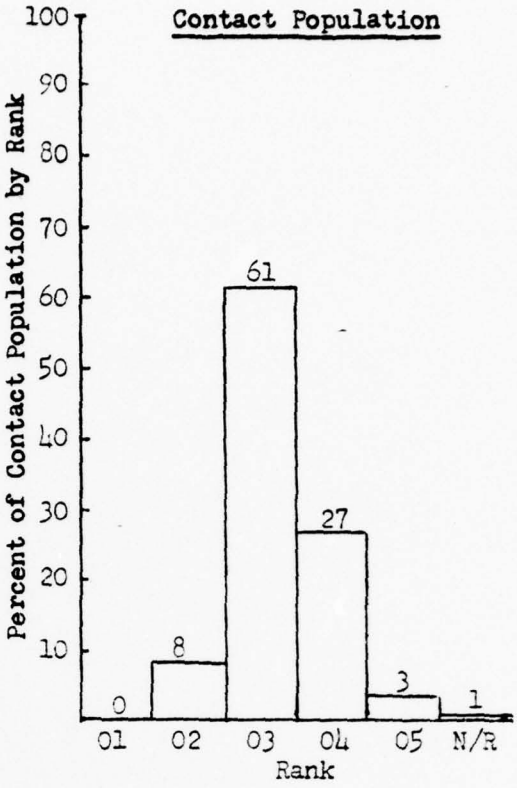


Figure 2B

Rank	Total Population Number	%	Contact Population Number	%
01: Ensign	0	0	0	0
02: Lieutenant Junior Grade	12	6	7	8
03: Lieutenant	128	65	55	61
04: Lieutenant Commander	44	22	24	27
05: Commander	6	3	3	3
N/R Rank not indicated	7	4	1	1
Totals	197	100	90	100

FIGURE 2 : MILITARY RANK DISTRIBUTION OF RESPONDENTS

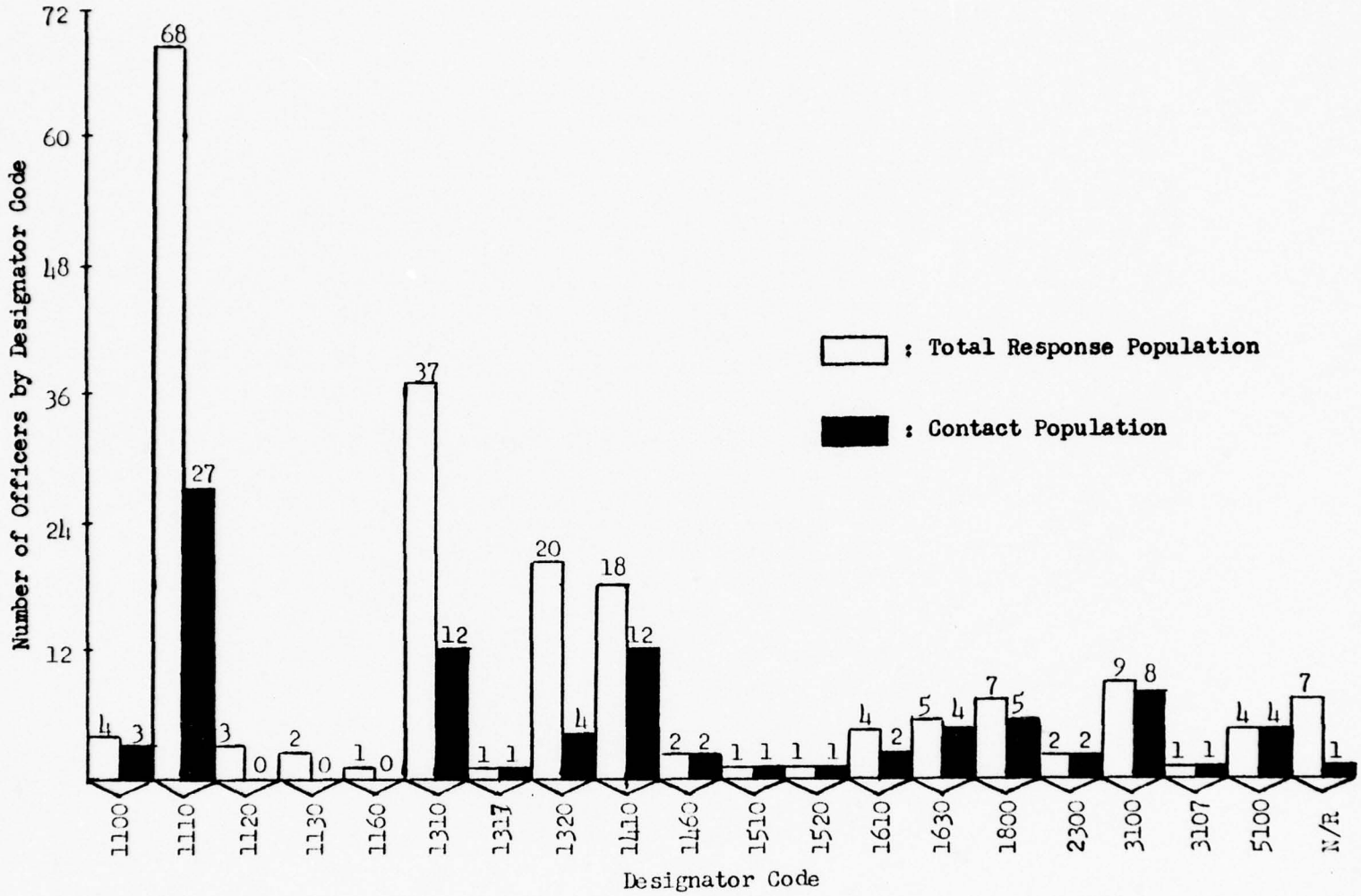


FIGURE 3 : OFFICER DESIGNATOR CODE DISTRIBUTION- TOTAL VS CONTACT POPULATION

B. A QUESTIONNAIRE DEFICIENCY

The survey questionnaire was distributed to 371 officers. Of that number, 197 officers answered at least one question and were included in what is referred to throughout this document as the "total respondent population". An unforeseen deficiency in the questionnaire instructions undoubtedly prevented the good response rate of 53% from being even better. That deficiency was that the instructions failed to state that supervision of or by civilians was not a prerequisite for participation in the survey. Questions 1 and 2 asked for the number of years the officer had supervised civilians and the number he had been supervised by civilians respectively. Question 3 then asked for his general attitude toward the competence of civilians. Many officers read those three questions and decided that if their answer to the first two questions was zero, they would not be able to meaningfully answer the remaining questions. At that point, those officers either discarded the questionnaire, wrote a note on the transmittal memorandum or on the questionnaire stating their inability to participate and returned it blank, or answered only the first two or three questions before making such a statement in the "comments" space after Question 3. Only if the respondent chose the third of these alternatives was he included in the total respondent population. Obviously, none of these officers were in the contact population. Unfortunately, this entire situation could have been easily avoided by including one additional statement in the instructions or by rearranging the questionnaire to put Questions 1 and 2 elsewhere.

C. THE CONTACT POPULATION

The contact population included 90 officers who indicated through their responses to Questions 1, 2, and 4 that they had directly supervised, been supervised by, or worked closely with civil service managerial or technical personnel. This population was isolated from the total population because the attitudes of these officers were based more on actual knowledge than on hearsay or speculation. In response to Question 1, 60 officers of the 90 in the contact population indicated that they had directly supervised civilian managers or technicians. Figure 4 gives the distribution of those 60 officers by years of supervision. As might be expected because of officer rotation, 47 of the 60, or 78%, have three years or less of civilian supervisory experience. This total group of officers with supervisory experience comprised approximately 30% of the total respondent population. As shown in Figure 5, very few officers indicated through their responses to Question 2 that they had been supervised by civilian managers. Only 19 officers, or less than 10% of the total population, were in this group with over half of that number indicating one year or less of supervision by a civilian.

The most useful vehicle for isolating the contact population was Question 4. After generally rating in Question 3 the competence of civilian managers and technical employees as a group, the officers were asked in Question 4 the source of that attitude. For convenience, Figure 6 which shows the distribution of answers to Question 4, also includes a reprint of the question exactly as it appeared on the questionnaire. The 79 officers who responded by saying that regular personal interaction with civilians in the daily work environment contributed most to the attitude were included in the contact population. This repre-

sented 40% of the total population and 88% of the contact population. It would seem logical that all 90 officers in the contact population would have had regular personal interaction with civilians. However, 11 of the officers who indicated that they had supervised or been supervised by civilians did not select that response. This difference was unexpected but was explained by some of the 19 comments received on Question 4. Some officers indicated that their experience with civilians was gained at large shipyards or in similar environments where they "supervised" civilians whom they rarely saw. Others commented that they had close friends or relatives in civil service managerial or technical positions and with whom they interacted regularly but did not supervise. These two types of situations collectively explained the difference between the two numbers. It was very significant that 75% of the total population of respondents, or 149 officers, indicated in response to Question 4 that the attitudes expressed in the survey were based upon personal interaction with civilian personnel rather than on observation, discussion with other officers, or other factors. The exact distributions of responses are shown in Figures 6A and 6B.

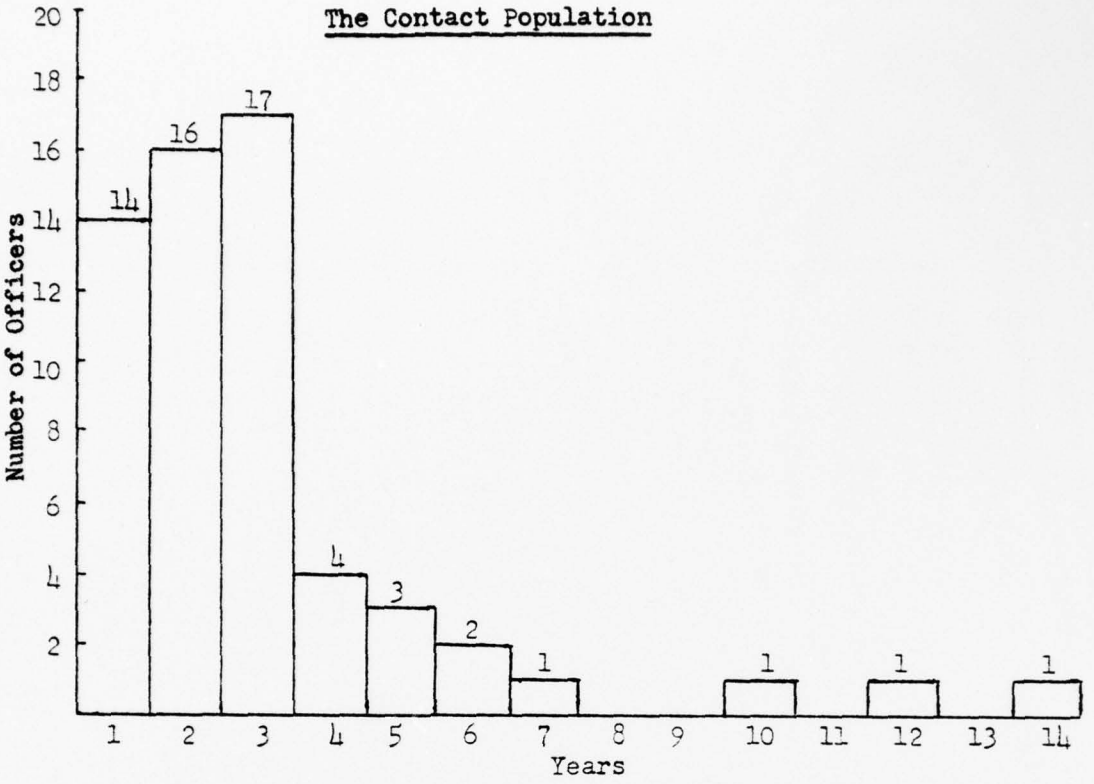


FIGURE 4 : YEARS OF DIRECT SUPERVISION OF CIVILIANS

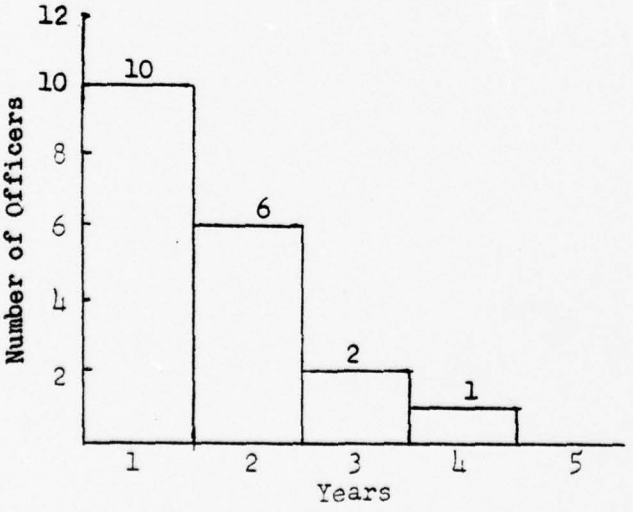


FIGURE 5 : YEARS OF DIRECT SUPERVISION BY CIVILIANS

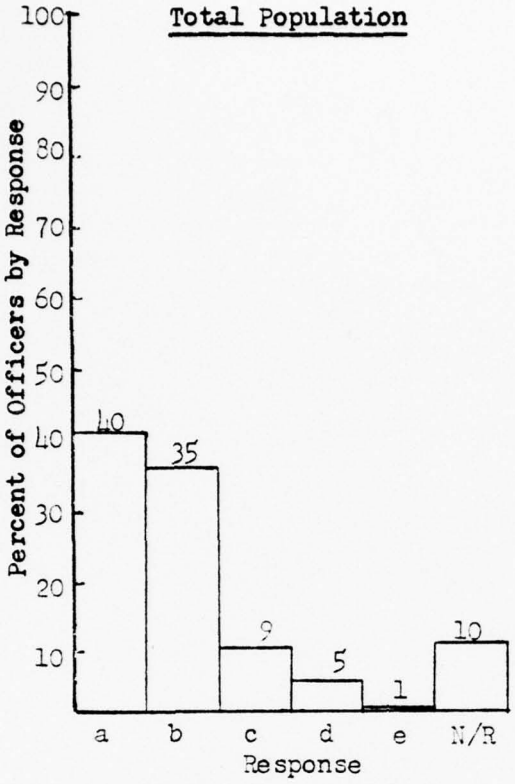


Figure 6 A

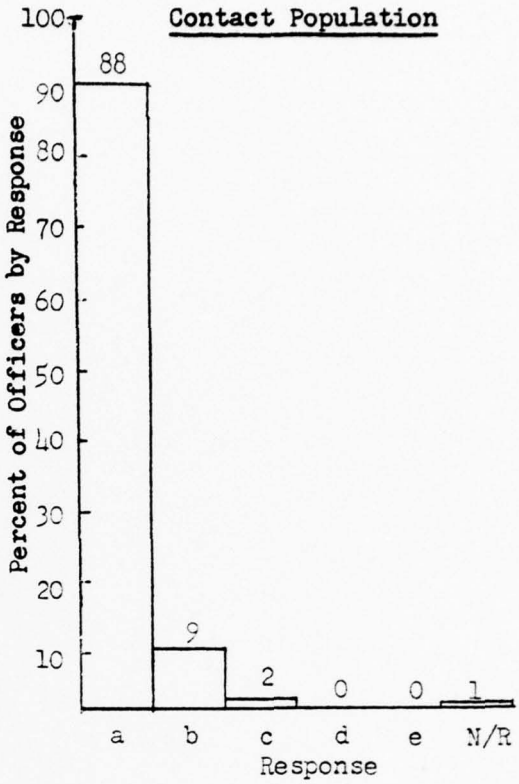


Figure 6 B

QUESTION: Which contributed most to your general attitude?

Response	Total Population Number	%	Contact Population Number	%
(a) Regular personal interaction with civilians(daily work environment).	79	40	79	88
(b) Occasional personal interaction with civilians.	70	35	8	9
(c) Observation of civilians.	18	9	2	2
(d) Discussions with other officers.	9	5	0	0
(e) Other factors such as self-study and the news media.	2	1	0	0
N/R No response	19	10	1	1
Total	197	100	90	100

FIGURE 6 : DISTRIBUTION OF RESPONSES TO QUESTION 4

D. EXTREMES IN ATTITUDE

Before proceeding to the analysis of the questions within the individual subject areas, an analysis was performed on the total population to determine the number of officers who indicated an extremely positive or extremely negative attitude toward civilians. There were 20 questions on the survey questionnaire by which a positive or negative attitude could be expressed. Only Questions 1, 2, 4, 8, 17, 26, and 27 were informational and neutral in nature. The criteria for isolation of extremely positive and negative attitudes were that the respondent must have no more than one non-conforming answer for every six answers and that a non-neutral attitude must be expressed on at least 15 of the 20 questions. This meant that if an opinion was expressed for 15 of the 20 questions, only 2 of the answers could indicate an attitude opposite from the prevalent attitude.

Applying the above criteria to the total population of respondents yielded 14 officers who were considered to have extremely positive attitudes and five with extremely negative attitudes. Of the 14 with extremely positive attitudes, eight were in the contact population and six were not. Of the five with extremely negative attitudes, two were in the contact population. Both of these ratios were close enough to 50% to lead to the conclusion that those who had not been in close contact with civilians were as likely to be strongly opinionated as those who had been. It was interesting that those with extremely negative attitudes were more consistently negative than those with extremely positive attitudes were positive. This was indicated by the fact that 80% of those with negative attitudes had one or no positive responses while only 29% of those with positive attitudes had one or no negative

responses.

This identification of officers with extremely positive or negative attitudes brought the validity of the general hypothesis of this research effort under suspicion because there were nearly three times as many officers with extremely positive attitudes. However, the very small percentage of officers in either group somewhat discounted the value of this particular analysis.

E. COMPETENCE AND MOTIVATION

There were six questions distributed throughout the questionnaire which solicited attitudes related to the competence and motivation of civil service managerial and technical personnel. The purpose of these questions was to test the general hypothesis that the majority of officers believe civilians to be below average in competence and lacking in personal motivation.

1. Question 3

Question: How would you generally rate the competence of civilian managers and technical employees?

The key word in this question is "generally". This question was designed to ascertain the overall attitude of the respondent. The specific hypothesis was that the majority of officers would indicate "below average" or "incompetent" as their choice. It is very apparent in Figure 7, which shows the distribution of responses, that this hypothesis was incorrect. Ten percent of the total population did not answer this question and of the remaining 90%, over half (53%) chose "competent" or "highly competent". The percentage was much higher among the 90 officers in the contact population with 59% indicating the opinion that civilians are competent. It was encouraging to observe that direct contact with civilians had a positive effect on attitudes concerning competence. Illustrating the magnitude of error in the hypothesis was the fact that only one officer of the total population of 197 chose "incompetent" as his choice. Ironically, that same officer was also in the contact population, being a lieutenant with three years experience in supervising civilians and one year under civilian supervision. His responses to all questions indicated an extremely negative

attitude toward civilians with his comment on Question 3 being that civilians "don't work and you can't get them fired".

A total of 43 officers wrote narrative comments on Question 3. As with most questions throughout the survey, there was considerable repetition with the majority of comments falling within a few major categories. The first category contained comments related to the statement of the question. Those commenting on the structure of Question 3 complained that it was too general or that it did not state the group to which civilians were to be compared. The second category of comments contained personal experiences without stating any opinion not expressed in the selected multiple choice answer. These comments, while interesting, gave little additional insight into the attitudes of the respondent. Following those two categories of comments, there were those which gave insight into the reasons for the attitudes expressed in the multiple choice answer. Those were the extremely valuable comments. Question 3 prompted many to say that a generalization was very difficult because there are both competent and incompetent civilians. Most of those indicated either in their comments or in their multiple choice selection, however, that there were more competent than incompetent civilians. Some said that this was also true of military personnel. One group of comments was somewhat disturbing because those officers indicated that their attitudes were based on association with civilian technical representatives who worked for private contractors. That, of course, was not the intent of this question or this survey. It was interesting to note however that almost without exception the comments indicated that those technical representatives were considered to be extremely competent. A final group of comments on this question indicated the feeling that

the perceived competence of civilians is a function of the management system and that the management system is poor.

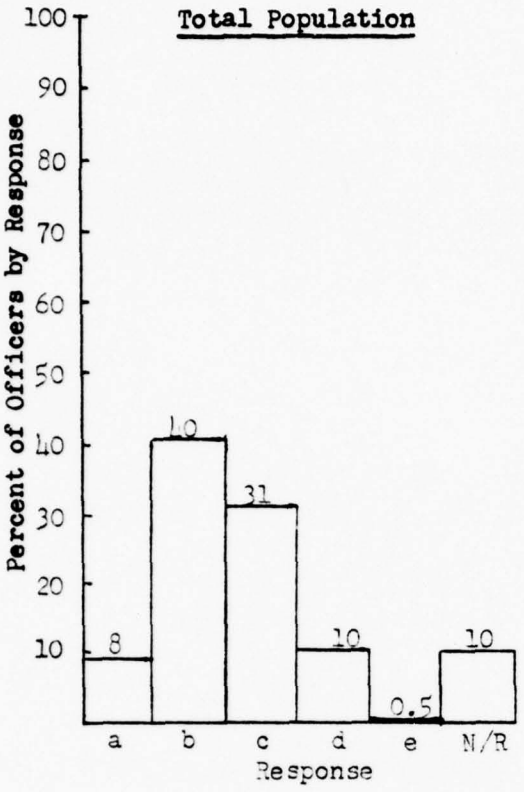


Figure 7 A

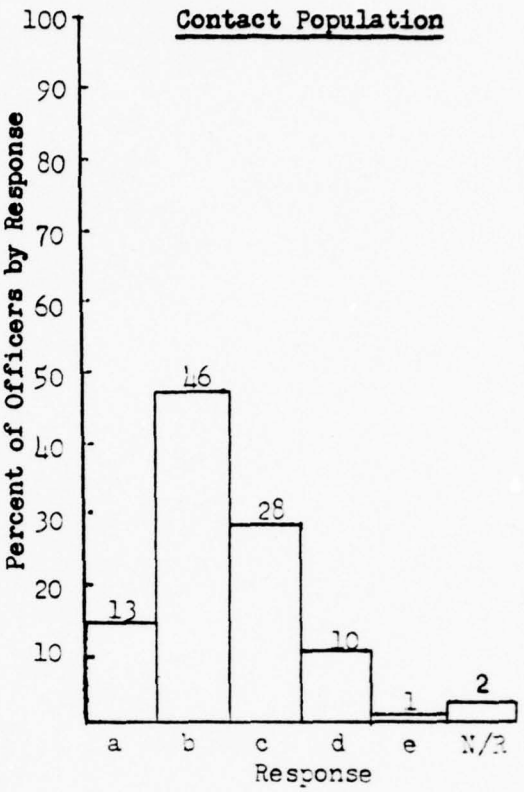


Figure 7 B

QUESTION: How would you generally rate the competence of civilian managers and technical employees?

Response	Total Population Number	%	Contact Population Number	%
(a) Highly competent	16	8	12	13
(b) Competent	79	40	41	46
(c) Average	62	31	25	28
(d) Below average	20	10	9	10
(e) Incompetent	1	0.5	1	1
N/R No response	19	10	2	2
Totals	197	100	90	100

FIGURE 7 : DISTRIBUTION OF RESPONSES TO QUESTION 3

2. Question 10

Statement: "Civilians usually lack self-motivation."

Question 10 asked the respondents to what extent they agreed or disagreed with the above statement. In support of the general hypothesis, the specific hypothesis for this question was that the majority would agree with the statement. Figure 8 gives the distribution of responses for both populations and shows that 56% of the total population and 63% of the contact population disagreed with the statement thereby expressing the attitude that civilians are, in general, self-motivated. As was the case in the previous question, direct exposure to civilians led to improved attitudes among officers.

There was a strong relationship between the negative responses to this question and the responses to Question 19 which dealt with the willingness of civilians to work more than 40 hours per week. Of the 34 officers in the total population who indicated that civilians lack self-motivation, 24 (71%) said that civilians would not be willing to work more than 40 hours per week in order to do a good job. Among the contact population, 13 of 16 officers (81%) gave that response. When related to Question 22, however, the results were surprisingly different. Only five of the 34 officers (15%) in the total population and three of the 16 (19%) in the contact population who said that civilians lack self-motivation also said that civilians generally have a negative attitude toward their jobs.

The majority of the 25 comments received on Question 10 indicated the difficulty of generalizing on this subject. Most said that self-motivation varies with individuals and many said that civilians within the government are no different from any other group of people including military officers.

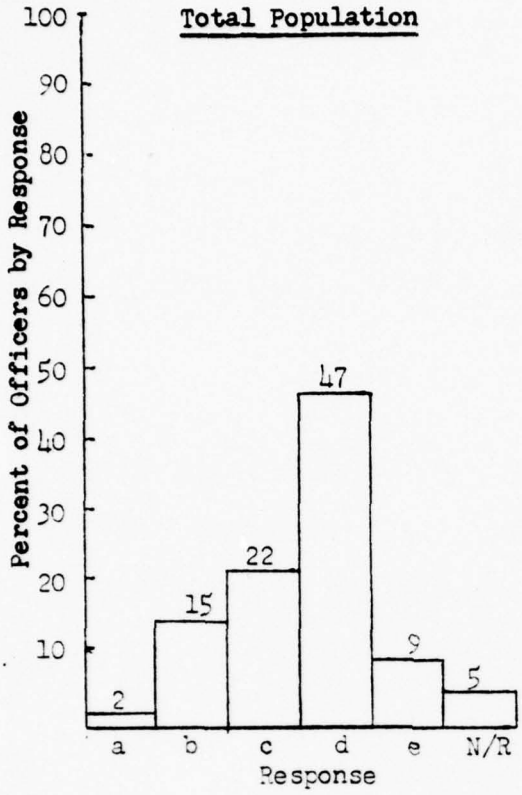


Figure 8 A

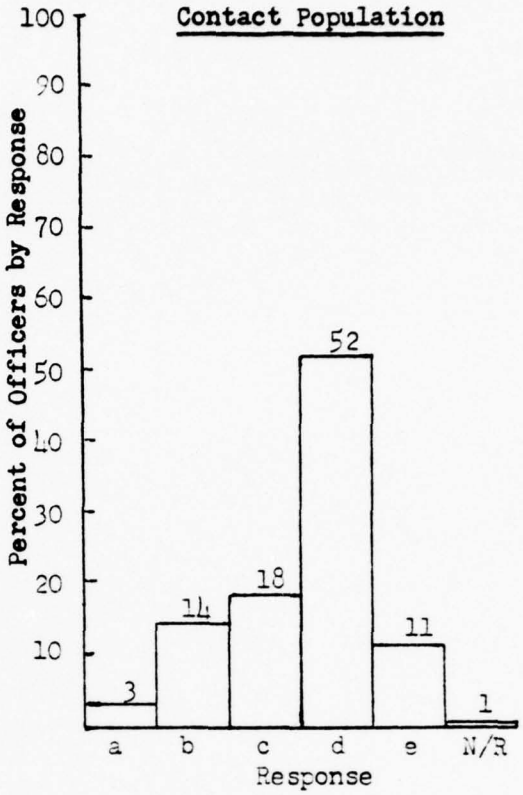


Figure 8 B

QUESTION: "Civilians usually lack self-motivation."

Response	Total Population Number	%	Contact Population Number	%
(a) Strongly agree	3	2	3	3
(b) Agree	29	15	13	14
(c) No opinion	44	22	16	18
(d) Disagree	93	47	47	52
(e) Strongly disagree	18	9	10	11
N/R No response	10	5	1	1
Totals	197	100	90	100

FIGURE 8 : DISTRIBUTION OF RESPONSES TO QUESTION 10

3. Question 11

Statement: "Generally, civilians have enough education and training for the jobs they do."

Officer reaction to this statement is shown in Figure 9. No other question in the entire survey received more agreement among the total population than did this question. As figure 9 shows, over two-thirds of the respondents felt that civilian managers and technical employees have adequate education and training with no officers strongly believing otherwise. This question was included to determine if lack of education was a significant factor for those expressing a negative attitude toward civilian competence in Question 3. It was clearly shown that lack of education and training are not significant contributors when only 19% of the officers who said that civilians were below average or incompetent also said that civilians lack proper education and training for their jobs.

Only 11 comments were received on this question. Some of those commenting stressed the importance of continuing education to keep pace with technological change while others indicated that many civilians are actually overtrained for the structured jobs they perform.

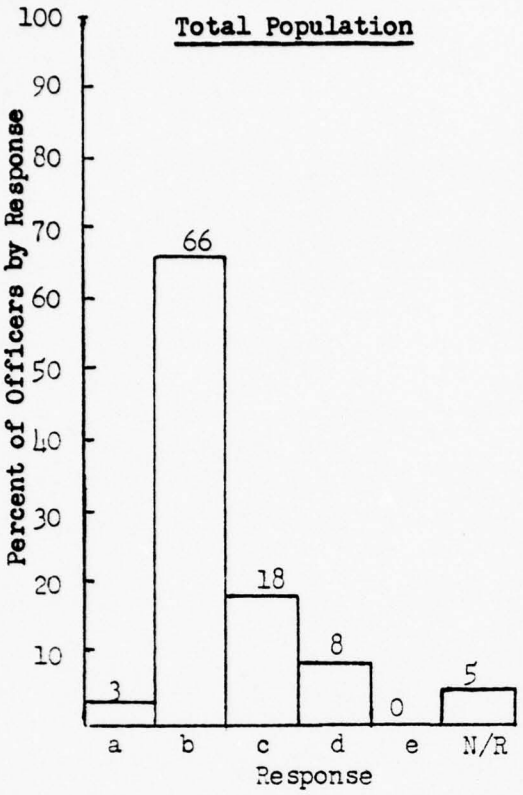


Figure 9 A

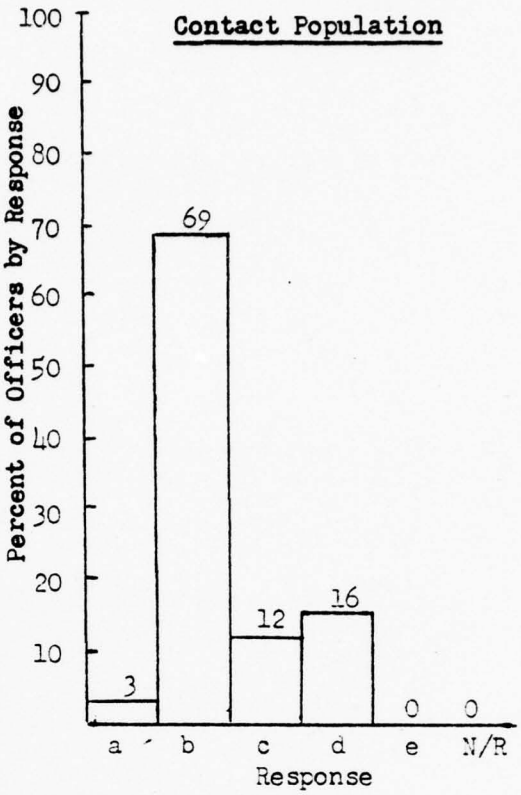


Figure 9 B

QUESTION: "Generally, civilians have enough education and training for the jobs they do."

Response	Total Population Number	%	Contact Population Number	%
(a) Strongly agree	6	3	3	3
(b) Agree	131	66	62	69
(c) No opinion	35	18	11	12
(d) Disagree	16	8	14	16
(e) Strongly disagree	0	0	0	0
N/R No response	9	5	0	0
Totals	197	100	90	100

FIGURE 9 : DISTRIBUTION OF RESPONSES TO QUESTION 11

4. Question 18

Statement: "Civilians generally perform well when working under stressful conditions (short deadlines, etc.)."

The hypothesis related to the above statement was that most officers would disagree based upon a conscious or subconscious comparison of civilians with military officers who pride themselves in an ability to perform well in stressful circumstances. As shown in Figure 10, opinions among the total population were almost equally divided among those who agreed (36%), disagreed (30%) and had no opinion (29%). However, among the contact population this was not the case, with exactly 50% of the officers agreeing that civilians generally work well under stress. As would be expected, the percentage of officers in the contact population expressing no opinion was significantly less than in the total population which allowed the percentage of those who disagreed to rise also. However, the percentage of those among the contact population who disagreed only rose by four while the percentage agreeing rose by 14. As was the case for Questions 3 and 10, this clearly indicates that close contact with civilians had a positive effect on the attitude of officers in the contact population.

The 28 comments on this question were almost equally divided between those who agreed that civilians work well under stressful conditions and those who disagreed. However, even the comments from those who agreed were not always complimentary. Some indicated that civilians cannot work well under continuously stressful circumstances or that civilians complained too much when working under stress. As was almost always the case, some said that civilians were no different from other groups of people and that generalization was difficult. As was expected,

the more negative comments concerned the comparison between civilians and military personnel under stress. Several commented that civilians were not trained to perform well in such circumstances. Others said that the civilian management systems did not provide or allow motivational techniques used in the military system for assuring adequate performance in stressful situations. Finally, some simply stated that many civilians do not feel the "sense of urgency" and refuse to respond to stressful conditions.

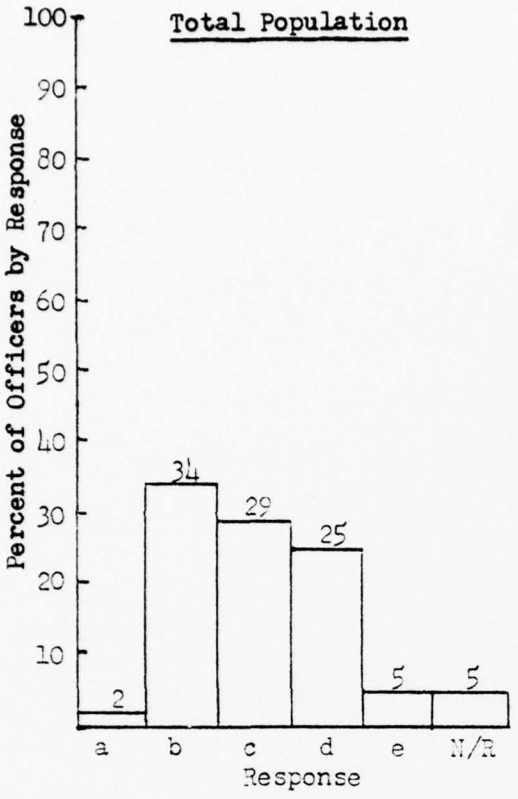


Figure 10A

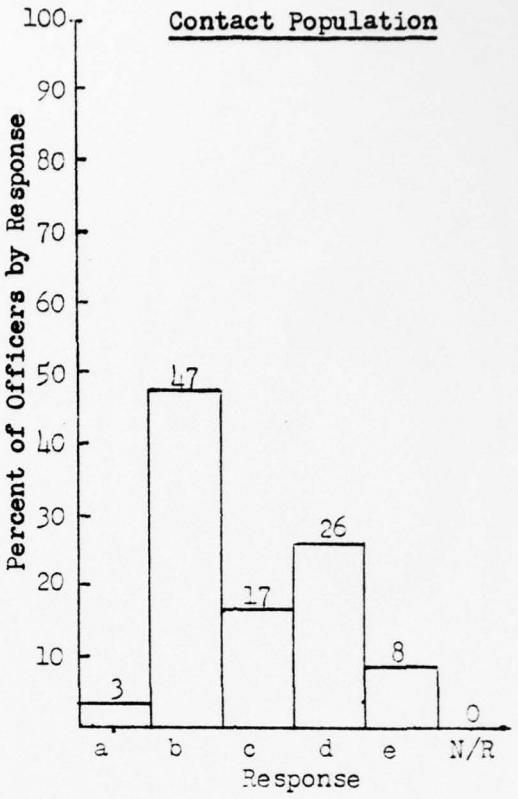


Figure 10B

QUESTION: "Civilians generally perform well when working under stressful conditions (short deadlines, etc.)."

Response	Total Population Number	%	Contact Population Number	%
(a) Strongly agree	4	2	3	3
(b) Agree	67	34	42	47
(c) No opinion	58	29	15	17
(d) Disagree	49	25	23	26
(e) Strongly disagree	10	5	7	8
N/R No response	9	5	0	0
Totals	197	100	90	100

FIGURE 10 : DISTRIBUTION OF RESPONSES TO QUESTION 18

5. Question 19

Statement: "Most civilian managers and technical personnel are willing to work the number of hours needed to do a good job even if it requires more than 40 hours per week."

The responses to this statement had much in common with those of the previous question, as Figure 11 shows. However, many of the 37 narrative comments indicated a misconception among officers which affected the response. While Figure 11A shows that the total population contained approximately equal numbers of those agreeing and disagreeing, many officers believed that civilians were automatically paid for any hours worked in excess of 40 per week. Others assumed that, even if payment was not mandatory, overtime pay or compensatory time is normally given to civilian managers and technical personnel. The intent of the question was that the respondents assume that work in excess of 40 hours per week would not necessarily be compensated but would be performed in order to satisfactorily perform the job. The question did not address the subject of compensation however, leaving that to the judgement of the respondent. Because of this deficiency in the question, a detailed analysis of the responses was of questionable value. However the difference between the total population and the contact population was similar to that in Question 18 and was significant in that it again demonstrated that contact with civilians tends to improve the officer's attitude toward them. Whereas the percentage of those disagreeing that civilians are willing to work the necessary hours to do a good job only changed by one between the total and contact populations, the percentage of those agreeing rose from 35% to 47%. After accounting for the difference in "no opinion" responses within

the total populations, the similarity of Figures 10 and 11 are obvious. This close relationship between the attitudes represented in the responses to the two questions was also evidenced by the fact that 86% of those in the total population and 63% of those in the contact population who disagreed with the statement in the previous question also disagreed with that in Question 19.

Aside from the compensation interpretation discussed above, the comments on Question 19 addressed some other aspects of officer attitudes on this subject. Some officers indicated that civilians will only work if overtime is compensated and others stated that civilians will not even work excess hours when paid overtime is authorized. One comment was, "When the whistle blows, they goes!" Several comments indicated in different words that civilians are not as conscientious in their jobs as military officers are.

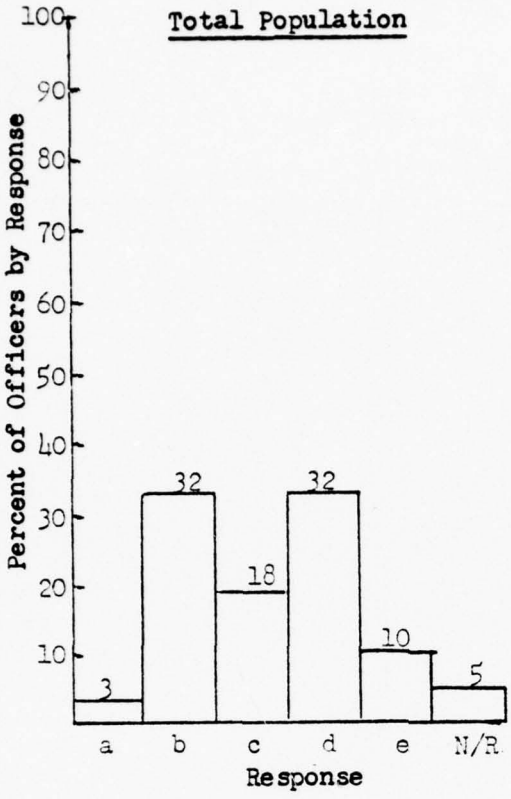


Figure 11A

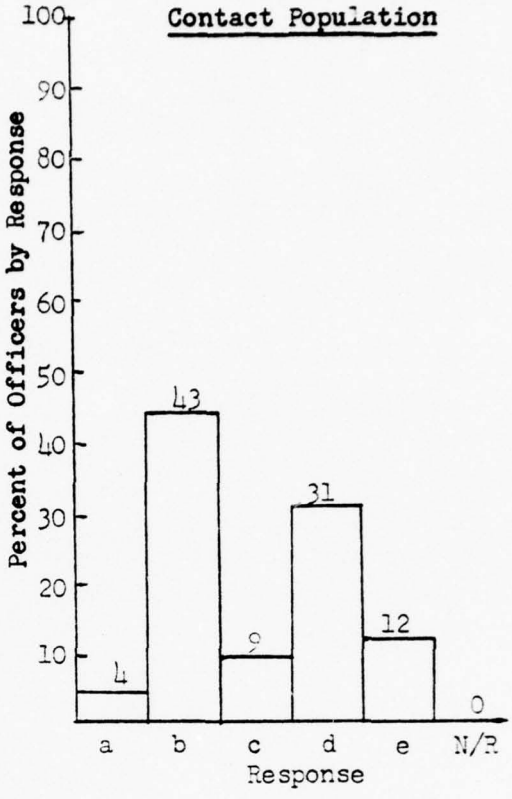


Figure 11B

QUESTION: "Most civilian managers and technical personnel are willing to work the number of hours needed to do a good job even if it requires more than 40 hours per week."

Response	Total Population Number	%	Contact Population Number	%
(a) Strongly agree	6	3	4	4
(b) Agree	63	32	39	43
(c) No opinion	36	18	8	9
(d) Disagree	64	32	28	31
(e) Strongly disagree	19	10	11	12
N/R No response	9	5	0	0
Totals	197	100	90	100

FIGURE 11 : DISTRIBUTION OF RESPONSES TO QUESTION 19

6. Question 22

Question: How would you generally characterize the attitudes of civilian managers and technical employees toward their own jobs?

This final question in the subject area of competence and motivation was general in nature, similar to Question 3. The responses are shown in Figure 12 and indicate very strongly that officers believe that civilians generally have positive attitudes toward their jobs. It was significant that only 5% of the total population and 4% of the contact population indicated the opinion that more civilians have negative attitudes than positive. None indicated that most civilians have negative attitudes. Again, the difference between Figures 12A and 12B indicate an improvement with contact in the officer opinion of civilian attitudes.

Only nine comments were received on this question and most of them indicated that this was not a subject which had received previous thought or for which the respondent held a strong position. One comment stated the respondent's theory that civilians have positive attitudes because they "know it's a good deal."

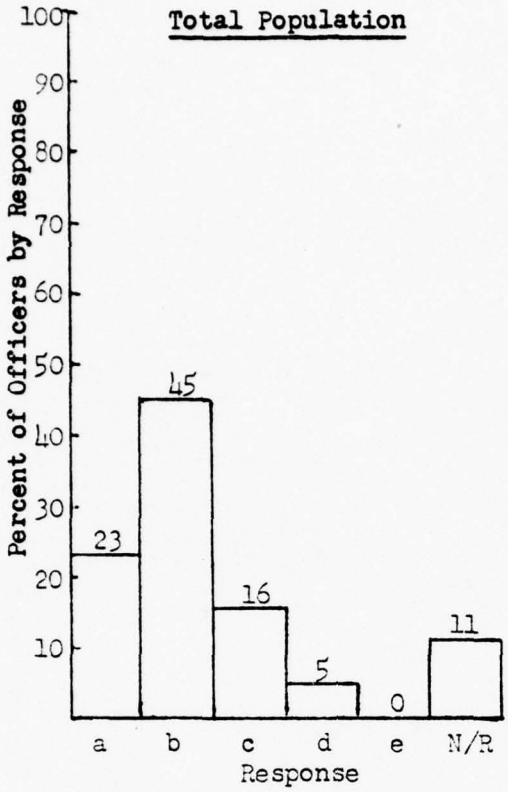


Figure 12 A

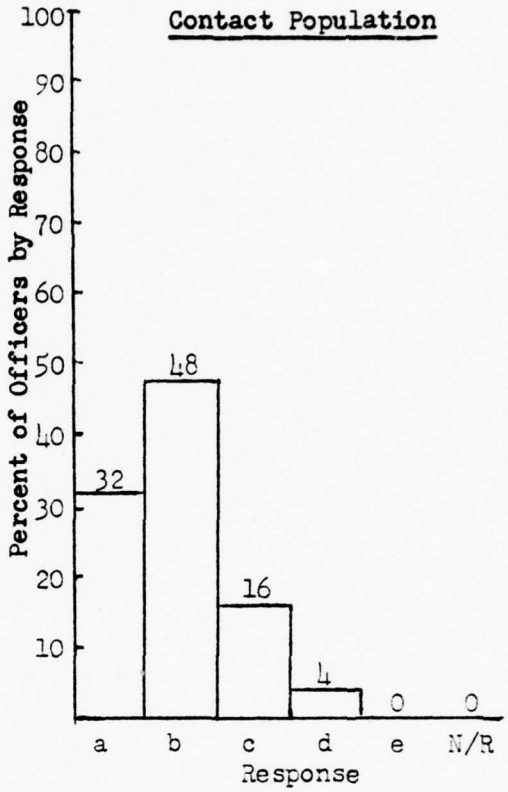


Figure 12 B

QUESTION: How would you generally characterize the attitudes of civilian managers and technical employees toward their own jobs?

Response	Total Population Number	%	Contact Population Number	%
(a) Most have a positive attitude.	46	23	29	32
(b) More have a positive attitude than negative.	89	45	43	48
(c) There is no apparent general attitude.	32	16	14	16
(d) More have a negative attitude than positive.	9	5	4	4
(e) Most have a negative attitude.	0	0	0	0
N/R No response	21	11	0	0
Totals	197	100	90	100

FIGURE 12 : DISTRIBUTION OF RESPONSES TO QUESTION 22

F. PERSONAL RELATIONSHIPS

Three questions were included in the questionnaire to determine the validity of the hypothesis that the majority of officers do not have a desire to develop personal relationships with their civilian counterparts, that officers do not believe that the civilians have that desire either, and that officers believe the personal goals of the two groups to be different. Unlike the questions covering the other subject areas, these three questions were grouped together and were located in the middle of the questionnaire. This was done in an attempt to break any mind set which might have been developing with regard to the job related questions.

1. Question 13

Statement: "I generally have no desire to develop off-hours social relationships with the civilians with whom I work."

The responses to this statement are shown in Figure 13. Only one officer in the total population strongly agreed and only 14 agreed to any extent. Among those 14 officers, it was interesting that only three indicated in response to Question 15 that the personal goals of civilians differ from those of officers, and only four indicated on Question 16 that professional goals differ. The one officer who strongly agreed was a lieutenant who had not supervised or been supervised by a civilian but who had worked closely with civilians and who had an extremely negative attitude as defined in Section D of this chapter. Sixty percent of the total population and 71% of the contact population disagreed, thereby indicating a desire to develop friendships among the civilian workforce. The increase in the percentage of officers disagreeing in the contact population indicated that close contact with civilians

has a positive effect on officer attitudes toward them. The responses to this question not only disproved the first basic hypothesis but also tended to invalidate theories offered by Paulsen. Although he did not include this subject in his research, Paulsen stated that irritation does exist between the two groups which drive them apart professionally and personally. This irritation, according to Paulsen, was attributed to the Navy officers not accepting civilians as part of "the Navy team", differences of the rank and pay systems, and the tendency of the transient officers to complain to civilians about local conditions (p. 3).

This question brought comments which ranged in opinion from one expressing strong disagreement by saying, "I socialize more with civilians than officers." to one expressing agreement and saying, "I don't believe in close friendships with subordinates." Most of the 24 comments were between these two however, with 14 officers saying that the development of friendships depended on individual personalities and common interests rather than on civilian or military status.

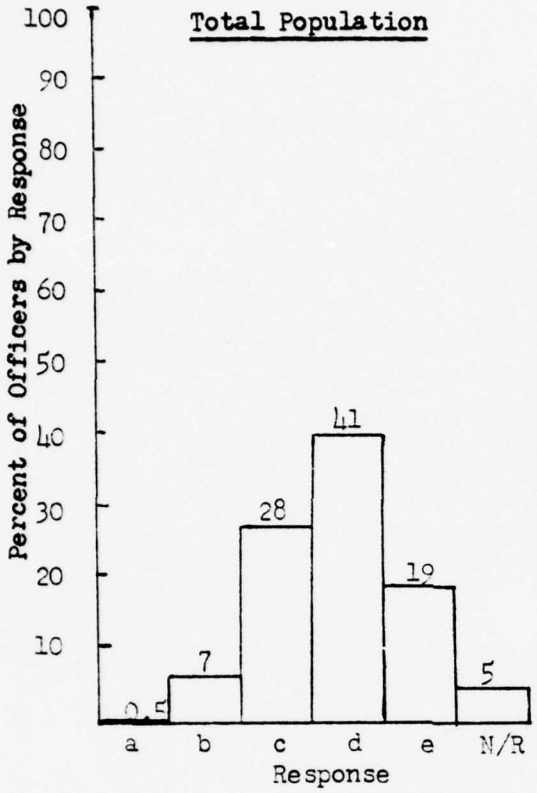


Figure 13A

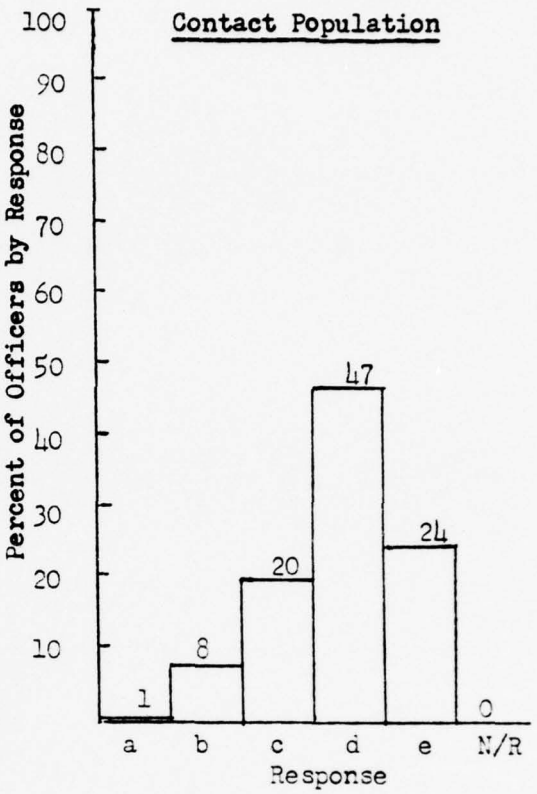


Figure 13B

QUESTION: "I generally have no desire to develop off-hours social relationships with the civilians with whom I work."

Response	Total Population Number	%	Contact Population Number	%
(a) Strongly agree	1	0.5	1	1
(b) Agree	13	7	7	8
(c) No opinion	56	28	18	20
(d) Disagree	81	41	42	47
(e) Strongly disagree	37	19	22	24
N/R No response	9	5	0	0
Totals	197	100	90	100

FIGURE 13 : DISTRIBUTION OF RESPONSES TO QUESTION 13

2. Question 14

Statement: "Generally, civilians do not want to develop friendships with officers."

This question was obviously the counterpart to the previous question and the response shown in Figure 14 was almost identical. An additional 8% of the total population expressed no opinion thereby reducing the percent agreeing from 7% to 4% and the percent disagreeing from 60% to 55%. Among the officers in the contact population the response was very close to the same with a total of 72% disagreeing compared to 71% for Question 13. Ninety-six of the 118 officers (81%) in the total population who disagreed in Question 13 also disagreed with the above statement. Among the contact population 57 of 64, or 89%, disagreed with both statements. Taken together, therefore, the responses to these two questions clearly indicated the first two hypotheses to be erroneous.

As might have been expected, the comments on this question, though not as numerous, were also similar to those on Question 13. Most of the 14 comments indicated friendships were an individual choice based on mutual interests. Some indicated, however, that civilians were sometimes reluctant to develop friendships with officers because of age differences or officer rotation.

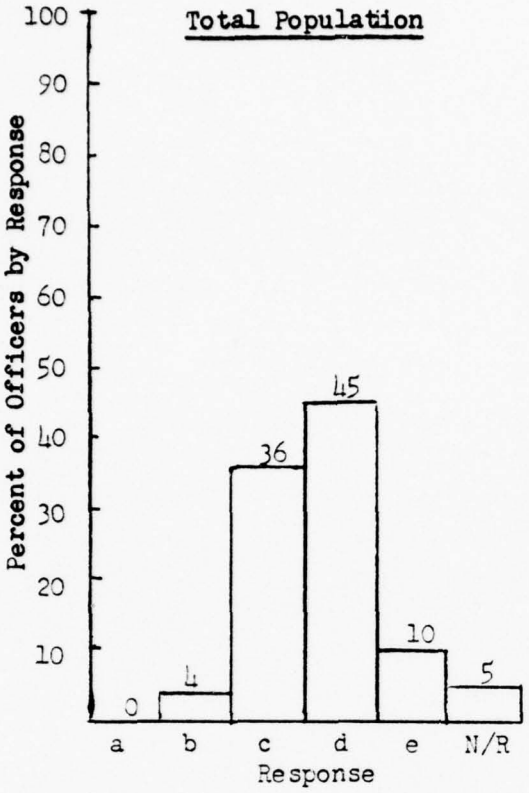


Figure 14 A

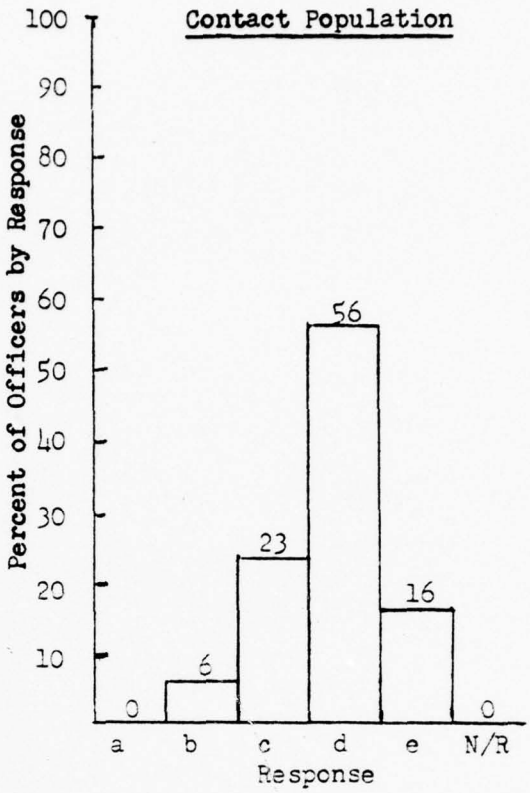


Figure 14 B

QUESTION: "Generally, civilians do not want to develop friendships with officers."

Response	Total Population Number	%	Contact Population Number	%
(a) Strongly agree	0	0	0	0
(b) Agree	8	4	5	6
(c) No opinion	71	36	21	23
(c) Disagree	90	45	50	56
(e) Strongly disagree	19	10	14	16
N/R No response	9	5	0	0
Totals	197	100	90	100

FIGURE 14 : DISTRIBUTION OF RESPONSES TO QUESTION 14

3. Question 15

Statement: "Civilians in jobs similar to mine usually have personal goals very similar to mine."

This question provided a link between Questions 13 and 14, and Question 16, which addressed professional relationships. Among the total population, responses were not nearly as one-sided as in the previous two questions with 39% agreeing and 29% disagreeing. Among the contact population, however, the percentage of "no opinion" responses dropped with the total difference being added to those agreeing. The percentage of those disagreeing remained virtually the same among both populations. It was obvious from an examination of the two distributions that officers who were in the contact population had found through experience that civilian personal goals were more similar to their own goals than they had expected.

Narrative comments on this subject were more from those disagreeing than those agreeing. One disagreeing maverick stated that he had not found many people in the military or civil service who had personal goals in common with him. Most of the comments from those disagreeing, however, indicated the general opinion that officers are more ambitious and conscientious about their jobs than civilians. Those who agreed indicated that the truly personal goals such as family, salary, and advancement were similar and that the goals of civilians and officers in truly comparable jobs (civilian pilots and military pilots) were similar but that the paths to those goals were decidedly different.

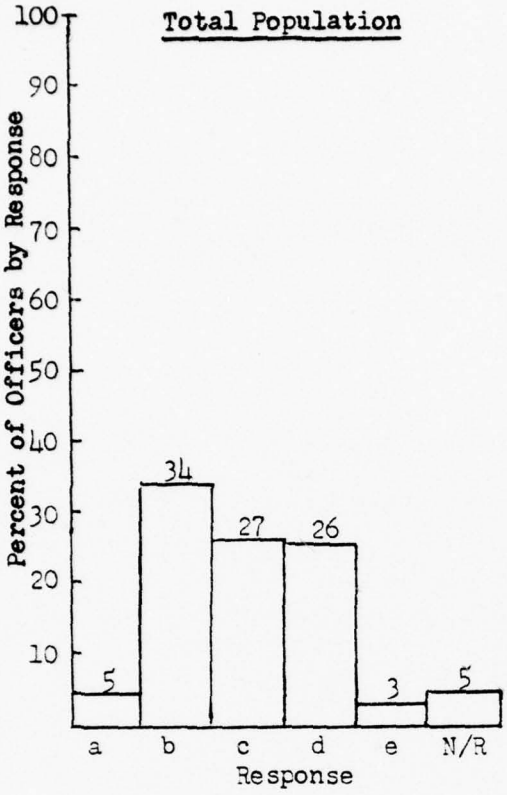


Figure 15A

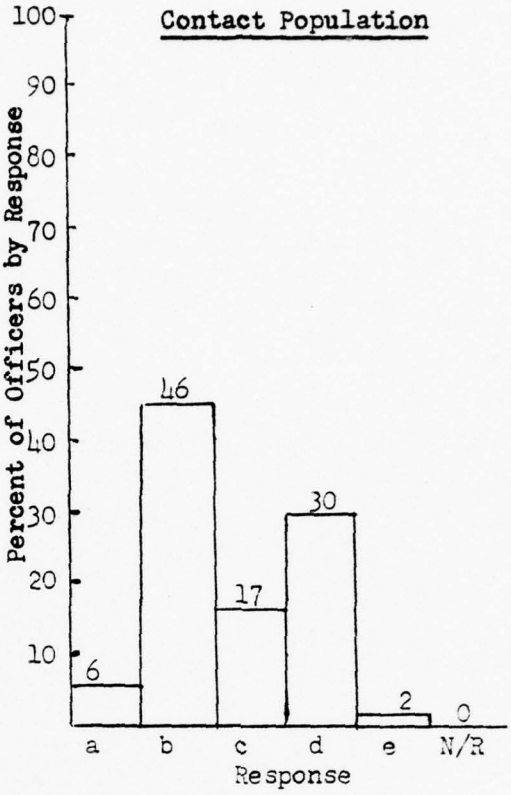


Figure 15 B

QUESTION: "Civilians in jobs comparable to mine usually have personal goals very similar to mine."

Response	Total Population Number	%	Contact Population Number	%
(a) Strongly agree	9	5	5	6
(b) Agree	68	34	41	46
(c) No opinion	54	27	15	17
(d) Disagree	51	26	27	30
(e) Strongly disagree	6	3	2	2
N/R No response	9	5	0	0
Totals	197	100	90	100

FIGURE 15 : DISTRIBUTION OF RESPONSES TO QUESTION 15

G. PROFESSIONAL RELATIONSHIPS

The subject of professional relationships between military officers and their civilian counterparts had more questions devoted to it than any of the other subjects. The seven questions were distributed throughout the questionnaire and ranged from very general in nature to very specific. Questions 5 and 6 addressed general professional relationships; Questions 7, 9, 20, and 25 addressed supervisory relationships; and Question 16 addressed professional goals. Hypotheses related to the individual areas are discussed with the applicable questions.

1. Question 5

Question: "In general, how would you describe the attitude of civilians toward military officers in a mixed military-civilian organization?"

The hypotheses associated with this question and Question 6 were that officers believe that civilians resent them and that, for this and other reasons, the two groups have some difficulty working together. Figure 16 summarizes the response to Question 5 and shows that nearly half of the officers in both populations indicated that there is no general pattern in the attitudes of civilians toward officers. Similar to the previously discussed subject areas, responses from the contact population indicated a positive change in officer attitudes after association with civilians. A greater percentage of officers within the contact population responded either that most civilians appreciate officers or that more appreciate than resent them. Only 11 percent of all respondents expressed the opinion that more civilians resent than appreciate officers and none felt that most civilians resent officers. In summary, over three times as many in the

total population and over four times as many in the contact population expressed opinions contrary to the hypothesis than opinions of agreement.

Seven of the 22 comments which were offered on this question were contrary to the theory expressed by Paulsen on this subject. Paulsen, a Navy officer himself, stated on Page 3 of his thesis:

> Many military personnel that have been assigned to a strictly military organization earnestly feel that there are no civilians in the Navy. However, every civil service employee that works for the Department of the Navy is a member of the Navy team. Others accept the fact that civilians are on the Navy team, but consider them on the second or third team rather than on the varsity. This is a symptom of some of the problems that exist in the relationship of military and civilians in the Navy organization.

In commenting on Question 5 however, seven officers expressed the opinion that civilians feel they are the "varsity" and consider the officers in a mixed organization to be transients who are intruding on their empire and whom they must tolerate. One officer stated that "most civilians I've encountered feel anyone can be an officer or replace an officer but no one can replace that civilian in his job." Another said that civilians view officers as "second class citizens". Other comments indicated that the attitudes of civilians toward officers was largely an individual or personal matter which was influenced greatly by the attitude, competence, and personality of the officer involved.

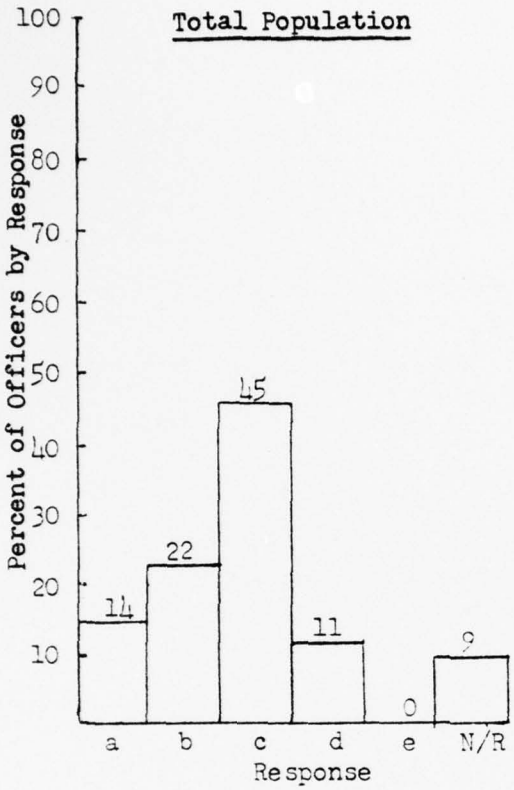


Figure 16A

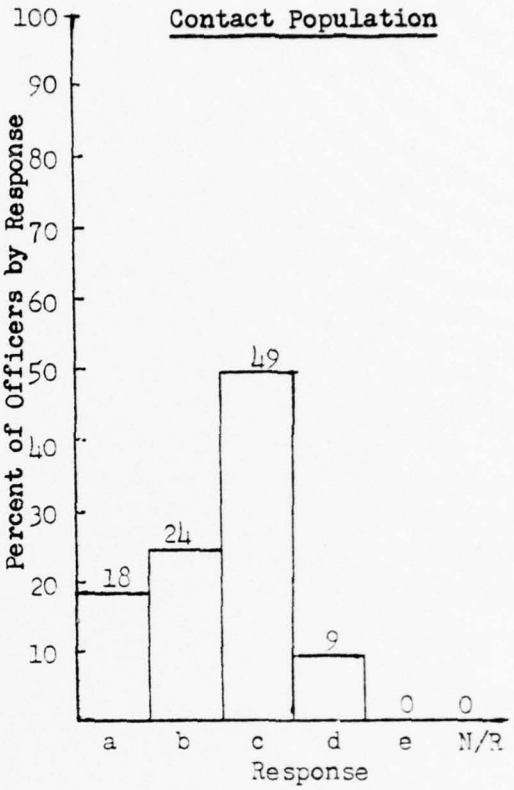


Figure 16B

QUESTION: In general, how would you describe the attitude of civilians toward military officers in a mixed military-civilian organization?

Response	Total Population Number	%	Contact Population Number	%
(a) Most civilians appreciate officers.	27	14	16	18
(b) More civilians appreciate than resent officers.	43	22	22	24
(c) Some appreciate, some resent--no general pattern.	88	45	44	49
(d) More civilians resent than appreciate officers.	22	11	8	9
(e) Most civilians resent officers.	0	0	0	0
N/R No response	17	9	0	0
Totals	197	100	90	100

FIGURE 16 : DISTRIBUTION OF RESPONSES TO QUESTION 5

2. Question 6

Statement: "I work very well with civilians."

Figure 17 shows that 88% of the contact population agreed with the above statement, the highest percentage of that population agreeing with any statement in the entire survey. The fact that only 61% of the total population agreed again illustrated the positive effect of close contact with civil service personnel on officer attitudes. The high number of officers agreeing compared to only five percent disagreeing and the fact that no officers strongly disagreed proved the error of the hypothesis that officers do not feel they work well with civilians. Only two officers in the total population and none in the contact population completely supported both hypotheses related to Questions 5 and 6.

Sixteen comments were submitted on this question. Several of those comments again indicated that military-civilian working relationships were individual circumstances which vary greatly depending on the personalities and capabilities involved. Some officers said that they had the same or less difficulty in working well with civilians than with fellow officers.

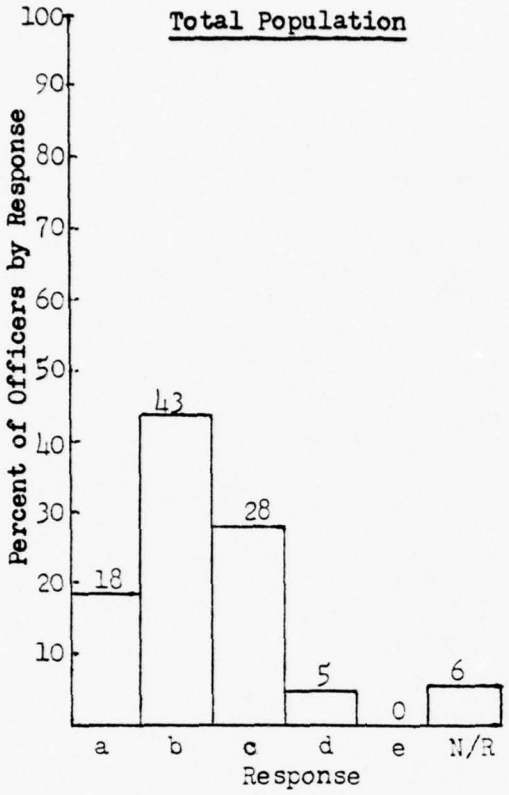


Figure 17 A

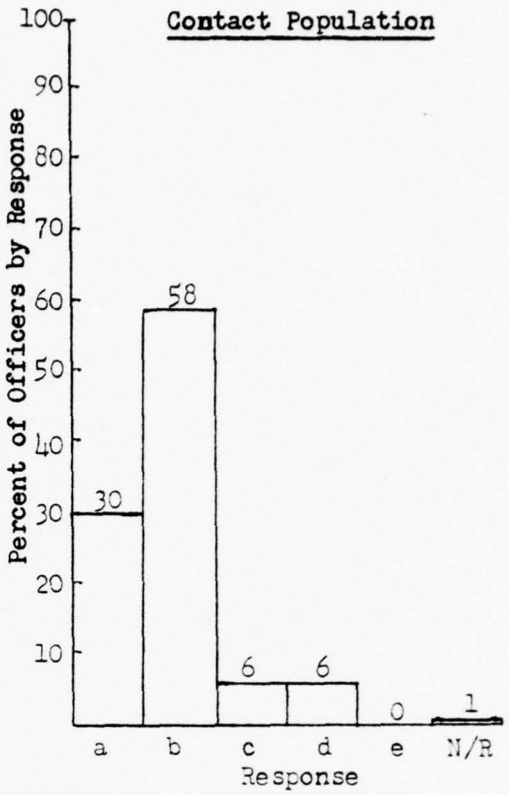


Figure 17 B

QUESTION: "I work very well with civilians."

Response	Total Population Number	%	Contact Population Number	%
(a) Strongly agree	36	18	27	30
(b) Agree	85	43	52	58
(c) No opinion	55	28	5	6
(d) Disagree	9	5	5	6
(e) Strongly disagree	0	0	0	0
N/R No response	12	6	1	1
Totals	197	100	90	100

FIGURE 17 : DISTRIBUTION OF RESPONSES TO QUESTION 6

3. Question 7

Statement: "The military commanding officer of a mixed military-civilian organization should have a civilian deputy rather than a military executive officer."

This was the first of four questions on the subject of supervisory relationships. Questions 7 and 9 were very closely related while Question 20 addressed the effect of officer age on supervisory relationships and Question 25 the effect of rotation. The hypothesis related to Questions 7 and 9 was that officers would have attitudes in favor of a completely military chain of command, even in a mixed organization. However, both the multiple choice responses shown in Figure 18 and the narrative comments indicated that officer attitudes are evenly distributed on this subject. Within both populations, nearly 20% expressed no opinion with only a seven percent difference between those agreeing and those disagreeing in the total population and an eight percent difference in the contact population.

The relatively high number of comments on this question indicated an interest among the respondents and provided good insight into the reason for the equal distribution of responses. Although some submitted comments supporting a particular position, almost a third of the 39 comments indicated that the commanding officer of a mixed organization should have both a military executive officer and a civilian deputy. Those disagreeing that a civilian deputy was needed based their position on one of three reasons. Some said that a civilian personnel officer would be sufficient, some that civilians had too much power already and that a civilian deputy would lead to more "empire-building", and others said that the civilians must be under the complete control of the military.

One officer submitted that "the civilians must serve the military organization." Those agreeing that a civilian deputy was needed supported that position by saying a civilian deputy would provide more continuity for the organization, would have better knowledge of civilian rules and regulations, would prevent civilian apathy, or would be especially useful in a union-organized installation. Many who indicated no opinion simply commented that the type of organization and the civilian-military mix should determine whether the second man is an officer or a civilian. Paulsen's research among the civilian community of a mixed organization yielded the recommendation that "whenever possible, the second in command be a civilian so as to provide better continuity" (p. 55).

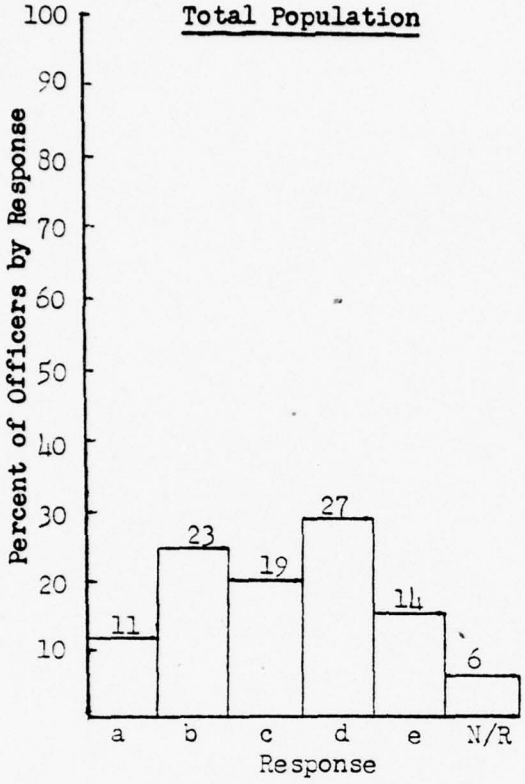


Figure 18A

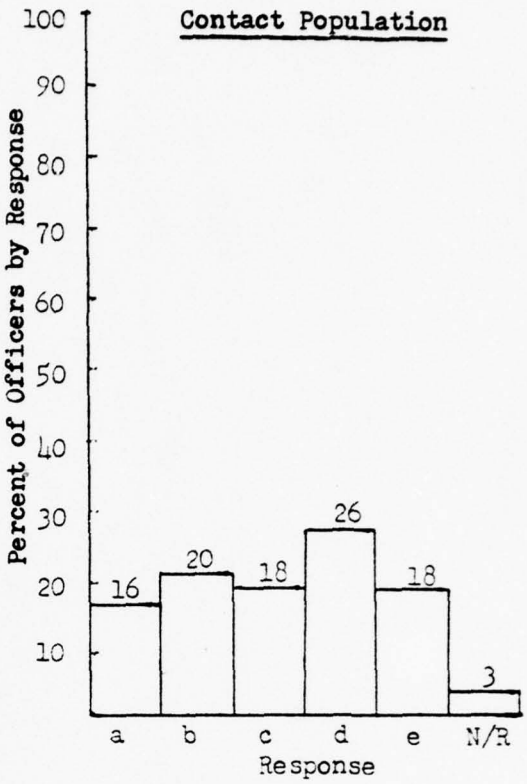


Figure 18B

QUESTION: "The military commanding officer of a mixed military-civilian organization should have a civilian deputy rather than a military executive officer."

Response	Total Population Number	%	Contact Population Number	%
(a) Strongly agree	22	11	14	16
(b) Agree	45	23	18	20
(c) No opinion	37	19	16	18
(d) Disagree	54	27	23	26
(e) Strongly disagree	28	14	16	18
N/R No response	11	6	3	3
Totals	197	100	90	100

FIGURE 18 : DISTRIBUTION OF RESPONSES TO QUESTION 7

4. Question 9

Statement: "Civilians should hold the jobs immediately below the commanding officer and executive officer in a mixed military-civilian organization."

This question was misunderstood by many officers to be the same as Question 7. The intent of this question was that the respondent assume that both the commanding officer and the executive officer were military. Having assumed that, the question was whether the third level of supervision such as division directors, and laboratory heads should be military or civilian. Figure 19 shows however that the main effect of this misunderstanding was a much higher than normal number of "no opinion" responses, with 35% of the total population and 30% of the contact population so responding. As with Question 7, the remaining attitudes were almost equally divided between agreement and disagreement with few officers feeling strongly on either side of the question.

Twenty percent of the 42 narrative comments either directly addressed the similarity of Questions 7 and 9 as discussed above or indicated that the respondent believed the two questions to be the same. The majority of the remaining comments indicated that the type of people filling the third level positions should be determined by the mission of the organization, the expertise of individuals available, the type of position, and/or the civilian-military mix. As before, some said "civilians should not be in the direct chain of command" or "I do not like military working for civilian bosses in technical areas". Another said there should be a civilian chain of command equal to the military chain, thereby indicating the range of attitudes on the subject.

In summary, the distribution of responses to these two questions

illustrated that the lack of agreement and certainty were as great on this subject as on any other addressed in the survey. Approximately half of the officers expressed an opinion supporting the hypothesis and half did not.

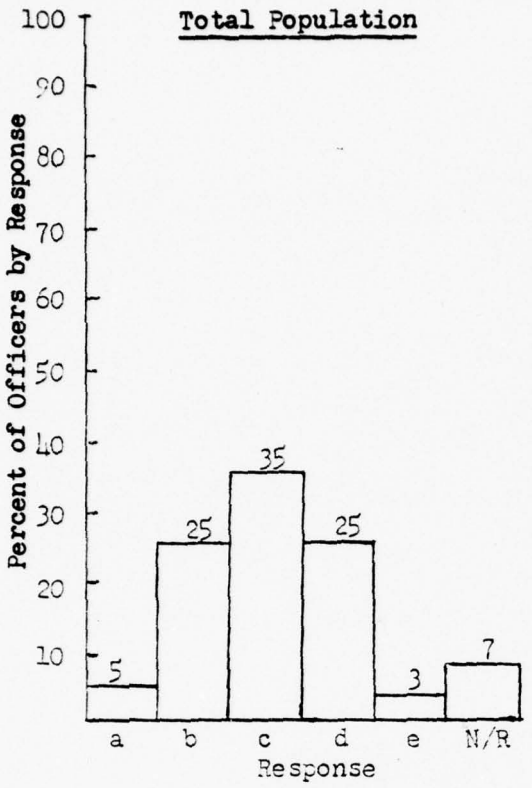


Figure 19A

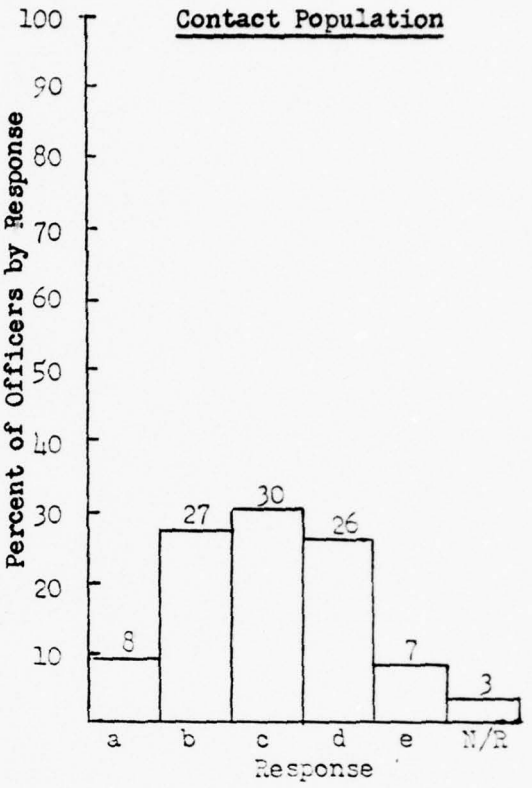


Figure 19B

QUESTION: "Civilians should hold the jobs immediately below the commanding officer and executive officer in a mixed military-civilian organization."

Response	Total Population Number	%	Contact Population Number	%
(a) Strongly agree	9	5	7	8
(b) Agree	49	25	24	27
(c) No opinion	70	35	27	30
(d) Disagree	49	25	23	26
(e) Strongly disagree	7	3	6	7
N/R No response	13	7	3	3
Totals	197	100	90	100

FIGURE 19 : DISTRIBUTION OF RESPONSES TO QUESTION 9

5. Question 20

Statement: "Younger military officers often have difficulty effectively supervising older civilian employees."

The plight of the young officer in a military-civilian organization was the primary subject of Paulsen's research. He stated early in his thesis (p. 4) that:

> In some cases, junior officers are placed in positions where they supervise older, more experienced, civilian personnel. This causes friction in the organization. Resentment is not so much caused by difference in age, but rather lack of experience. This problem is minimized by the officer who recognizes his limitations, acknowledges the experience of the civil servant, and uses that valuable experience and talent.

Whereas Question 20 was the only question on the subject in this research, Paulsen included seven questions related to the age of officers in his questionnaire. The results of his survey are contained in pages 39 through 43 of his thesis. Paulsen's question which most nearly parallels Question 20 was Question 6: "Do Civil Service employees resent being supervised by officers younger than themselves?" Of the 87 officers in his survey population, 51 (59%) answered "yes" and 28 (32%) answered "no" to that question. The remainder did not answer. A civilian population of 82 was asked the same question with 40 (49%) answering "yes" and 40 (49%) answering "no". Comments from both groups indicated that the officer's attitude toward civilian ability and judgement, his personality, ability, education, and experience contributed more to civilian attitudes than his age. These results of Paulsen's research were taken as the hypothesis for this survey.

The responses to Question 20, as shown in Figure 20, indicate results very similar to Paulsen's. The majority of officers in both populations agreed that younger officers often have difficulty effec-

tively supervising older civilian employees. Among the officers with actual experience in mixed organizations, 74% expressed that opinion compared to 61% in the total population. It was interesting that the result of this survey among the total population, 61%, was almost identical to Paulsen's result, 59%. The percent of disagreement was much lower than the corresponding result of Paulsen's survey, however. This was attributed to the option which respondents had on this survey to express no opinion, an option not available on the Paulsen questionnaire.

A large number of the 31 comments received on Question 20 agreed with the comments which Paulsen received. Respondents stated that other factors such as attitudes, competence, knowledge, and experience were much more important than age in determining the effectiveness of the younger officer. They also pointed out that difficulties are not limited to military-civilian relationships, saying that younger officers also have difficulty in supervising older military personnel and that younger civilians have difficulty with older civilian employees.

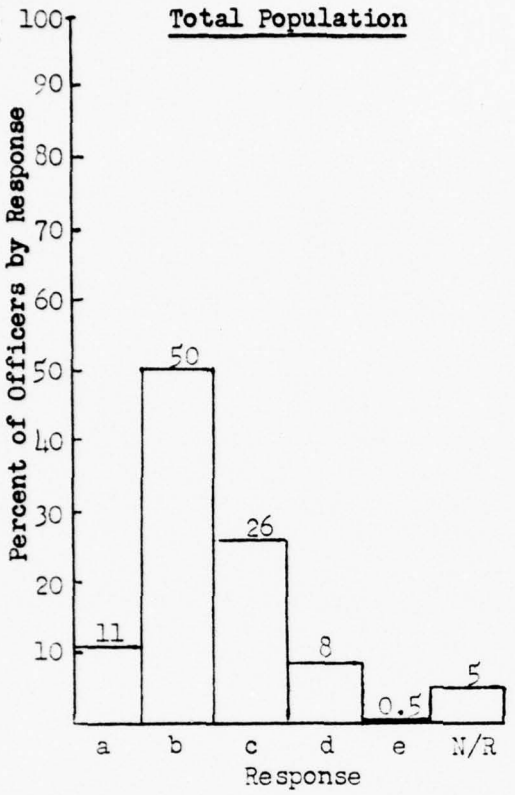


Figure 20A

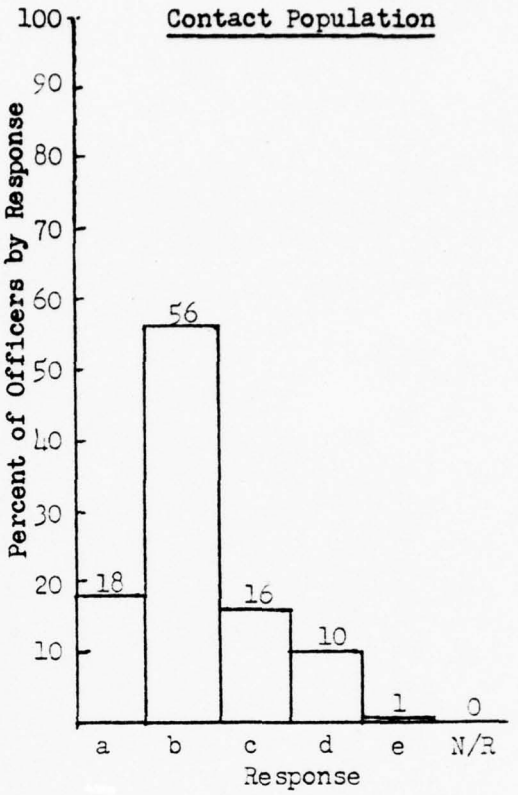


Figure 20B

QUESTION: "Younger military officers often have difficulty effectively supervising older civilian employees."

Response	Total Population Number	%	Contact Population Number	%
(a) Strongly agree	22	11	16	18
(b) Agree	98	50	50	56
(c) No opinion	52	26	14	16
(d) Disagree	15	8	9	10
(e) Strongly disagree	1	0.5	1	1
N/R No response	9	5	0	0
Totals	197	100	90	100

FIGURE 20 : DISTRIBUTION OF RESPONSES TO QUESTION 20

6. Question 25

Question: "Do you think civilians wait out the transfer of a commanding officer to avoid doing something with which they disagree?"

This was the last of four questions on the subject of supervisory relationships. Like Question 20, it paralleled Question 17 in Paulsen's survey which said: "It has been alleged that Civil Service employees sometimes wait out the transfer of an officer to avoid doing something with which they disagree. Have you ever observed or experienced that situation?" In response to that question 68 officers (78%) answered "yes", 13 (15%) answered "no", and 6 (7%) did not respond. A few commented to Paulsen that this had also been observed in military personnel (p. 46). Again, Paulsen's results were used as a basis for the hypothesis that the majority of officers would answer Question 25 positively. It was realized after the survey was conducted that the available multiple choice responses, as shown on Figure 21, did not include a completely negative response such as "Never" as an alternative. This oversight in the structure of the question prevented direct comparison of the results with Paulsen's. However, it was clear that, within both populations, well over half of the officers believe that civilians sometimes or often wait out the transfer of a commanding officer. This result compared favorably to Paulsen's result and therefore confirmed the stated hypothesis.

Few comments were received on Question 25, most of them being one or two words reinforcing the multiple choice response. However, four officers of the 12 commenting stated that military personnel also wait out transfers of commanding officers, the same comment made to Paulsen.

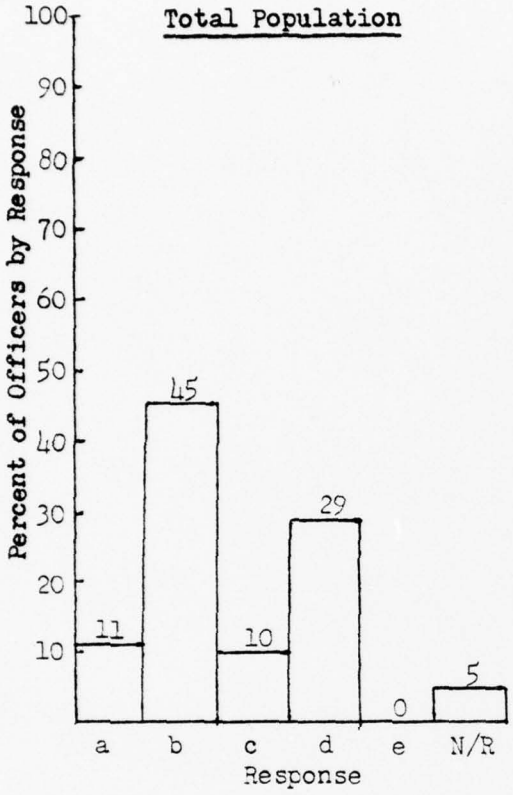


Figure 21A

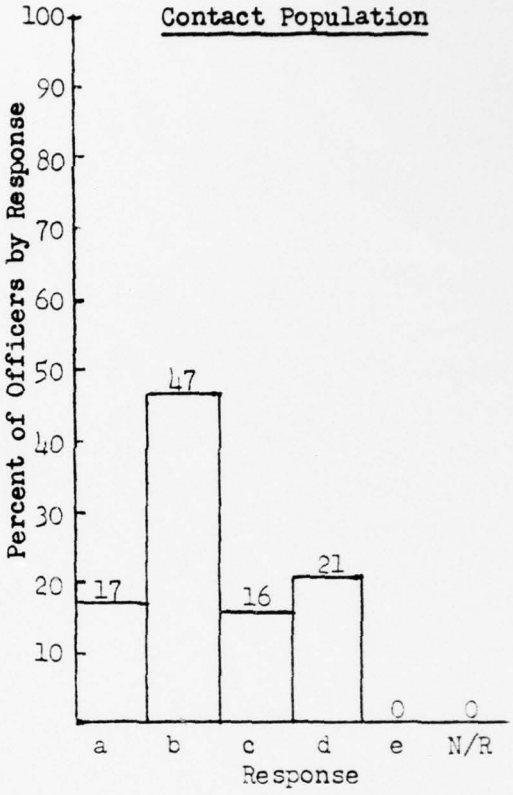


Figure 21B

QUESTION: Do you think civilians wait out the transfer of a commanding officer to avoid doing something with which they disagree?

Response	Total Population Number	%	Contact Population Number	%
(a) Often	21	11	15	17
(b) Sometimes	88	45	42	47
(c) Seldom	20	10	14	16
(d) No opinion	58	29	19	21
(e) No answer available	0	0	0	0
N/R No response	10	5	0	0
Totals	197	100	90	100

FIGURE 21 : DISTRIBUTION OF RESPONSES TO QUESTION 25

7. Question 16

Statement: "Civilians in jobs comparable to mine usually have professional goals very similar to mine."

This question, identical in wording to Question 15 with the exception that "professional" was substituted for "personal", was the only question in the last of three groups related to professional relationships. The distribution of responses to Question 16 is depicted in Figure 22. A comparison with Figure 15 shows that responses among the total population were almost identical for Questions 15 and 16, never differing by more than 2%. Again, in that population there was only a seven percent difference between those agreeing and those disagreeing. Unlike the responses to Question 15, however, within the contact population both the percentage of those agreeing and those disagreeing increased significantly as the percentage expressing no opinion fell. As Figure 22B shows, there was only a four percent difference between those agreeing and those disagreeing. This did not support the hypothesis that officers believe their professional goals to be significantly different from those of their civilian counterparts. It was interesting that not all the same officers answered both questions the same. Of the 57 officers in the total population who said their personal goals differed from those of civilians, only 36 or 63% said their professional goals were also different. Within the contact population, only 20 of 29 or 69% said both types of goals were different.

Seventeen comments were submitted on Question 16. While some indicated that the goals are similar and only the paths to those goals differ, most of the comments defended attitudes toward basic goal differences. Some indicated that civilians place more emphasis on

specialization within narrow fields, others that civilians do not seek command, and still others that civilians are not as motivated as officers.

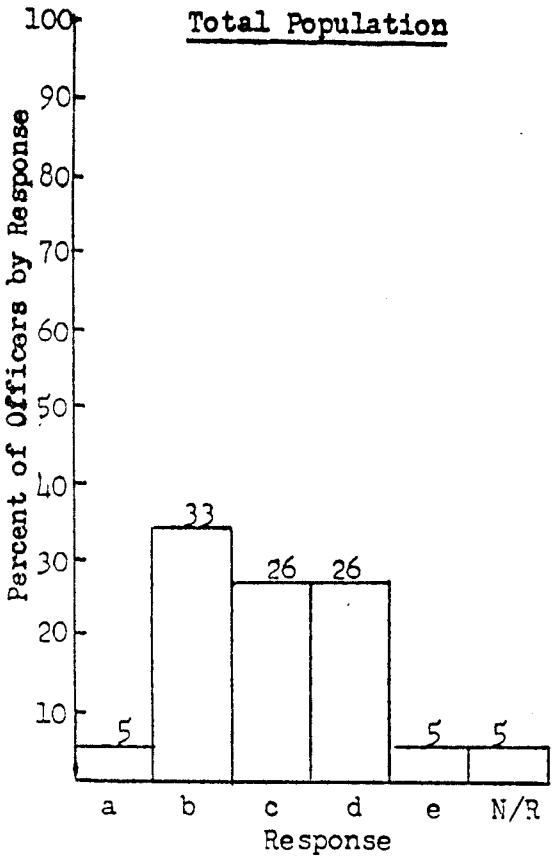


Figure 22 A

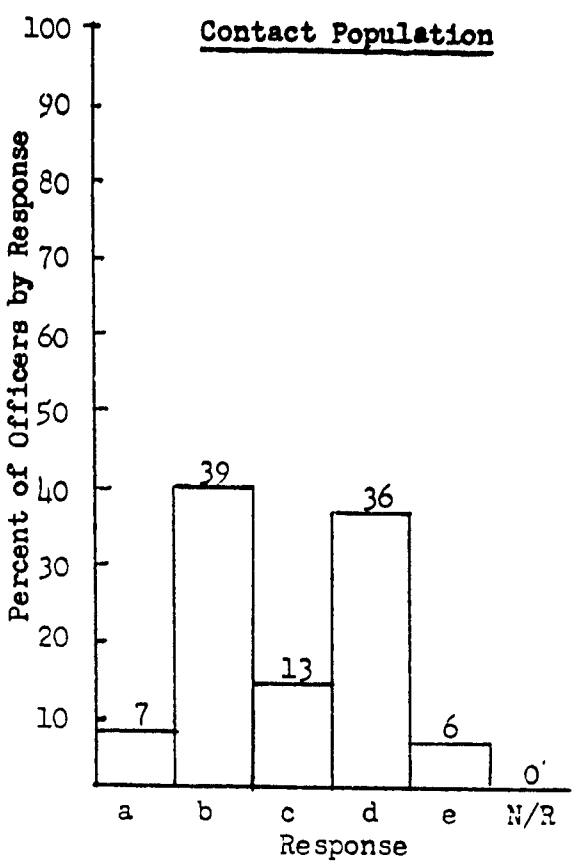


Figure 22 B

QUESTION: "Civilians in jobs comparable to mine usually have professional goals very similar to mine."

Response	Total Population Number	%	Contact Population Number	%
(a) Strongly agree	9	5	6	7
(b) Agree	66	33	35	39
(c) No opinion	51	26	12	13
(d) Disagree	52	26	32	36
(e) Strongly disagree	10	5	5	6
N/R No response	9	5	0	0
Totals	197	100	90	100

FIGURE 22 : DISTRIBUTION OF RESPONSES TO QUESTION 16

H. PAY

The hypotheses related to the two questions on compensation were that most officers believe civilians are paid more than officers for comparable jobs and civilians are paid enough or too much for the jobs they perform. As discussed in Chapter IV, the subject of compensation of civilian and military personnel receives more attention in the press than all other subjects combined. No matter what opinion one holds on this issue, adequate literature can easily be found in support of that opinion. Consensus on the subject is impossible, disagreements are strong, and arguments are easily provoked.

1. Question 12

Statement: "Considering both pay and fringe benefits, military officers receive more than civilians for performing comparable jobs."

No other statement elicited stronger disagreement than this one. As Figure 23 shows, 82% of the total population disagreed and only 2.5% agreed. Among the contact population, 88% disagreed. The one officer who strongly agreed was a lieutenant (j. g.) who had worked closely with civilians but who had not supervised or been supervised by them. It was important that, within both populations, the number of officers strongly disagreeing was much higher on this question than on any other in the survey. This indicated the depth of conviction supporting that opinion. Therefore, the hypothesis that most officers believe civilians are paid more than officers for comparable jobs was overwhelmingly confirmed.

Considering the strong opinions on this subject, remarkably few (29) comments were received. However, many of those comments expressed very strong opinions. Seventeen of the 29 addressed the use of the word

"comparable" by stating that few civilian jobs are comparable to military jobs. Those discussed such aspects of the military life as deployments, duty days, seven-day weeks, "mid watch in a State 4 sea at zero visability and at 40 degrees F.", lack of overtime pay, and other such factors. One officer commented that "'Comparable jobs' refers to roughly one fifth of a career military officer's responsibilities." Another said simply, "Officers work harder and longer for less." Some were more direct with "You have to be kidding!", and "No way!" One pointed out that military officers are often ordered into jobs which would be performed by a higher level civilian. Another addressed fringe benefits by saying that an officer is required to pay more of his relocation expenses than the civilian.

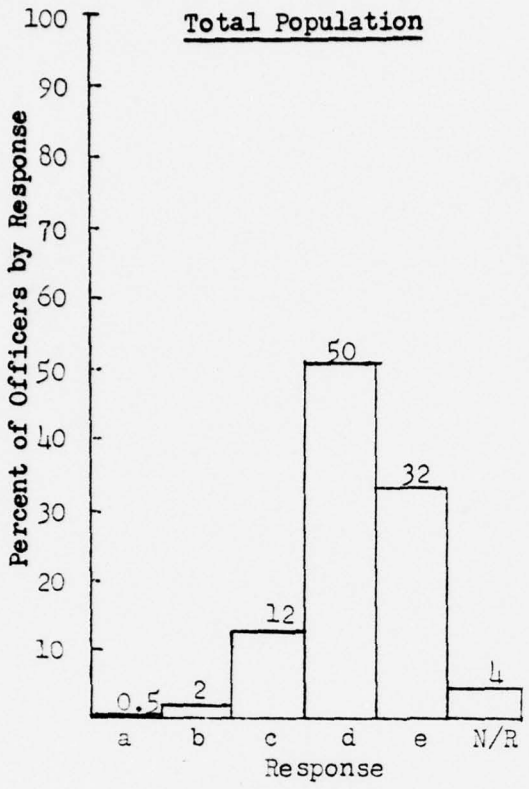


Figure 23A

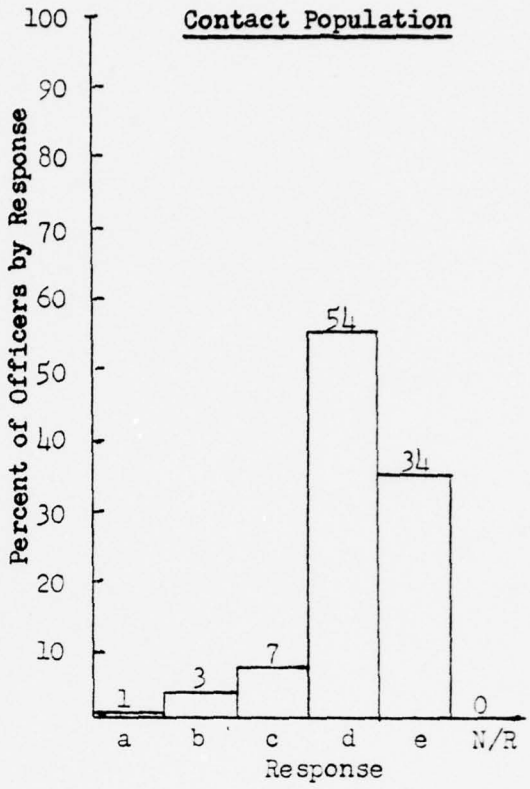


Figure 23B

QUESTION: "Considering both pay and fringe benefits, military officers receive more than civilians for performing comparable jobs."

Response	Total Population Number	%	Contact Population Number	%
(a) Strongly agree	1	0.5	1	1
(b) Agree	3	2	3	3
(c) No opinion	24	12	6	7
(d) Disagree	98	50	49	54
(e) Strongly disagree	63	32	31	34
N/R No response	8	4	0	0
Totals	197	100	90	100

FIGURE 23 : DISTRIBUTION OF RESPONSES TO QUESTION 12

2. Question 23

Question: "Which statement best describes your attitude concerning the pay civilians receive compared to the jobs they do?"

Nearly one half of the officers in the total population and over half of those in the contact population indicated that civilians are paid commensurate with the jobs they perform (Figure 24). The large majority of those remaining in both populations said that civilians are overpaid, with only 2% of either population saying that they are underpaid. It was interesting that 89% of the officers who said civilians are overpaid also said in answer to Question 12 that civilians are paid more than officers for performing comparable jobs. In the contact population a higher percentage of the respondents than in the total population expressed the opinion that civilians are overpaid. This was surprising because their answers to other questions throughout the survey indicated that officers within the contact population had a greater appreciation for the civilian and his efforts. It would appear that a direct relationship would exist between appreciation and attitudes concerning compensation. However, in this case close contact with civilians increased both the percentage of officers stating that civilians are paid commensurate with their jobs and the percentage of those stating that civilians are overpaid.

Only 15 comments were received on Question 23. Although the question specified that response was to be based on a comparison of the pay with the job performed for that pay, six of the comments indicated that the officers were again comparing civilian pay to military compensation. One officer summarized the general attitude of those officers well by stating that "they get paid more per hour worked than your

average USN officer." Two officers pointed out that generalization was difficult because civilian pay scales are the same nationwide and "don't take into account the fact that people are paid more in New York City than Yuma, Arizona." One of the three officers who said that civilians are underpaid commented that this "really applies to top level jobs--(the government) can't attract hot-runners to GS positions."

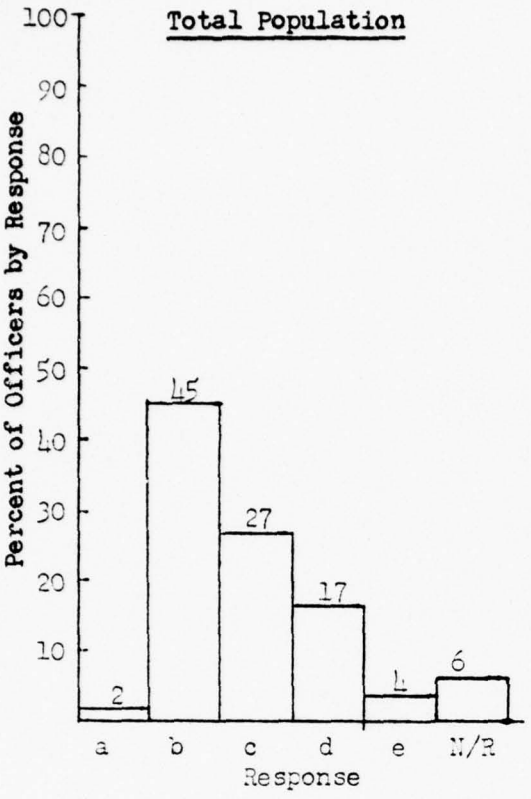


Figure 24 A

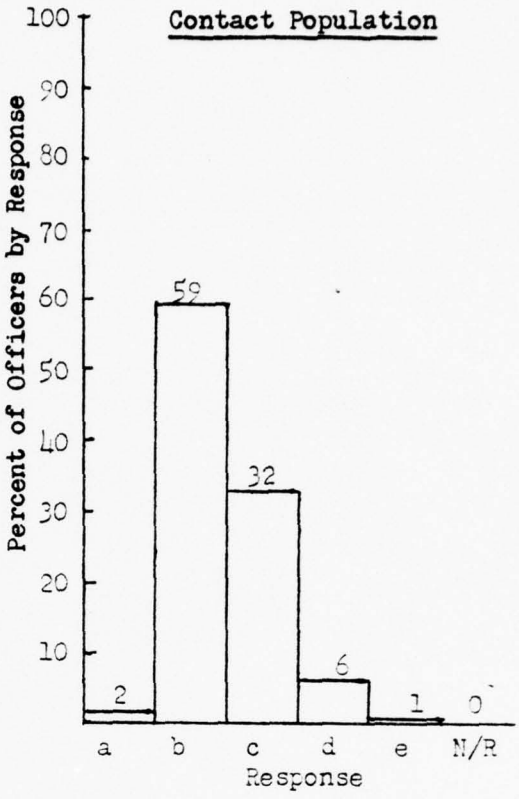


Figure 24 B

QUESTION: Which statement best describes your attitude concerning the pay which civilians receive compared to the jobs they do?

Response	Total Population Number	%	Contact Population Number	%
(a) Generally, civilians are underpaid.	3	2	2	2
(b) Generally, civilians are paid commensurate with the jobs they do.	89	45	53	59
(c) Generally, civilians are overpaid.	54	27	29	32
(d) I do not know what most civilians are paid.	33	17	5	6
(e) No opinion.	7	4	1	1
N/R No response	11	6	0	0
Totals	197	100	90	100

FIGURE 24 : DISTRIBUTION OF RESPONSES TO QUESTION 23

I. PERSONNEL ROTATION

Included in the questionnaire were three questions related to job rotation. Question 8 addressed the need for rotation, similar to that of officers, for civilians in management positions. Question 21 addressed the willingness of those civilians to accept rotational tours. Question 26 addressed the much-discussed subject of officer rotation and its impact upon organizations. Although Paulsen did not discuss civilian rotation directly, he made some general comments on the subject while devoting considerable research to the effects of officer rotation. In introducing the subject of officer rotation, Paulsen said:

> One difference in the two groups is the frequent rotation of officers and the relative stability of civilian assignments. This creates problems but has several advantages. The rotation of officers through positions of responsibility, supplemented with advanced education, tends to develop individuals who are qualified for top level and managerial positions. Some resentment is built up in the civilians as a result of this situation. Most of the top positions are occupied by officers and opportunities for individual development and growth of the civilians has been somewhat limited (p. 5-6).

1. Question 8

Statement: "Civilians in management positions should have rotational tours similar to officer tours."

As stated in Section D of this chapter, Question 8 was among the questions which were informational and neutral in nature. Therefore, no hypothesis was developed for this question and it was included solely to determine officer attitudes on the need for civilian rotation. Surprisingly, this question prompted more officers to write narrative comments than any other question in the survey, with 26% of the officers commenting. Figure 25 summarizes the distribution of the multiple choice responses supported by those comments. It shows that 52% of the total population and 50% of the contact population disagreed that civilian

managers should have rotational tours while only 31% and 39%, respectively, agreed. Though the total difference in percentage between the two populations was small, the distribution of the contact population differed significantly with a much greater percentage strongly disagreeing. The fact that 39% of the officers in the contact population agreed that civilians should rotate compared to only 31% of the total population tended to offset the rise in the percentage expressing strong disagreement.

The redistribution which occurred within the contact population was adequately explained by the narrative comments. Of the 51 comments received, two-thirds (34) were from officers who disagreed that civilians should rotate. Twenty-five of those 34 agreed that civilians provide the continuity within the organization which thereby permits officer rotation. The other factor mentioned frequently was the detailed expertise which the civilians acquire through job stability. Thus, the officer who had close contact with civilians and experienced first hand either the importance of continuity or expertise was likely to believe strongly that civilians should not have rotational tours. Of those submitting comments in support of civilian rotation, many quialfied their agreement by suggesting an appropriate number of years between civilian rotations or saying that civilians should not rotate as frequently as officers. Others gave advantages of civilian rotation including better cross-training, more opportunity for advancement, reduction of "empire-building", elimination of the "home-town" attitude, and providing the civilian a better appreciation of the military manager's viewpoint. The officer in the contact population who had seen the negative aspects of civilian stability was likely to believe that civilian rotation

would be profitable. The number of comments stressing continuity, however, explained why 50% disagreed with civilian rotation and only 39% agreed.

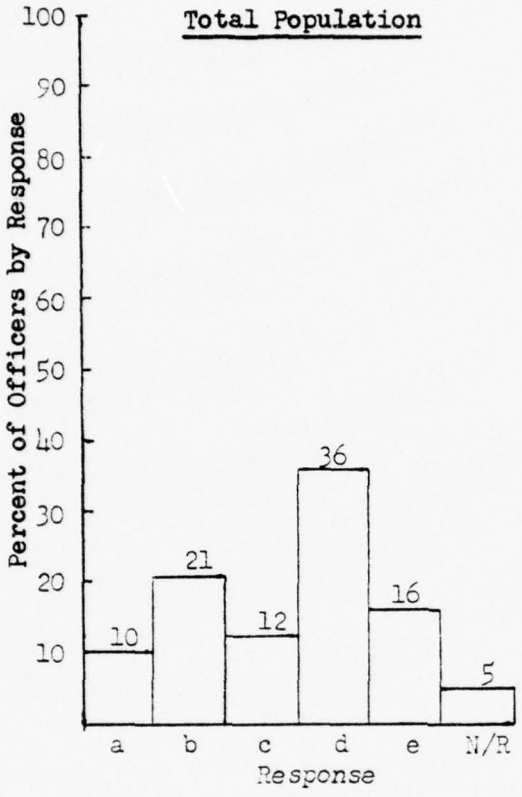


Figure 25 A

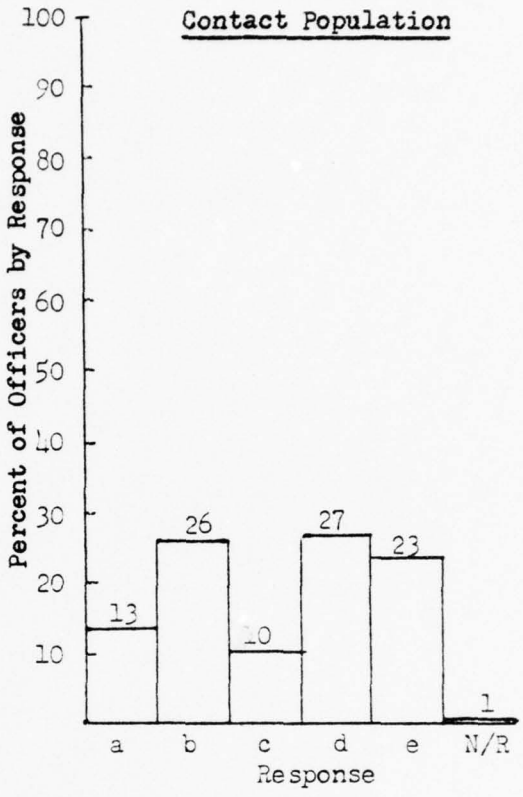


Figure 25 B

QUESTION: "Civilians in management positions should have rotational tours similar to officer tours."

Response	Total Population Number	%	Contact Population Number	%
(a) Strongly agree	19	10	12	13
(b) Agree	42	21	23	26
(c) No opinion	24	12	9	10
(d) Disagree	72	36	24	27
(e) Strongly disagree	31	16	21	23
N/R No response	9	5	1	1
Totals	197	100	90	100

FIGURE 25 : DISTRIBUTION OF RESPONSES TO QUESTION 8

2. Question 21

Statement: "Generally, civilian managers and technical personnel will move to another city in order to accept a better job."

The hypothesis associated with this question was that most officers believe civilians are generally geographically immobile and would therefore disagree with the above statement. However, more officers expressed no opinion in response to this question than any other, with 49% of the total population so responding. Figure 26 shows that 27% of the total population agreed and only 19% disagreed, thereby disproving the hypothesis. Among the contact population, 38% expressed no opinion with 33% agreeing and an almost equal 29% disagreeing. Only two officers strongly agreed and were matched by two who strongly disagreed, all four being in the contact population.

Because of the extremely high percentage of officers having no opinion on the subject of civilian geographical mobility, only 15 comments were received on this question in contrast to the 51 received on the previous question. Those comments indicated a general attitude that, although willingness to relocate varies with individuals and the attractiveness of the new job, most civilians are very reluctant to break longstanding social relationships, sell their homes, and move. Thus, the narrative comments alone supported the hypothesis but did not represent the opinion of the majority as indicated in the multiple choice responses.

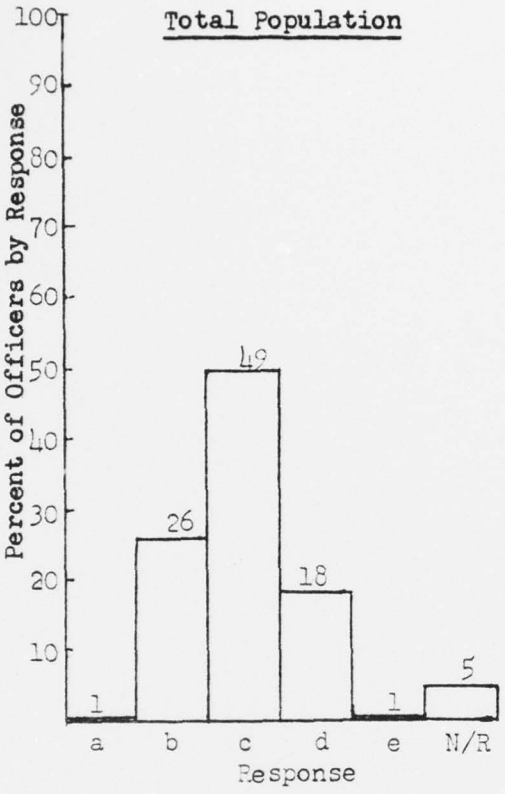


Figure 26A

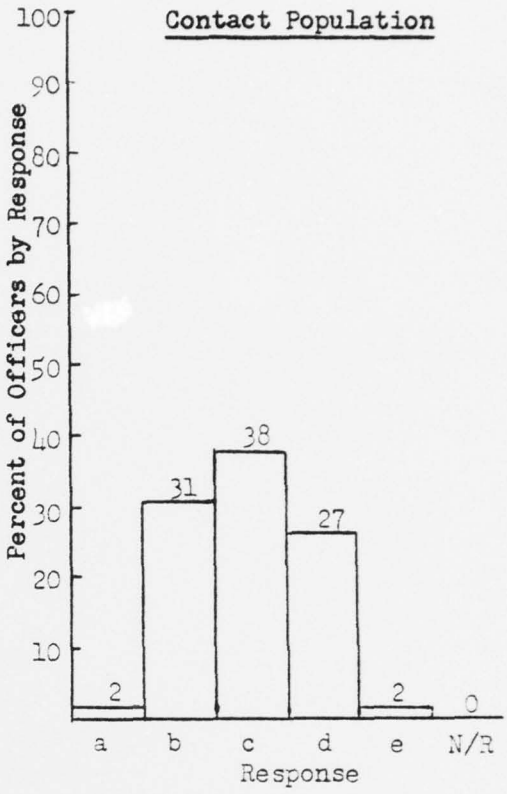


Figure 26B

QUESTION: "Generally, civilian managers and technical personnel will move to another city in order to accept a better job."

Response	Total Population Number	%	Contact Population Number	%
(a) Strongly agree	2	1	2	2
(b) Agree	52	26	28	31
(c) No opinion	97	49	34	38
(d) Disagree	35	18	24	27
(e) Strongly disagree	2	1	2	2
N/R No response	9	5	0	0
Totals	197	100	90	100

FIGURE 26 : DISTRIBUTION OF RESPONSES TO QUESTION 21

3. Question 26

Question: "How do you think officer rotation affects the overall operation of mixed organizations?"

Paulsen, in summarizing the results of his research on the subject of officer rotation, said:

> The rotation of officers in the joint military-civil service organization is considered to be too frequent for either efficient management or effective training. The officer does not have sufficient time to learn his new assignment and the capabilities of his personnel before he is moved to his next assignment. The civil servants are required to maintain continuity in the organization; however, this task is extremely difficult when the people to whom they report are continually changing (p. 28-29).

In response to Paulsen's question "Does the rotation of officers every two years reduce the effectiveness of the joint military-civil service organization?", 46 of 87 officers said "yes" and 41 said "no". When asked if it is possible for an officer to make improvements in the organization while rotating every two years, 82 said "yes" and only five said "no". And finally, in response to being asked for the optimum tour length for efficiency and development, 60 of the 87 officers agreed on three years (p. 37-38).

Based on Paulsen's findings, the hypothesis for Question 26 of this survey was that most officers would say rotation hurts the organization more than helps. Figure 27 shows that the hypothesis was correct because 46% of the total population indicated that officer rotation hurts the overall operation of the mixed organization while only 32% indicated that rotation helps. Among the contact population, the difference was not quite as great with 49% saying rotation hurts the organization and 38% saying it helps. Eleven percent of the total population and nine percent of the contact population expressed the opinion that officer rotation does not affect the operation at all.

Among the 33 comments on this subject, six were from those officers who said that rotation does not affect the organization. The comments did not support that response, however, because some indicated that the effect depended upon the capabilities of the officer. Others said that there were both good and bad effects which counterbalance or that the organization usually could adjust to or survive the adverse effects of officer rotation. Officers who indicated that rotation helps most frequently commented that the positive effect of rotation was the infusion of new ideas and the prevention of organizational stagnation. Some also commented that rotation helps in personnel matters and provides civilians the benefit of fleet experience. Those supporting the position that rotation hurts the organization commented that much effort was expended in continually training new officers and reorganizing to satisfy new commanding officers. Many said that frequent rotation not only hurts the organization but also the individual officers, especially in technical positions. In opposition to those supporting rotation as a means of preventing stagnation, one officer commented that rotation actually causes stagnation because the organization spends much of its time and effort "reinventing the wheel".

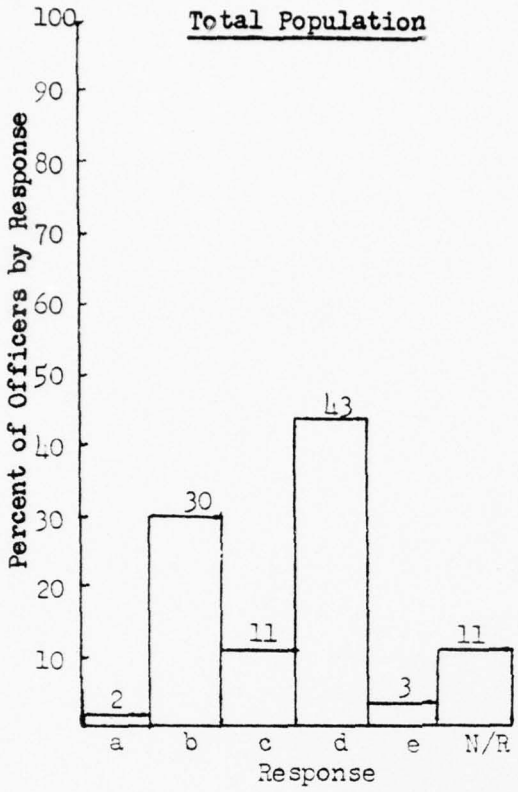


Figure 27 A

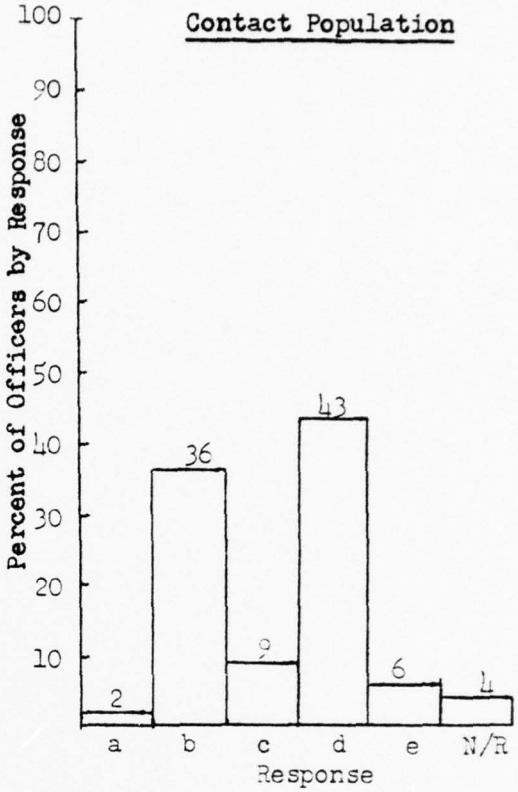


Figure 27 B

QUESTION: How do you think officer rotation affects the overall operation of mixed organizations?

Response	Total Population Number	%	Contact Population Number	%
(a) Helps greatly	4	2	2	2
(b) Helps more than hurts	60	30	32	36
(c) Does not affect at all	22	11	8	9
(d) Hurts more than helps	84	43	39	43
(e) Hurts greatly	6	3	5	6
N/R No response	21	11	4	4
Totals	197	100	90	100

FIGURE 27 : DISTRIBUTION OF RESPONSES TO QUESTION 26

J. CIVILIAN PERSONNEL REGULATIONS

In recent years, the discussion and criticism of civilian personnel regulations has increased with the sizeable increase in the number of new regulations related to equal employment opportunity, individual privacy, freedom of information, unionization, and other such areas. Because of this increase in the popularity of the subject, two questions concerning civilian personnel regulations were included in the questionnaire. The two questions were complimentary and had the underlying hypotheses that most officers believe the civil service laws and regulations are a hindrance to effective management thereby making it extremely difficult to, among other things, remove an incompetent civilian from the organization.

1. Question 17

Statement: "Generally, the laws and regulations concerning civil service personnel are a hindrance to effective management."

Figure 28 shows that 51% of the total population of respondents agreed with that statement compared with only 13% who disagreed, a ratio of more than three to one. Only three officers strongly disagreed while ten times that number strongly agreed. Among the contact population, the percentage of officers disagreeing increased by eight while the percentage agreeing only increased by five, which was surprising. However, the percentage strongly agreeing increased by eight while the percentage disagreeing only increased by one. Among both populations, the percentage of those officers expressing no opinion was extremely high, approaching one third of the total population. In spite of that, it was very clear that the hypothesis that most officers believe civil service regulations to be a hindrance to effective management was confirmed.

This question prompted comments from 32 officers, only five of whom disagreed that the regulations are a hindrance. All of those comments were different with one officer who expressed strong disagreement stating that the "laws and regs. are designed to protect the individual from abuse and to protect his rights." The others said that they are an excellent guide, that problems are "strictly due to (the) administrative chain of command", or that the civilian regulations are no worse than military regulations. One said, "if you know the system, you can manage effectively." Ten of those supporting the position that the regulations are a hindrance addressed the difficulty of eliminating incompetent civilian personnel from an organization. Some expressed a special annoyance with union regulations. Several officers, while acknowledging the regulations are a hindrance, admitted that they provide guidelines for management and inhibit political abuse.

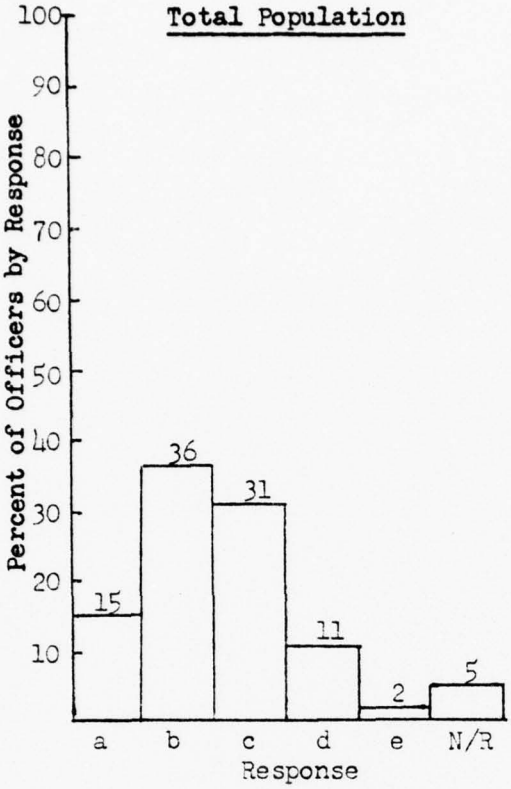


Figure 28 A

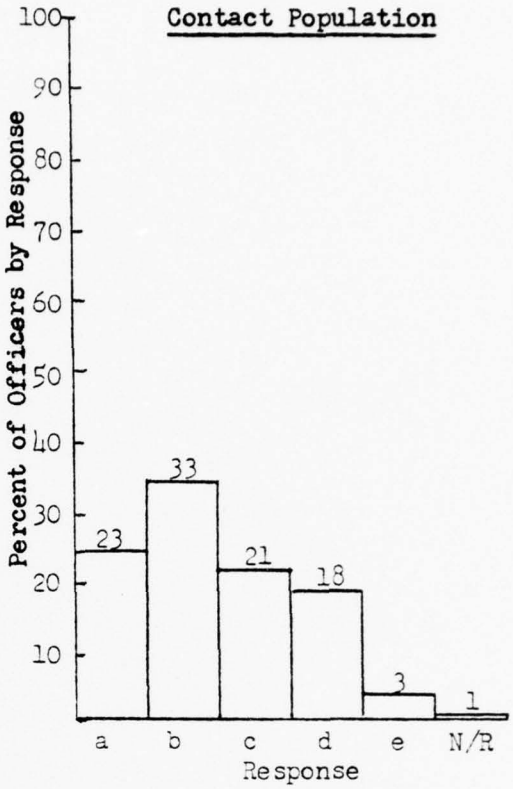


Figure 28 B

QUESTION: "Generally, the laws and regulations concerning civil service personnel are a hindrance to effective management."

Response	Total Population Number	%	Contact Population Number	%
(a) Strongly agree	30	15	21	23
(b) Agree	71	36	30	33
(c) No opinion	62	31	19	21
(d) Disagree	21	11	16	18
(e) Strongly disagree	3	2	3	3
N/R No response	10	5	1	1
Totals	197	100	90	100

FIGURE 28 : DISTRIBUTION OF RESPONSES TO QUESTION 17

2. Question 24

Question: "How difficult would it be to dismiss a civilian who has previously completed the probationary period but whom you judge to be incompetent?"

Officers in both the total population and the contact population overwhelmingly confirmed the hypothesis that officers believe dismissing an incompetent civilian after the completion of the probationary period would be difficult. As shown in Figure 29, 72% of the total population and 81% of the contact population confirmed the hypothesis while only nine percent and 11%, respectively, denied it. Four of the narrative comments indicated that some officers selected an answer based on personal moral feelings rather than solely in consideration of the personnel regulations as the question intended. Although these few comments pointed out a weakness in the question, 30 other comments indicated that most of the respondents understood the correct intent. However, the question should have stated that response was to be based on consideration of the regulations rather than on the respondent's personal feelings toward performing the unpleasant task of dismissing an employee. Another indication that most officers understood the question was the correlation between the responses to the previous question and this one. Ninety-one percent of the officers who indicated in response to Question 17 that civilian personnel regulations are a hindrance to effective management also indicated in response to this question that dismissing a civilian would be difficult. Also important was the fact that approximately half of both populations indicated strong opinion on the subject by choosing "very difficult" rather than "relatively difficult" as the most appropriate response.

The comments on this question covered a variety of topics related to the subject. Some indicated the need for complete support of all levels of supervision above the employee plus a very well documented case before dismissal would be possible. Others said the process was so time-consuming that a two-year tour was not long enough for an officer to make a judgement and carry the action through to completion. One officer simply said dismissing a civilian was "impossible", and another characterized it as "the government's biggest problem." One officer pointed out, however, that dismissing an incompetent civilian was "not nearly as hard as firing a bad chief." Some said a more feasible approach would be to transfer the incompetent to an area in which he was competent rather than dismiss him.

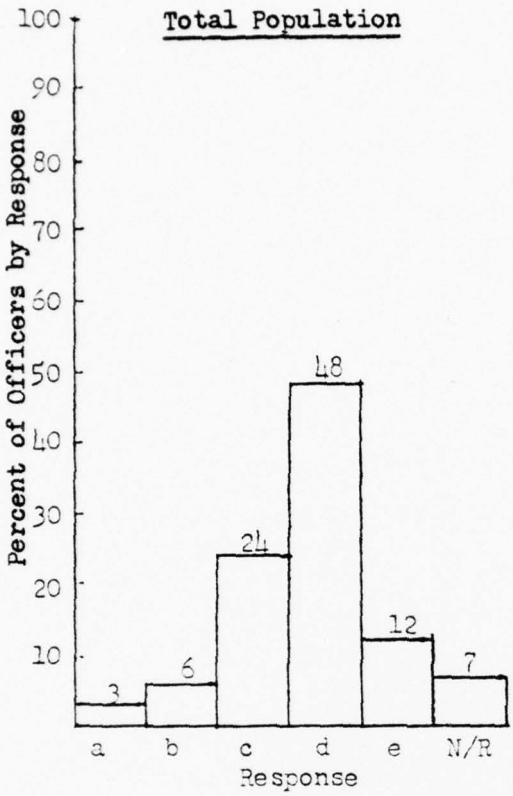


Figure 29 A

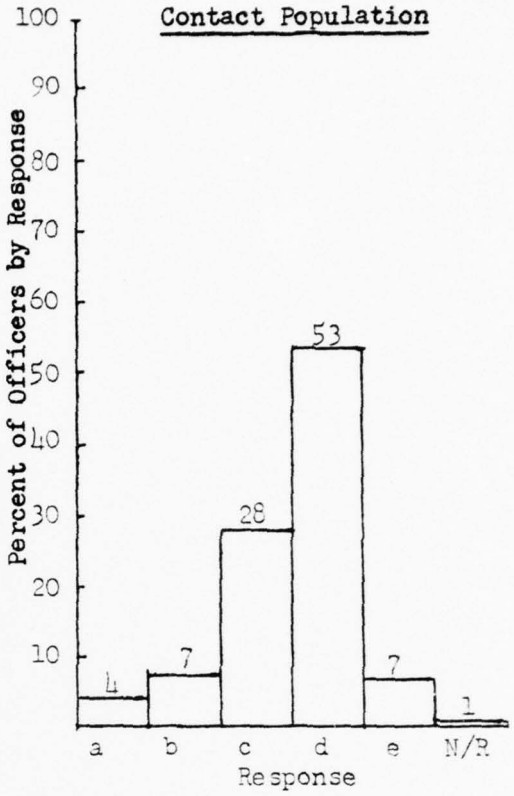


Figure 29 B

QUESTION: How difficult would it be to dismiss a civilian who has previously completed the probationary period but whom you judge to be incompetent?

Response	Total Population Number	%	Contact Population Number	%
(a) Very easy	6	3	4	4
(b) Relatively easy	12	6	6	7
(c) Relatively difficult	48	24	25	28
(d) Very difficult	95	48	48	53
(e) No opinion	23	12	6	7
N/R No response	13	7	1	1
Totals	197	100	90	100

FIGURE 29 : DISTRIBUTION OF RESPONSES TO QUESTION 24

VI. SUMMARY AND CONCLUSIONS

A. SUMMARY

The attitudes of Naval officers toward civil service management and technical personnel as determined by this research are summarized by the following statements:

Competence and Motivation

The majority of Naval officers have the attitude that:

--Civilian managers and technical employees are competent

--Civilians usually have self-motivation

--Civilians have adequate education and training for their jobs

--Civilians perform well when working under stressful conditions

--Civilians have positive attitudes toward their jobs, but

--Civilians are not willing to work more than 40 hours per week in order to do a good job.

Personal Relationships

The majority of officers expressed the opinion that:

--Officers desire to develop friendships with civilians

--Civilians also desire to develop friendships with officers

--Civilians have personal goals very similar to the goals of officers.

Professional Relationships

The majority of officers have the attitude that:

--More civilians appreciate than resent the officers with whom they work

--Officers work well with civilians

--The commanding officer of a mixed military-civilian organization should have a military executive officer rather than a civilian deputy

--Civilians should hold the jobs immediately below the commanding and executive officers in a mixed organization

--Younger military officers often have difficulty effectively supervising older civilian employees

--Civilians wait out the transfer of commanding officers to avoid doing things with which they disagree

--Civilians have professional goals very similar to the goals of officers.

Pay

The majority of officers believe that:

--Civilians are paid more than officers for performing comparable jobs

--Civilians are paid adequately or are overpaid for the jobs they do.

Personnel Rotation

The majority of officers have the attitude that:

--Civilian managers should not have rotational tours similar to officer tours

--Civilians will move to another city in order to accept a better job

--Officer rotation hurts the overall operation of a mixed organization more than it helps.

Civilian Personnel Regulations

The majority of officers expressed the opinion that:

--Civilian personnel regulations are a hindrance to effective management

--Removing an incompetent civilian from the job is very difficult.

B. CONCLUSIONS

This research led to three major conclusions. The first conclusion was that "the sandcrab syndrome" is more fiction than fact. The major hypothesis that the average Naval officer has a negative attitude toward his civilian counterpart was shown to be generally erroneous. A second important conclusion was that close professional contact of officers with civilians generally improves the officers' attitudes toward civilians. Finally, with the one major exception discussed in Part B of Chapter V, the survey vehicle used in this research was shown to be a generally effective method for ascertaining the attitudes of officers.

The high rate of response and the quantity of comments submitted indicated both an interest in this subject among Naval officers and the effectiveness of the questionnaire. This research was considered a success, but it should be only a starting point for much broader research aimed at the reduction of the misunderstandings and friction which do exist in military-civilian organizations, thereby providing a more pleasant and productive work environment.

APPENDIX A

QUESTIONAIRE
(DRAFT)

Attitudes of U.S. Naval Officers toward Civil Service Employees

Instructions:
1. Please answer all questions.
2. Circle only one answer to each question.
3. Choose the answer which most nearly expresses your own opinion.
4. Relate your attitude to managerial and technical civil servants only--not clerical or secretarial employees.

1. How many years have you directly supervised civilian employees?
   (a) none
   (b) less than 3 years
   (c) 3 - 6 years
   (d) 7 - 10 years
   (e) more than 10 years

2. How many years have you been under the direct supervision of a civilian manager?
   (a) none
   (b) less than 3 years
   (c) 3 - 6 years
   (d) 7 - 10 years
   (e) more than 10 years

3. Which statement most closely describes your general attitude toward civilian managers and technicians in the mixed military-civilian organization?
   (a) Very positive--most civil servants are good employees.
   (b) Positive--There are more good civil servants than not.
   (c) Neutral--About half are good and half are not.
   (d) Negative--There are more not good than good.
   (e) Very negative--Most civil servants are not good employees.

4. What contributed most to this general attitude?
   (a) Personal close involvement with civil servants.
   (b) Personal irregular involvement with civil servants.
   (c) Observation of civil servants.
   (d) Discussions with other officers.
   (e) Other factors such as self-study and the new media.

5. Which answer most closely describes your attitude?
   "I work very well with civil servants."
   (a) Strongly agree
   (b) Agree
   (c) No opinion (or not applicable)
   (d) Disagree
   (e) Strongly disagree

6. "I generally have no desire to develop social relationships with the civil servants with whom I work."
   (a) Strongly agree
   (b) Agree
   (c) No opinion
   (d) Disagree
   (e) Strongly disagree

7. How would you generally rate the competence of civil service managers and technicians in the positions they occupy?
   (a) Most are competent.
   (b) More are competent than incompetent.
   (c) About half are competent and half are incompetent.
   (d) More are incompetent than competent.
   (e) Most are incompetent.

8. How would you generally characterize the attitudes of civil servants toward the positions they occupy?
   (a) Most have a good attitude.
   (b) More have a good attitude than bad.
   (c) About half have a good attitude and half do not.
   (d) More have a bad attitude than good.
   (e) Most have a bad attitude.

9. How would you describe the pay civil servants receive related to the positions they occupy?
   (a) Most are underpaid.
   (b) Most are paid commensurate with their positions.
   (c) Most are overpaid.
   (d) Most are either overpaid or underpaid.
   (e) I do not know what most civil servants are paid.

10. "Civil servants who occupy positions comparable to mine receive more compensation (considering both pay and fringe benefits) than I do."
   (a) Strongly agree
   (b) Agree
   (c) No opinion
   (d) Disagree
   (e) Strongly disagree

11. "Most civil servants do not have adequate education and training for the positions they occupy."
   (a) Strongly agree
   (b) Agree
   (c) No opinion
   (d) Disagree
   (e) Strongly disagree

12. "Most civil servants have very little self-motivation."
   (a) Strongly agree
   (b) Agree
   (c) No opinion
   (d) Disagree
   (e) Strongly disagree

13. "Most civil servants perform well under stress."
   (a) Strongly agree
   (b) Agree
   (c) No opinion
   (d) Disagree
   (e) Strongly disagree

14. "Most civil servants would move to a new location in order to accept a better position."
   (a) Strongly agree
   (b) Agree
   (c) No opinion
   (d) Disagree
   (e) Strongly disagree

15. In general, how would you describe the attitude of civil servants toward military officers in a mixed military-civilian organization?
(a) Most civil servants resent officers.
(b) More civil servants resent than appreciate officers.
(c) About half of the civil servants resent and half appreciate officers.
(d) More civil servants appreciate than resent officers.
(e) Most civil servants appreciate officers.

16. "Younger military officers often have difficulty effectively supervising older civil servants simply because of the age difference."
(a) Strongly agree
(b) Agree
(c) No opinion
(d) Disagree
(e) Strongly disagree

17. "Military commanding officers should have civilian deputies."
(a) Strongly agree
(b) Agree
(c) No opinion
(d) Disagree
(e) Strongly disagree

18. How would you describe your familiarity with civil service personnel regulations?
(a) Great familiarity
(b) Considerable familiarity
(c) Some familiarity
(d) Little familiarity
(e) No familiarity

19. "Civil servants in management positions should have rotational tours similar to officer tours."
(a) Strongly agree
(b) Agree
(c) No opinion
(d) Disagree
(e) Strongly disagree

20. "Civil servants should not hold high management positions in a mixed military-civilian organization."
(a) Strongly agree
(b) Agree
(c) No opinion
(d) Disagree
(e) Strongly disagree

21. How do you think officer rotation affects the overall operation of of mixed organizations?
(a) Helps greatly
(b) Helps more than hurts
(c) Does not affect at all
(d) Hurts more than helps
(e) Hurts greatly

22. Do you think civil servants wait out the transfer of an officer to avoid doing something with which they disagree?
(a) Very often
(b) Often
(c) Sometimes but not a common practice
(d) Seldom
(e) Very seldom

23. "Civil servants in positions comparable to mine usually have personal goals very similar to my goals."
(a) Strongly agree
(b) Agree
(c) No opinion
(d) Disagree
(e) Strongly disagree

24. "Civil servants in positions comparable to mine usually have professional goals very similar to my goals."
(a) Strongly agree
(b) Agree
(c) No opinion
(d) Disagree
(e) Strongly disagree

25. "Most civil servants do not want to develop friendships with officers."
(a) Strongly agree
(b) Agree
(c) No opinion
(d) Disagree
(e) Strongly disagree

26. "Most civil servants are willing to work the number of hours needed to do a good job even if it requires more than 40 hours per week."
(a) Strongly agree
(b) Agree
(c) No opinion
(d) Disagree
(e) Strongly disagree

27. How difficult would it be to dismiss a civil servant who has previously completed the probationary period but whom you judge to be incompetent?
(a) Very easy
(b) Relatively easy
(c) Relatively difficult
(d) Very difficult
(e) Impossible

28. Please provide the following biographical data:

Present rank: _____

Officer designator code: _____ (example: 1310, 1510, etc.)

APPENDIX B

Please fill out the attached questionaire and briefly answer the following questions for me:

1. How long did it take? _____ minutes.
2. Were the instructions clear? If not, suggestions?

3. Were there questions you did not understand? Which and why?

4. Were there questions you did not like? Which and why?

5. Any suggestions for improvement?

Thank you,

APPENDIX C

QUESTIONNAIRE

Your Attitudes Toward Civil Service Managerial and Technical Employees

Instructions:
1. Please answer all questions.
2. Indicate only one answer to each question.
3. Choose the answer which most nearly expresses your own attitude.
4. Relate your attitude to managerial and technical civil service personnel only--not secretarial or clerical employees.
5. Use space provided for comments only if you desire.

1. How many years have you directly supervised civilian managerial and technical employees?

   _____years

2. How many years have you been under the direct supervision of a civilian manager?

   _____years

3. How would you generally rate the competence of civilian managers and technical employees?
   (a) Highly competent
   (b) Competent
   (c) Average
   (d) Below average
   (e) Incompetent
   Comments:_____
   _____

4. Which contributed most to your general attitude?
   (a) Regular personal interaction with civilians (daily work environment).
   (b) Occasional personal interaction with civilians.
   (c) Observation of civilians.
   (d) Discussions with other officers.
   (e) Other factors such as self-study and the news media.
   Comments:_____
   _____

5. In general, how would you describe the attitude of civilians toward military officers in a mixed military-civilian organization?
   (a) Most civilians appreciate officers.
   (b) More civilians appreciate than resent officers.
   (c) Some appreciate, some resent--no general pattern.
   (d) More civilians resent than appreciate officers.
   (e) Most civilians resent officers.
   Comments:_____
   _____

6. Which answer most closely describes your attitude?
"I work very well with civilians."
(a) Strongly agree
(b) Agree
(c) No opinion (or not applicable)
(d) Disagree
(e) Strongly disagree
Comments:_____
_____

7. "The military commanding officer of a mixed military-civilian organization should have a civilian deputy rather than a military executive officer."
(a) Strongly agree
(b) Agree
(c) No opinion
(d) Disagree
(e) Strongly disagree
Comments:_____
_____

8. "Civilians in management positions should have rotational tours similar to officer tours."
(a) Strongly agree
(b) Agree
(c) No opinion
(d) Disagree
(e) Strongly disagree
Comments:_____
_____

9. "Civilians should hold the jobs immediately below the commanding officer and executive officer in a mixed military-civilian organization."
(a) Strongly agree
(b) Agree
(c) No opinion
(d) Disagree
(e) Strongly disagree
Comments:_____
_____

10. "Civilians usually lack self-motivation."
(a) Strongly agree
(b) Agree
(c) No opinion
(d) Disagree
(e) Strongly disagree
Comments:_____
_____

11. "Generally, civilians have enough education and training for the jobs they do."
    (a) Strongly agree
    (b) Agree
    (c) No opinion
    (d) Disagree
    (e) Strongly disagree
    Comments:_____

12. "Considering both pay and fringe benefits, military officers receive more than civilians for performing comparable jobs."
    (a) Strongly agree
    (b) Agree
    (c) No opinion
    (d) Disagree
    (e) Strongly disagree
    Comments:_____

13. "I generally have no desire to develop off-hours social relationships with the civilians with whom I work."
    (a) Strongly agree
    (b) Agree
    (c) No opinion
    (d) Disagree
    (e) Strongly disagree
    Comments:_____

14. "Generally, civilians do not want to develop friendships with officers."
    (a) Strongly agree
    (b) Agree
    (c) No opinion
    (d) Disagree
    (e) Strongly disagree
    Comments:_____

15. "Civilians in jobs comparable to mine usually have personal goals very similar to mine."
    (a) Strongly agree
    (b) Agree
    (c) No opinion
    (d) Disagree
    (e) Strongly disagree
    Comments:_____

16. "Civilians in jobs comparable to mine usually have professional goals very similar to mine."
    (a) Strongly agree
    (b) Agree
    (c) No opinion
    (d) Disagree
    (e) Strongly disagree
    Comments:_____
    _____

17. "Generally, the laws and regulations concerning civil service personnel are a hindrance to effective management."
    (a) Strongly agree
    (b) Agree
    (c) No opinion
    (d) Disagree
    (e) Strongly disagree
    Comments:_____
    _____

18. "Civilians generally perform well when working under stressful conditions (short deadlines, etc.)."
    (a) Strongly agree
    (b) Agree
    (c) No opinion
    (d) Disagree
    (e) Strongly disagree
    Comments:_____
    _____

19. "Most civilian managers and technical personnel are willing to work the number of hours needed to do a good job even if it requires more than 40 hours per week."
    (a) Strongly agree
    (b) Agree
    (c) No opinion
    (d) Disagree
    (e) Strongly disagree
    Comments:_____
    _____

20. "Younger military officers often have difficulty effectively supervising older civilian employees."
    (a) Strongly agree
    (b) Agree
    (c) No opinion
    (d) Disagree
    (e) Strongly disagree
    Comments:_____
    _____

21. "Generally, civilian managers and technical personnel will move to another city in order to accept a better job."
    (a) Strongly agree
    (b) Agree
    (c) No opinion
    (d) Disagree
    (e) Strongly disagree
    Comment: _____

22. How would you generally characterize the attitudes of civilian managers and technical employees toward their own jobs?
    (a) Most have a positive attitude.
    (b) More have a positive attitude than negative.
    (c) There is no apparent general attitude.
    (d) More have a negative attitude than positive.
    (e) Most have a negative attitude.
    Comments: _____

23. Which statement best describes your attitude concerning the pay civilians receive compared to the jobs they do?
    (a) Generally, civilians are underpaid.
    (b) Generally, civilians are paid commensurate with the jobs they do.
    (c) Generally, civilians are overpaid.
    (d) I do not know what most civilians are paid.
    (e) No opinion
    Comments: _____

24. How difficult would it be to dismiss a civilian who has previously completed the probationary period but whom you judge to be incompetent?
    (a) Very easy
    (b) Relatively easy
    (c) Relatively difficult
    (d) Very difficult
    (e) No opinion
    Comments: _____

25. Do you think civilians wait out the transfer of a commanding officer to avoid doing something with which they disagree?
    (a) Often
    (b) Sometimes
    (c) Seldom
    (d) No opinion
    Comments: _____

26. How do you think officer rotation affects the overall operation of mixed organizations?
    (a) Helps greatly
    (b) Helps more than hurts
    (c) Does not affect at all
    (d) Hurts more than helps
    (e) Hurts greatly
    Comments: _____

    _____

27. Please provide the following biographical data:

    Present rank: _____

    Officer designator code: _____ (example: 1310, 1510, etc.)

THANK YOU!

APPENDIX D

MEMORANDUM

From: Dr. J. W. Creighton, Professor
Administrative Sciences Department

To:

Subject: Research Assistance, request for

Encl: U.S. Naval Officer Questionaire

One of your fellow NPS students is conducting thesis research on the attitudes of U.S. Naval officers toward Navy civilian employees. The attached questionaire is an important part of that research.

The accuracy and validity of the research is dependent on your cooperation in completing and returning the questionaire. It is also dependent on your unbiased answers. Therefore, explanatory information concerning the research is not included in the Memorandum.

Completion of the entire questionaire will require only a few minutes of your time and will be greatly appreciated.

When you have completed the questionaire, fold it in half so the return address is visible and place it in the box on the shelf in the SMC. It may also be placed in any guard mail box. If you desire to remain anonymous, remove this memorandum prior to returning the questionaire. If you do not desire to participate, please place the blank questionaire in the box in the SMC rather than discarding it.

Thank you for your time and assistance.

J. W. Creighton

APPENDIX E

Narrative Descriptions of Officer Designator Codes

Officer Designator Code	Officer Description
1100	Unrestricted Line (UL) Officer
1110, 1160	UL Officer--Surface Warfare
1120	UL Officer--Submarine Warfare
1130	UL Officer--Special Warfare
1310, 1315, 1317	UL Officer--Pilot
1320	UL Officer--Naval Flight Officer
1410, 1460	Engineering Duty Officer (Ship)
1510	Aeronautical Engineering Duty Officer (Aeronautical Engineering)
1520	Aeronautical Engineering Duty Officer (Aviation Maintenance)
1610	Special Duty Officer (Cryptology)
1630	Special Duty Officer (Intelligence)
1800, 1805	Special Duty Officer (Geophysics)
2300	Medical Service Corps Officer
3100, 3107	Supply Corps Officer
5100	Civil Engineer Corps Officer

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