

AD A072373

(P)

AD A072373

D D C
APPROVED
AUG 8 1979
ASST/LS
C

RPRDC TR 79-27

LEVEL

JULY 1979

THE NATURE OF THE NAVY CIVILIAN EXECUTIVE
JOB: BEHAVIOR AND DEVELOPMENT

APPROVED FOR PUBLIC RELEASE;
DISTRIBUTION UNLIMITED

AD A072373

14

NPRDC-TR-79-27

11

July 1979

6

**THE NATURE OF THE NAVY CIVILIAN EXECUTIVE JOB:
BEHAVIOR AND DEVELOPMENT**

10

Alan W. Lau,
Laurie A. Broedling,
Stephanie K. Walters,
Arthur Newman,
Paula M. Harvey

12 136p.

Final Rept.

Reviewed by
Robert Penn

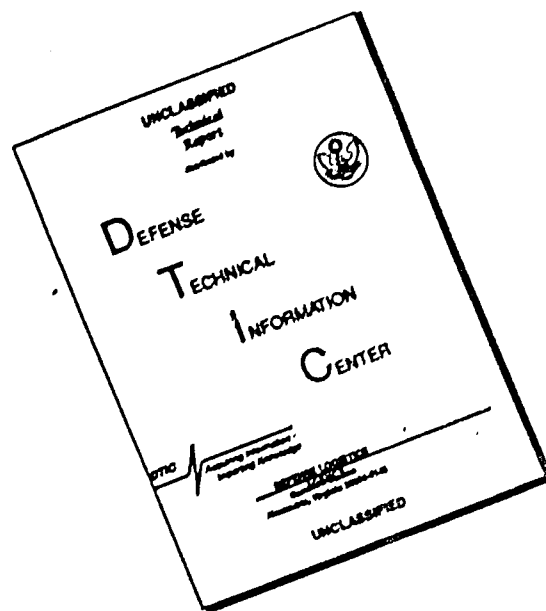
Approved by
James J. Regan
Technical Director

Navy Personnel Research and Development Center
San Diego, California 92152

✓ 390 772

79 08 7 009 ✓B

DISCLAIMER NOTICE



THIS DOCUMENT IS BEST QUALITY AVAILABLE. THE COPY FURNISHED TO DTIC CONTAINED A SIGNIFICANT NUMBER OF PAGES WHICH DO NOT REPRODUCE LEGIBLY.

**BLANK PAGES
IN THIS
DOCUMENT
WERE NOT
FILMED**

UNCLASSIFIED

SECURITY CLASSIFICATION OF THIS PAGE (When Data Entered)

REPORT DOCUMENTATION PAGE		READ INSTRUCTIONS BEFORE COMPLETING FORM
1. REPORT NUMBER NPRDC TR 79-27	2. GOVT ACCESSION NO.	3. RECIPIENT'S CATALOG NUMBER
4. TITLE (and Subtitle) THE NATURE OF THE NAVY CIVILIAN EXECUTIVE JOB: BEHAVIOR AND DEVELOPMENT		5. TYPE OF REPORT & PERIOD COVERED Final
		6. PERFORMING ORG. REPORT NUMBER
7. AUTHOR(s) Alan W. Lau Arthur Newman Laurie A. Broedling Paula M. Harvey Stephanie K. Walters		8. CONTRACT OR GRANT NUMBER(s)
9. PERFORMING ORGANIZATION NAME AND ADDRESS Navy Personnel Research and Development Center San Diego, California 92152		10. PROGRAM ELEMENT, PROJECT, TASK AREA & WORK UNIT NUMBERS 980000 N6722179 WE 90043
11. CONTROLLING OFFICE NAME AND ADDRESS Navy Personnel Research and Development Center San Diego, California 92152		12. REPORT DATE July 1979
		13. NUMBER OF PAGES 133
14. MONITORING AGENCY NAME & ADDRESS (if different from Controlling Office)		15. SECURITY CLASS. (of this report) UNCLASSIFIED
		15a. DECLASSIFICATION/DOWNGRADING SCHEDULE
16. DISTRIBUTION STATEMENT (of this Report) Approved for public release; distribution unlimited.		
17. DISTRIBUTION STATEMENT (of the abstract entered in Block 20, if different from Report)		
18. SUPPLEMENTARY NOTES		
19. KEY WORDS (Continue on reverse side if necessary and identify by block number) Navy Civilian Executives, Senior Executive Service, Executive Selection and Performance Appraisal, Training and Development, Organizational Effec- tiveness, Job Content and Characteristics, CSC Executive Inventory Record		
20. ABSTRACT (Continue on reverse side if necessary and identify by block number) The Navy lacks information needed to develop selection, training, and perfor- mance appraisal systems for its civilian executives (GS-16, 17, 18, or equivalent Public Law positions). This study investigated the skills, activities, and training needs of 370 Navy civilian executives. Interviews, work activity diaries, observations, and ques- tionnaires were used to gather data. Results indicate that (1) policies for the management of civilian executives must consider the complexity, centralized author- ity, and military/civilian job-sharing of the Navy/DoD system; and (2) systems for		

DD FORM 1473

1 JAN 73

EDITION OF 1 NOV 65 IS OBSOLETE

UNCLASSIFIED

SECURITY CLASSIFICATION OF THIS PAGE (When Data Entered)

UNCLASSIFIED

SECURITY CLASSIFICATION OF THIS PAGE(When Data Entered)

executive selection, training, and performance evaluation can be based on a common core of skills, activities, and training needs for those in executive jobs. An integrated list of these characteristics and specific recommendations for its use are provided.

UNCLASSIFIED

SECURITY CLASSIFICATION OF THIS PAGE(When Data Entered)

FOREWORD

The objective of this study, which was conducted as a reimbursable effort for the Navy's Office of Civilian Personnel (OCP), was to generate information for use by personnel at different levels within the Navy, including those who make policy on the selection, development, and appraisal of civilian executives; implement such policy; and design and run executive training and development programs. This information is particularly timely, since it can be used in the implementation of the Senior Executive Service portion of the Civil Service Reform Act of 1978.

The conclusions herein are based on the judgments of the personnel and organizational psychologists who conducted the study and the perceptions of the civilian and military executives who participated; and the recommendations, on the assumption that some of the skills, knowledge, and abilities perceived as needed for executive effectiveness can be acquired through training and development.

An Executive Summary (NPRDC SR 79-10) distributed in January 1979 provided a synopsis of study findings to all Navy civilian executives. A copy of the summary may be obtained from this Center (Code P307).

Appreciation is expressed to the many people who took the time to provide information for this study. Particular appreciation is extended to Mr. Raymond Harrison, Mrs. Alice Donohue, Mr. William Paz, and Mr. Ellis Berne of OCP; Dr. James Probus, Director of Navy Laboratories; Dr. Roger Kaufman of the Florida State University; and Mr. Bruce Kunkel of San Diego State University.

DONALD F. PARKER
Commanding Officer

Accession For	
NTIS GRA&I <input checked="" type="checkbox"/>	
DDC TAB	
Unannounced	
Justification _____	
By _____	
Distribution/ _____	
Availability Codes	
Dist	Avail and/or special
A	

SUMMARY

Problem

The Navy has little information about the nature of civilian executive jobs (GS-16, 17, 18 or equivalent Public Law positions) on which to base development, selection, or performance appraisal systems. In general, existing systems, in both the public and the private sector, are based on assumptions or speculations about the nature of executive jobs, rather than on systematic and quantitative information. The need for this type of information is now more critical than ever due to the passage of the Civil Service Reform Act in 1978, which strongly emphasizes executive development.

Purpose

The major purposes of this research were: (1) to study the nature of the Navy civilian executive job in the shore establishment, (2) to identify the training and development needs of current and future executives, and (3) to identify the skills, knowledge, and abilities needed by executives to function successfully in the naval shore establishment. A number of other individual and organizational issues (e.g., performance appraisal, the military-civilian executive interface, and R&D management) were also examined.

Approach

Study participants were: (1) Navy career civilian executives (N = 370), (2) military executives in the shore establishment who supervise or are in some way responsible for career civilian executives (N = 98), and (3) noncareer civilian executives (N = 5). All information was collected between July 1977 and March 1978.

Data were collected through: (1) semistructured interviews with a cross-section of 57 civilian executives, 17 military executives, and 5 noncareer civilian executives, (2) observation of 4 civilian executives over a 2-day period, (3) work activity diaries completed by 19 civilian executives over a 2-week period, (4) an analysis of background data obtained from the Executive Inventory Record maintained by the Civil Service Commission, and (5) structured questionnaires mailed to all Navy career civilian executives and their military superiors.

Results

1. Over 98 percent of the executives are in the shore establishment; less than 2 percent are in operational units. Seventy-six percent work in organizations dealing in the physical sciences and engineering.
2. Executives are almost all Caucasian males. They have an average age of 52 years, and an average of 24 years of federal service. Sixty-six percent have their highest degree in engineering or the physical sciences, and 18 percent have either obtained or are pursuing a business or management degree.
3. Forty percent of the respondents to the civilian questionnaires indicated that they planned to leave the federal civil service within the next 5 years (i.e., by March 1983). This projected wave of retirements may negatively affect the maintenance of the corporate memory (i.e., that body of executive knowledge that is not written down).

4. Sixty percent of the civilian executives report that they share job responsibilities with military executives and/or civilian counterparts.

5. Very few civilian executives could be characterized as bench scientists and engineers doing "hands-on" technical work. The large majority serve as managers or administrators within their technical or functional specialty.

6. A factor analysis of 50 specific work activities identified four major roles associated with the civilian executive job: (a) supervision, (b) information gathering and dissemination, (c) technical problem solving, and (d) executive decision making and resource allocation. Although most of the executives sampled perform similar tasks, R&D managers spend relatively more time than others in information gathering and dissemination, and technical problem solving.

7. Almost 90 percent of civilian executives report that there is a moderate or great deal of pressure on them to produce. Many problems are dealt with on a day-to-day basis, and executives perceive themselves as having little control over their own time.

8. Interview results indicated that civilian executive behavior is strongly affected by four major characteristics of the job environment: (a) complexity, (b) increasing centralization of decision making and proliferation of controls, (c) personnel shortages and the rigidity of the civilian personnel administration process, and (d) the military-civilian relationship.

9. While, in most instances, individual relationships between civilian and military executives were seen as good, questionnaire responses revealed a number of discrepancies between the attitudes of civilian and military executives toward each other and their relationship.

10. Both military and civilian executives concurred that quality and relevance of outputs to the consumer were the most significant indicators of unit effectiveness. Fleet, consumer/sponsor, and OPNAV groups were rated as the most important external groups in terms of judging unit effectiveness.

11. A factor analysis of 30 personal characteristics identified six major factors required of effective executives: (a) interpersonal skills, (b) administrative ability, (c) risk-taking ability, (d) awareness of power, (e) technical skills, and (f) managerial ability. Interpersonal skills and administrative ability were rated as contributing most to effective performance.

12. A low level of training participation was found, primarily because of the pressure to produce and inability to take time away from the regular job.

13. Civilian executives perceive the following training needs: (a) management training, (b) skills training such as financial management and program planning, (c) systems training on government and DoD practices, and (d) survey courses of current technical developments.

14. Civilian executives varied greatly in their opinions about the extent of their own training needs. Some thought they needed none; and others, a great deal. An analysis of responses showed that their interest in training and development was related to their retirement plans and career field (e.g., executives in R&D career fields reported a higher need for systems training and for technical updates).

15. Five major categories of required skills, knowledge, and abilities were derived by logically grouping sets of selected personal characteristics, job activities, and training/development topics: (a) administrative/managerial abilities, (b) interpersonal/leadership skills, (c) technical skills, (d) environmental/informational skills, and (e) miscellaneous personal skills, knowledge, and abilities.

Conclusions

1. To describe and understand executive behavior, researchers must understand the functioning of the entire Navy shore establishment in terms of its complexity, centralized decision making, and job-sharing characteristics. When questioned about the job environment and training needs, executives cited numerous demands on their time and expertise that arise from the structure of the Navy/DoD system. For example, civilian executives working in R&D management felt that they were hindered by increasing centralization of authority, while both civilian and military executives thought they needed training in working effectively within a mixed civilian-military agency and in understanding Civil Service rules and regulations. Thus, policies for the management of civilian executives must take into account the characteristics of the total system.

2. Executive selection, development, and appraisal systems can be designed around a common core of skills, knowledge, and abilities required by those in executive jobs. In the past, selection, development, and appraisal have frequently been conducted independently of one another, with differing sets of criteria being employed. One of the major products of this study is a list of the skills, knowledge, and abilities that can be used as criteria for all three processes (see 15 above).

Recommendations

1. The executive selection process should be accelerated and/or initiated earlier to avoid the problem caused by vacant executive positions.

2. Technical qualifications should be treated as necessary but not sufficient selection criteria. Most tasks at the executive level are managerial and administrative, rather than technical.

3. A distinction should be drawn between present and potential job performance. Before selection is made, the candidates' potential for demonstrating those skills required in the higher level job but not in their current job should be assessed.

4. Executive training and development programs should be based on identified training needs of the executive job. Although executives spend most of their time in management, leadership, or administrative activities, relatively few have had formal training in these areas.

5. The level of participation in training and development should be increased by providing prospective trainees with adequate training resources and incentives, and with information on training programs and how participation in those programs is related to improved effectiveness.

6. Civilian professionals should be made aware of executive job demands to enable them to make more informed decisions with respect to their own training and career development.

7. The civilian-military relationship should be improved by designing training and development programs to prepare the military executive for initial shore establishment assignment, by joint training of civilian and military executives, and by providing training to military personnel in the sharing, where appropriate, of such functions as civilian personnel management, public relations, budget planning, and labor relations.

8. Potential future executives should be provided with more and broader developmental experiences (e.g., by encouraging them early in their careers to increase the variety of their assignments and job experiences).

9. Mid-level employees should be encouraged to develop managerial skills in areas identified as important for successful performance at the higher GS levels. In addition, they should be directly exposed to the informal structure and processes of the larger organizational system.

10. An executive performance appraisal system should be developed based on objective, job-related behaviors and activities rather than on personality traits or broad performance categories. Appraisal should recognize activities and skills that are common to all executive jobs, as well as those that vary by organizational location and career field.

11. Since many executive jobs involve a service or product that is either process-oriented or takes a long time before it reaches the fleet, it may be necessary to develop more effective multiple feedback channels from the fleet and from different sponsors.

12. Since the complex environmental context of the executive job and the military-civilian relationship have a strong effect on executive functioning, they should be considered in performance appraisal systems.

13. The fact that there is so much job sharing and job variety at the executive levels suggests that the one-person/one-job position description approach to management and classification may be inappropriate. Under the provisions of the SES, an opportunity exists to modify this traditional approach.

14. Because the projected wave of retirements by 1983 may pose a serious threat to the corporate memory, it is necessary to determine ways to maintain that memory and to develop those likely to replace present executives.

15. The present allocation of executive positions should be reviewed to determine whether sufficient advantage is being taken of the continuity and corporate memory that civilian executives can provide.

16. The whole pattern of executive assignment should be evaluated in light of the SES, which is designed to enhance executive mobility by affording opportunities for broader experiences and assignments. In an organization like DoD, where there is already a great deal of mobility on the part of military executives, the application of SES could cause problems.

CONTENTS

	Page
INTRODUCTION	1
Problem	1
Purpose	1
Background	1
Focus of Management Studies.	1
Research Methodology	2
APPROACH	5
Subjects	5
Data Collection Methods	5
Interviews	5
Work Activity Diaries	5
Observations	8
Questionnaires	8
CSC Executive Inventory Record	8
FINDINGS	11
Characteristics and Background of Navy Civilian Executives	11
Organizational Distribution.	11
Demographic Characteristics and Personal Achievements.	11
Career History	13
Retirement Plans	13
Description of the Executive Job	14
Structural Characteristics	14
Job Content	15
Executive Job Characteristics	22
The Executive Job Environment	25
Research and Development Issues	28
Civil Service Rules and Regulations	29
The Civilian-Military Executive Interface	31
Executive Attitudes Toward the Job and Organization	35
Executive Job Satisfaction and Work Motivation.	35
Attitudes Toward Executive Power	35
Command Characteristics	39
Performance Appraisal	39
Organizational Effectiveness	39
Personal Characteristics Required of Effective Executives	44
Ratings of Desirable Attributes of Navy Executives	49
Training and Development Needs and Experiences	49
Training and Development Experiences.	52
Executive Training and Development Needs.	54
Job Rotation as a Developmental Strategy	56
Attitudes Toward Training and Development Issues	59
Executive Selection	59
Skill, Knowledge, and Ability Requirements of the Executive Job: An Integration	61

	Page
CONCLUSIONS	65
RECOMMENDATIONS	67
Selection	67
Training and Development	67
Performance Appraisal	68
Executive's Job Environment	69
Future Research	69
REFERENCES	71
APPENDIX--QUESTIONNAIRES USED IN STUDY	A-0
DISTRIBUTION LIST	

LIST OF TABLES

	Page
1. Summary of Executive Roles	7
2. Content of Study Questionnaires	9
3. Ranked Order of Job Activities Performed by Executives.	16
4. Factor Analysis of Executive Job Content	20
5. Ratings of Extent to Which Various Activities are Characteristic of Navy Civilian Executives' Units	23
6. Civilian Executives' Perceptions of Role Conflict and Ambiguity	24
7. Extent to Which Civilian Executives Rely on Various Sources of Information	25
8. Outside Forces Which Influence Civilian Executives	27
9. Civilian Executives' Opinions About Trends in Navy R&D Management.	28
10. Civilian Executives' Opinions About R&D Issues	29
11. Perceptions of Knowledge of Civil Service System.	30
12. Perceptions of Military-civilian Relationships.	33
13. Perceptions of Impact of Integration of Civilian and Military Manpower Planning	34
14. Ratings of Executive Job Satisfaction	36
15. Factor Analysis of Job Satisfaction Items	37
16. Civilian Executives' Attitudes Toward Power	38
17. Job and Personal Characteristics Contributing to Civilian Executive Power	40
18. Average Allocation Across 100 Percent of Different Forms of Power Used by Civilian Executives	41
19. Decision-making Power of Civilian Executives	42
20. Descriptions of Command Climate	43

	Page
21. Importance of External Groups in Terms of Judging Unit Effectiveness	45
22. Importance of Indicators of Unit Effectiveness	46
23. Attitudes of Civilian Executives Toward Effectiveness Issues	47
24. Civilian Executives' Perceptions of the Importance of Personal Characteristics Required in Their Jobs	48
25. Results of Factor Analysis of Required Personal Characteristics	50
26. Ratings of Effectiveness of Navy Civilian Executive Population	51
27. Management/Executive Training Programs Attended by Civilian Executives	52
28. Subjects Ranked in Order of Importance for Prospective Navy Civilian Executives.	57
29. Mean Usefulness Ratings for Management Techniques	58
30. Military and Civilian Executives' Attitudes Toward Training and Development	60
31. Skills, Knowledge, and Abilities Required by Navy Civilian Executive Jobs	62

INTRODUCTION

Problem

Little information is available as to the nature of Navy civilian executive jobs (GS-16, 17, 18, or equivalent Public Law positions) and the people who fill them. Such information is needed, not only to form the basis for training programs for both present and future executives, but also for use in decisions about executive selection, appraisal, and management. The need for this information is now more critical than ever because of the Senior Executive Service (SES) portion of the recently passed Civil Service Reform Act, which mandates executive development and requires that each agency design performance appraisal and selection systems for its executives.

Purpose

The purposes of this research were (1) to study the nature of the Navy civilian executive job, (2) to identify the training and development needs of current and future executives, and (3) to identify skills, knowledge, and abilities needed by executives to function successfully in the naval shore establishment. A number of other individual and organizational issues (e.g., performance appraisal, the military-civilian executive interface, and R&D management) were also examined. This study did not attempt to evaluate experimentally how effectively executives do their jobs, or the effectiveness of existing training and development programs.

Background

Focus of Management Studies

Although there is a large body of literature on what constitutes management and how to select and develop effective managers and executives, little of it can be applied to the current problem. First, most management studies have addressed the private sector; relatively little attention has been paid to public sector management requirements. This may explain why much of the management training used in the public sector has been borrowed from the private sector.

Second, the typical management study either has pertained to middle or first-level supervisors, or has treated management as a function that is the same across all hierarchical levels, tasks, or technologies. It may be that currently available management principles work only for lower level managers, and are not particularly relevant to tasks performed by high-level executives. Campbell, Dunnette, Lawler, and Weick (1970) suggest that managerial jobs differ substantially in content due to individual dispositions, situational variables, and the organizational context. Katzell, Barrett, Vann, and Hogan (1968), in studying the relationship between public sector managerial roles and various features of the organizational setting, found that roles varied with differences in organizational characteristics (e.g., mission, organizational level, job family, and span of control). Based upon a literature search, Clement and Ayres (1976) specified discrete tasks and behaviors relevant to leadership dimensions (e.g., human relations, management science, decision making) as a function of organizational level. They found that required skills and the importance of different duties varied by managerial level, and suggested that this information could be used to develop the curricula of U.S. Army leadership training programs.

Third, many management studies have been based on armchair speculation regarding what executives do or should do rather than on actual behavior or self-reports of job activities. The classical description of management introduced by Fayol in 1916 (1950)--that managers organize, coordinate, plan, and control--continues to dominate the management literature despite the fact that it was never data-based and has never been empirically validated. Management literature to date has told us a lot about what managers "ought" to do, but very little about what they really do (Campbell et al., 1970).

Fourth, most of the research that has been performed has dealt with only one aspect of management; namely, leadership, which involves the motivation and guidance of one's subordinates and organizational unit. Although leadership does represent a major managerial function, it is by no means the only one. Other critical management roles include decision making, technical problem solving, and resource allocation.

Leadership models and their historical trends have been described by Gibb (1969) and Stogdill (1974). Leadership theories initially focused on traits that characterized the "leader." This approach proved disappointing, however, because it did not contribute toward effective selection and placement of individuals for leadership positions. A second approach, which attempted to explain leadership in terms of behavioral styles or orientations specific to the leader role (e.g., "consideration" and "initiating structure") also proved disappointing, largely because managerial style did not correlate with organizational performance. A current approach to leadership considers situational variables, and posits that the appropriate managerial style depends on the situation. This contingency approach to leadership considers leader personality, expectations and attitudes of subordinates, and the nature of the task itself. Despite these efforts, none of the above approaches has produced an integrated understanding of leadership.

Fifth, management and leadership theories traditionally have been short-range and atomistic, focusing on leader-group rather than leader-group-system relationships (McCall & Lombardo, 1978), thus slighting the importance of the organizational environment.

Finally, Campbell et al. (1970) questioned the assumptions underlying many managerial training programs, which traditionally have focused on interpersonal skills, leadership styles, small group dynamics, and employee motivation. They noted the lack of empirical evidence that such training is related to improved managerial performance.

Research Methodology

A number of approaches have been used to discover and describe the components of the managerial job. Most studies have relied upon a single methodology, rather than a multimethod approach.

Hemphill (1959) analyzed responses to self-description questionnaires completed by managers in an attempt to identify the characteristics of, and the similarities and differences among, high-level management positions. He found that high-level managers tended to rank highest on items related to human affairs, planning, and use of power; and that lower level managers were more concerned with work supervision and technical/production problems. Tornow and Pinto (1976) developed a behaviorally based management job taxonomy patterned after Hemphill's questionnaire. They identified 13 independent job factors that paralleled Hemphill's job content factors, including such factors as approval of financial commitments and coordination of other organizational units and personnel.

Other researchers--Burns (1957), Horne and Lupton (1965), and Stewart (1967, 1976)--used a work diary method to collect data on the work behaviors of managers. In this method, managers keep track of their time using precoded activity diaries. It was found that managers spend much time in informal "face-to-face" communication, and that the considerable number of disruptions in their job leaves them with little time to reflect and plan.

One particularly interesting and important study of managerial activities was conducted by Mintzberg (1973, 1975). After analyzing extensive records of types of mail received by executives and observing five executives at work, Mintzberg identified ten basic managerial roles within three areas that are common across executive jobs:

1. Interpersonal--Figurehead, liaison, leader.
2. Informational--Monitor, disseminator, spokesman.
3. Decisional--Entrepreneur, disturbance handler, resource allocator, negotiator.

Mintzberg (1973) concluded that job pressures "drive the manager to be superficial in his actions--to overload himself with work, encourage interruption, respond quickly to every stimulus, seek the tangible and avoid the abstract, make decisions in small increments, and do everything abruptly" (p. 60). McCall, Morrison, and Hannan (1978), in a review and summary of observational and work diary studies of managerial work, also concluded that the work of managers consisted of numerous brief episodes in which the important and unimportant were capriciously interspersed. Much of the managerial job involved giving and receiving information, mostly through oral communication.

Findings from a number of recent studies--Harrison (1978), Morse and Wagner (1978), Ley (1978), and Whitney (1978)--support the general validity of Mintzberg's roles and indicate that the relative amount of time spent in these roles is related to managerial performance and organizational effectiveness criteria. For example, Harrison reported strong correlations between time spent in the leader and monitor roles and effectiveness criteria.

Stanley (1964) conducted a study that focused specifically on the job content of public sector executives. He used interviews, questionnaires, personal and career data, and group meetings to study the politics, procedures, and institutional concepts affecting high-level federal employees. He found that, although these persons were generally satisfied with their careers and had a high opinion of the effectiveness of their agency, they were dissatisfied with "red tape"--administrative delay and inflexibility. Bayton and Chapman (1972) described and analyzed the problem of the transition from technical to managerial responsibilities for federal scientists and engineers, and concluded that most training and development did not meet the needs of those in transition. This is unfortunate, particularly because many executive level federal employees do not have a management degree. Leshko and Vosseteig (1975) reported that 65 percent of them have physical sciences backgrounds; less than one-sixth have been trained in any of the business or management fields.

Ellison, Abe, and Fox (1978) studied engineers at the GS-11 through GS-16 level at the U.S. Army Corps of Engineers, and found strong relationships between GS level and the rated importance of job activities. Higher level managers spent more time in activities related to personnel training and motivation, and reported that these activities were of much greater importance than did lower level managers. Also, they found that employees spent less time using technical skills as they were promoted up the managerial ladder.

APPROACH

Subjects

Study participants included (1) Navy career civilian executives in GS-16, 17, or 18 or equivalent Public Law positions (N = 370), (2) military executives who were the superiors of civilian executives (N = 98), (3) noncareer civilian executives in the Navy's Secretariat (N = 5), and (4) personnel administration officials in the Navy's Office of Civilian Personnel (OCP) and Civil Service Commission (CSC). The last three groups were included to obtain their opinions about the responsibilities and training needs of Navy career civilian executives.

Data Collection Methods

A multimethod approach was used in this study. Data were collected between July 1977 and March 1978 through a sequence of interviews, observations, work activity diaries, structured questionnaires, and an analysis of the CSC Executive Inventory Records of Navy civilian executives. Interviews were conducted first to obtain information needed to design the questionnaires.

Interviews

Semistructured interviews were conducted with a cross-section of 57 career civilian executives, 17 military executives, and 5 noncareer civilian executives. Interviews with the career civilian executives averaged 1-1/4 hours; and those with military and noncareer civilian executives, 3/4 hour. Two interview forms were constructed, one for the civilians and one for the military. Major topics, which were based on a review of the pertinent literature, included civilian executive job duties, training experiences and needs, selection, job environment, appraisal, and the civilian-military executive interface. These forms, which were pretested and revised accordingly, were used as a general guide only; all questions were not asked of all individuals. The interviews were not rigidly structured because all topics could not be covered within the allotted time and because the interviewers wished to allow the executives to focus on the topics they considered most important.

Interviews with personnel officials in OCP and CSC were also conducted to gain information on policies and regulations that govern the management, training, selection, and appraisal of Navy civilian executives.

Work Activity Diaries

Nineteen civilian executives (a cross section) were asked to describe their activities over a 2-week period, using the Executive Work Diary Form shown in Figure 1. A work sampling technique was used so that executives recorded activities performed on alternate 4-hour morning or afternoon time blocks. For each activity (e.g., phone call, meeting, conversation), the executive was asked to write a brief narrative description, to record the amount of time taken, and to indicate the type of activity conducted, where it had taken place, its purpose, the type of contact involved, and the affiliation of that contact. As shown in Figure 1, "Purpose" was categorized in terms of the ten executive roles developed by Mintzberg (1973). An 11th role, that of "technical expert," was added based on information obtained from the interviews. The definitions of these roles, as provided to executives, are shown in Table 1.

PRECEDING PAGE BLANK



EXECUTIVE WORK DIARY

DATE _____
TIME COVERED _____

CODE NO _____

DESCRIPTION OF ACTIVITY 1 _____
2 _____
3 _____
4 _____

TYPE OF ACTIVITY				
	1	2	3	4
Telephone	---	---	---	---
Desk Work (e.g. Reading Correspondence)	---	---	---	---
Touring - Formal Observation of Personnel & Work Activity	---	---	---	---
Scheduled Meeting (e.g. EEO, Research Advisory Committee)	---	---	---	---
Unscheduled Meetings (e.g. meetings, informally arranged when someone drops in, "fire drills")	---	---	---	---
Other 1 _____				
2 _____				
3 _____				
4 _____				

CONTACT—TYPE				
	1	2	3	4
Military	---	---	---	---
Civilian	---	---	---	---

CONTACT—AFFILIATION				
INSIDE THE ORGANIZATION				
	1	2	3	4
Subordinate	---	---	---	---
Peer	---	---	---	---
Supervisor	---	---	---	---
Other 1 _____				
2 _____				
3 _____				
4 _____				

OUTSIDE THE ORGANIZATION				
Navy				
	1	2	3	4
SECNAV/ASN	---	---	---	---
OPNAV	---	---	---	---
NAVMAT	---	---	---	---
SYSCOM	---	---	---	---
BuPERS	---	---	---	---
BuMED	---	---	---	---
Field Command	---	---	---	---
Fleet	---	---	---	---
Shore	---	---	---	---
DoD	---	---	---	---
Other U.S. Armed Forces	---	---	---	---
Federal Gov. non DoD	---	---	---	---
Contract/Vendor	---	---	---	---
Other 1 _____				
2 _____				
3 _____				
4 _____				

LOCATION AT TIME				
	1	2	3	4
Own Office	---	---	---	---
Other Office inside Organization	---	---	---	---
Conference Room	---	---	---	---
Other Navy Commands/ Governmental Agency	---	---	---	---
Other 1 _____				
2 _____				
3 _____				
4 _____				

PURPOSE OF ACTIVITY--See Enclosure (1)				
	1	2	3	4
Figurehead	---	---	---	---
Leader	---	---	---	---
Liaison	---	---	---	---
Monitor	---	---	---	---
Disseminator	---	---	---	---
Spokesman	---	---	---	---
Entrepreneur	---	---	---	---
Disturbance Handler	---	---	---	---
Resource Allocator	---	---	---	---
Negotiator	---	---	---	---
Technical Expert	---	---	---	---
Other 1 _____				
2 _____				
3 _____				
4 _____				

NOTES _____

Figure 1. Executive Work Diary form used to record civilian executive activities.

Table 1
Summary of Executive Roles

Role	Definition ^a	Identifiable Activities from Study of Chief Executives
Interpersonal		
Figurehead	Symbolic head; obligated to perform a number of routine duties of a legal or social nature.	Ceremony, status requests, solicitations.
Leader	Responsible for the motivation and activation of subordinates; responsible for staffing, training, and associated duties.	Virtually all managerial activities involving subordinates.
Liaison	Maintains self-developed network of outside contacts and informers who provide favors and information.	Acknowledgment of mail; external board work; other activities involving outsiders.
Informational		
Monitor	Seeks and receives wide variety of special information (much of it current) to develop thorough understanding of organization and environment; emerges as nerve center of internal and external information of the organization.	Handling all mail and contacts categorized as concerned primarily with receiving information (e.g., periodical news, observational tours).
Disseminator	Transmits information received from outsiders or from other subordinates to members of the organization; some information factual, some involving interpretation and integration of diverse value positions of organizational influencers.	Forwarding mail into organization for informational purposes, verbal contact involving information flow to subordinates (e.g., review sessions, instant communication flows).
Spokesman	Transmits information to outsiders on organization's plans, policies, actions, results, etc.; serves as expert on organization's industry.	Board meetings, handling mail, and contacts involving transmission of information to outsiders.
Decisional		
Entrepreneur	Searches organization and its environment for opportunities and initiates "improvement projects" to bring about change; supervises design of certain projects as well.	Strategy and review sessions involving initiation or design of improvement projects.
Disturbance Handler	Responsible for corrective action when organization faces important, unexpected disturbances.	Strategy and review sessions involving disturbances and crises.
Resource Allocator	Responsible for the allocation of organizational resources of all kinds—in effect, the making or approval of all significant organizational decisions.	Scheduling; requests for authorization; any activity involving budgeting and the programming of subordinates' work.
Negotiator	Responsible for representing the organization at major negotiations.	Negotiation.
Technical Expert	Providing expertise to projects. Serving as a consultant to internal or external projects.	Directing a project or subproject; solving project-centered problems.

^aDefinitions for all roles but "Technical Expert" based on *The Nature of Managerial Work* by Henry Mintzberg (New York: Harper & Row, 1973).

Observations

Four Navy civilian executives were observed doing their job over a 2-day period. Two of these executives were from laboratories; one was from a systems command; and one was from a headquarters organization. The observer used the Executive Work Diary Form to record every activity in which the executive engaged. The observer was as unobtrusive as possible, conversing with the executive only when information was needed about a given activity.

Questionnaires

Two types of questionnaires were developed, one for the Navy civilian executives; and the other, for their military supervisors. Questionnaire items were developed primarily from information gained in the interviews and from the management literature. The questionnaires were pretested and revised.

Because of the large number of items developed for civilian executives, two questionnaire forms were developed--Forms A and B--with items considered most important included in both forms. The population of 370 Navy civilian executives was divided into two equivalent groups based on size and type of organization where executives worked. One group was mailed Form A of the questionnaire; and the other group, Form B.

The military questionnaire, which was about half the length of the civilian questionnaires, included items on the utilization, training, selection, and appraisal of civilian executives, as well as on civilian-military relationships. It was mailed to all military executives who could be identified as supervisors of or in some way responsible for the management of civilian executives (N = 98).

Although all questionnaires were to be anonymous, respondents were asked to sign their name on an enclosed postcard and return it by separate mail. This system let researchers know who had completed the questionnaire and who had not. After 6 weeks, a follow-up reminder was sent to those who had not responded.

A total of 210 civilian questionnaires (106 Form A and 104 Form B) and 66 military questionnaires was completed and returned. Nine civilian executives, for several reasons, were not available. Thus, the return rate of the remaining sample of 361 civilian executives was 58 percent, compared to 67 percent of the military sample.

Civilian executives who returned the questionnaire were representative of the full population in terms of GS level, occupational series, and organizational affiliation. Therefore, there is no reason to suspect that they differed significantly from those who did not return it. Moreover, no statistically significant differences were found between the responses of executives to the common items included in Forms A and B.

The questionnaires used in the study are provided in the appendix; and a description of their content areas, in Table 2. Responses to questionnaire items are discussed in the next section. For reader convenience, items are keyed to indicate the questionnaire form and section in which they were included.

CSC Executive Inventory Record

The Civil Service Commission (CSC) maintains a computer file of background information (e.g., education, previous job assignments, training participation, and professional society participation) on all federal government executives. Records for 310 of the 370 Navy civilian executives were located in this file and the information was analyzed.

Table 2
Content of Study Questionnaires

Content Area	Civilian Questionnaire		Military Questionnaire
	Form A	Form B	
1. <u>Job Content</u> --Time spent on and importance of 50 work activities.	Part I Items 1-8	Part I Item 1	--
2. <u>Training and Development</u> --Training experiences; training needs.	Part II Items 1-28	Part II Items 1-18	Part I Items 1-6
3. <u>Personnel Issues</u> --Knowledge of CSC rules and regulations; executive selection, mobility.	Part III Items 1-21	--	Part II Items 1-7
4. <u>Military-civilian Relationships</u> --Perceptions toward executive counterparts.	Part IV Items 1-15	--	Part III Items 1-13
5. <u>Characteristics Required of Executives</u> --Importance of skills, knowledge, and abilities to effective job performance; importance of power.	Part V Items 1-51	--	Part IV Items 1-12
6. <u>Organizational Issues</u> --Hours worked; job stress.	Part VI Items 1-19	--	Part VI Items 1-4
7. <u>Background Information</u> --Job title; career field.	Part VII Items 1-15	Part IX Items 1-15	Part VII Items 1-7
8. <u>Job Characteristics</u> --Attitudes toward the executive job; role conflict and ambiguity.	--	Part III Items 1-11	Part V Items 1-2
9. <u>Command Climate</u> --Description of organization-wide characteristics.	--	Part IV Items 1-2	--
10. <u>Organizational Effectiveness (OE)</u> --Assessments of OE; OE criteria.	--	Part V Items 1-10	--
11. <u>Management Techniques</u> --Rated usefulness of various management techniques.	--	Part VI Items 1-3	--
12. <u>Job Satisfaction</u> --Ratings of 24 job-related satisfaction factors.	--	Part VII Items 1-24	--
13. <u>R&D Issues</u> --Attitudes toward increased centralization; R&D management.	--	Part VIII Items 1-2	--

FINDINGS

Interview results suggested that the executive job might differ across: (1) line vs. staff jobs; (2) science or engineering management vs. other types of management; (3) headquarters location vs. field location; (4) job title; and (5) type of supervisor. These five dimensions were used to compare the responses to all the multiple-choice questionnaire items. Few differences could be related to these dimensions.

Characteristics and Background of Navy Civilian Executives

The background and career history information presented below was derived from the CSC Executive Inventory Record, the civilian questionnaires (A-VII, B-IX), and the Navy's Office of Civilian Personnel (OCP).

Organizational Distribution

Figure 2 provides the organizational distribution of Navy civilian executives. As shown, only six (1.6%) are in the operational forces; the remainder are in the shore establishment. The Naval Material Command includes a total of 218 (59%), with other large groups assigned to the Office of Naval Research, the Naval Research Laboratory, the Office of the Chief of Naval Operations, and the Secretariat. Other statistics, which are not reflected in Figure 2, are as follows: (1) 83 percent are in the Washington, D.C. metropolitan area, (2) approximately 60 percent are in headquarter commands, and 40 percent, in field commands, and (3) 76 percent are in organizations dealing in the physical sciences or engineering.

With respect to career field, 65 percent are in a R&D field (science or engineering); 14 percent, in weapons system acquisition; 8 percent, in financial management; 6 percent, in personnel administration; and the remaining 7 percent, in intelligence, logistics, and other career fields.

Demographic Characteristics and Personal Achievements

The average executive is a male Caucasian 52 years of age who has worked for the federal government for 24 years, 21 of which were for the Navy. This person worked for the Navy for 12 years before being appointed to an executive position, and was 43 years old when first appointed. As to grade level, 41 percent hold a Public Law position; 50 percent, a GS-16; 8 percent, a GS-17; and 1 percent, a GS-18.

Navy civilian executives, as a whole, are well educated. Thirty-two percent of them hold a doctorate, compared to only 24 percent of the 8,500 federal executives who completed the Civil Service Commission (CSC) Executive Inventory in 1976. Another 28 percent have a master's degree or equivalent; and 36 percent, a bachelor's degree. Sixty-six percent earned their highest degree in the physical sciences or in engineering, but only 18 percent have either earned or are pursuing a degree in business or management.

Over 50 percent of Navy executives have received three or more agency awards recognizing meritorious service compared to only 26 percent of the federal executives who completed the Executive Inventory.

PRECEDING PAGE BLANK

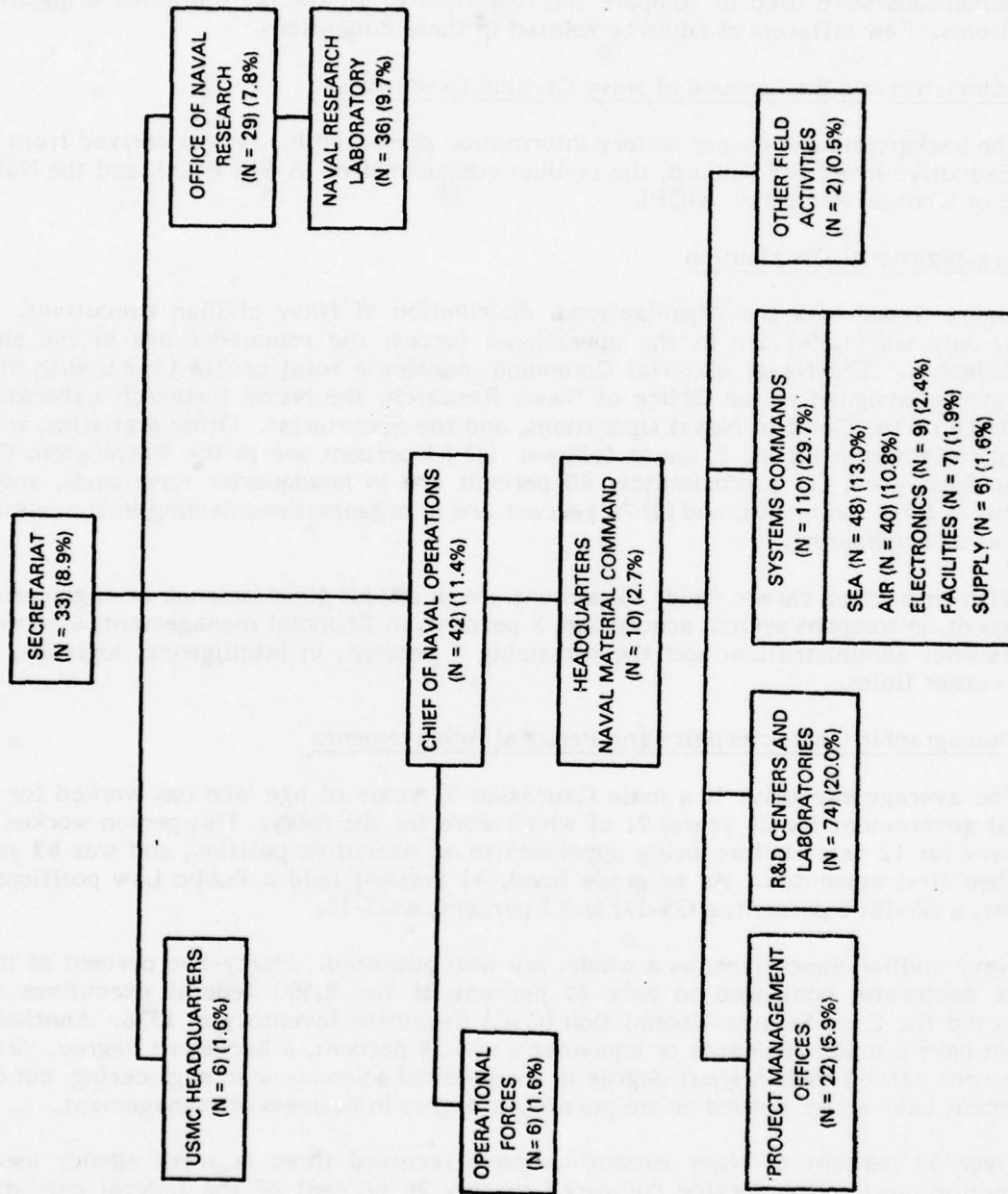


Figure 2. Organizational distribution of Navy civilian executives.

Navy executives are generally active professionally. Seventy-four percent are members of professional groups or societies, 39 percent have been elected or appointed to an office in a professional society, and 59 percent have been elected or appointed to an office in civic groups. With respect to professional accomplishments and recognition, 74 percent have published papers in their field, 24 percent hold a patent, 17 percent have edited books, 24 percent have published a book, and 11 percent have served as an editor of a professional journal.

Career History

Forty-three percent began their career in the federal government; 15 percent, in a college or university; and 34 percent, in business or industry. Fourteen percent entered federal service at the executive level; 45 percent, at the GS-1 through 8 level; 31 percent, at the GS-9 through 12 level; and 10 percent at the GS-13 to GS-15 level.

Seventy-seven percent of the executives have been employed only in the Navy since achieving the GS-13 level; 16 percent, in one agency in addition to the Navy, and 7 percent, in two or more other agencies. Sixty-seven percent have been employed in the Navy during their entire federal service career; 22 percent, in one other agency; and 11 percent, in two or more other agencies. Sixty-two percent received their first executive appointment in the Navy in the same bureau where they are now employed; and 13 percent, in the Navy but in a different bureau. An additional 19 percent were hired from outside the federal service, and 6 percent, from another agency.

This career history information suggests a narrowness of background, in terms of both technical field and organizations in which employed. Relatively few executives have demonstrated a high degree of organizational mobility. Forty-five percent have not changed jobs in the past 5 years, and 35 percent have changed jobs only once. Only 16 percent have ever left federal service to accept employment outside the government.

Retirement Plans

In the civilian questionnaires (A-VII-15, B-IX-15), which were administered in March 1978, respondents were asked when they planned to leave the federal service. In response, 16 percent reported that they did not know; 15 percent, within 2 years; 25 percent, between 2 and 5 years; 25 percent, between 5 and 10 years, and 19 percent, after 10 or more years. While these stated intentions may or may not be acted on, there is reason to believe that they will prove to be fairly accurate. First, data obtained from the OCP indicate that 60 percent of the executive population will be eligible to retire by 1983. Second, a large executive pay increase granted in 1977 has slowed the retirement rate because Civil Service personnel must receive increased pay for 3 years (the high 3) before it is reflected in their retirement annuity. Thus, in 1980, many executives, as well as senior GS-15s who are similarly affected, are expected to retire. This projected wave of retirements may impact negatively on the Navy corporate memory (i.e., that body of knowledge held by executives that is not written down or otherwise readily obtainable). To assess the importance of the corporate memory, military and civilian executives were asked (M-III-7, A-IV-8) whether they felt the primary function of civilian managers and executives in headquarter organizations was to supply the corporate memory of each command. Thirty-two and 31 percent of military and civilian executives

respectively reported that this was true.¹ Only 21 percent of civilian executives agreed, however, that effective methods are available for developing replacements for current executives as present incumbents leave the federal service (B-V-1). This finding, along with the projected wave of retirements, implies a need to train and develop the Navy's GS-13 through 15 population, the group from which most replacements will likely be drawn.

Description of the Executive Job

Structural Characteristics

Civilian executives were asked (A-VII, B-IX) to describe their jobs in terms of the various structural characteristics of their organizational unit. Unit was defined as the organizational segment that fell under them or for which they were responsible (e.g., a branch or department). The median response of executives regarding the annual budget of their organizational unit was \$30,000,000; and that regarding people in their unit was 70. While the ratio of budget to employee is large, many units contract out a substantial portion of their work. Forty-six percent of the executives reported that their unit conducted over 50 percent of its total business under contract, while only 28 percent said their unit conducted less than 10 percent under contract. Finally, they reported that eight (six civilians and two military) was the median number of people reporting directly to them. During the interviews, however, many civilian executives reported that they had line responsibility for more people than they officially supervise.

In response to an item as to their immediate supervisors (A-VII-9, B-IX-9), 66 percent of civilian executives said that they report to a military superior (5%, to a Vice Admiral; 25%, to a Rear Admiral; and 36%, to a Captain); and 54 percent, to a civilian superior (50%, to another career civilian executive; and 4%, to a noncareer civilian executive). (The total of the percentages exceeds 100 because some executives report to both military and civilian superiors.)

In the interviews, it was frequently pointed out that executive jobs are shared by two or more people. For example, a laboratory is often run by a commanding officer and a technical director. In response to the civilian questionnaires (A-VII-8, B-IV-8), 60 percent reported that they share the responsibilities of running their organizational unit with others, excluding their own department or branch heads (37%, with military personnel; 13%, with both military and civilian personnel; and 10%, with civilian personnel). Finally, 76 percent of respondents to the military questionnaire (M-VII-2) reported that they share job responsibilities (21%, with other military personnel; 24%, with both military and civilian personnel; and 31%, with civilian personnel).

At the outset of the study, it was assumed that civilian executives were in staff rather than line positions, providing advice to military and noncareer civilians having line authority. Questionnaire responses (A-VII-10, B-IV-10), however, showed that 66 percent of civilian executives describe their job as line; 20 percent, as staff; and 14 percent, as half line-half staff.

¹Many of the questionnaire items used a 7-point agreement scale where 7 = Strongly agree, 4 = Neutral, 1 = Strongly disagree. Those who responded with a 5, 6, or 7 were included in "agreement" figures; and those who responded with a 1, 2, or 3, in the "disagreement" figures.

Job Content

Based on interview and questionnaire results, from 9 to an absolute maximum of 15 executives act as bench scientists or engineers doing "hands-on" technical work. The large majority serve as managers or administrators within their technical or functional specialty. These executives see themselves as being called upon to perform many different types of tasks. They feel that there are few limits on what they are required to do, except in terms of their working within a technical or functional specialty. In contrast to assumptions that civilian executives act primarily in advisory capacities, while military and noncareer executives make the decisions, results of interviews with all three types of executives (career civilian, noncareer civilian, and military) showed that career civilians are perceived as making decisions and formulating policy within their organization.

During the interviews, information was collected regarding specific activities executives perform. Also, several respondents were asked whether they felt Mintzberg's conceptual scheme of 10 executive roles reflected the roles and functions performed by civilian executives. Most agreed that it did, but indicated that an additional role--that of "Technical Expert"--should be included under the "decisional" area. As a result, 50 items describing various work activities in terms of one of the 11 work roles (as defined in Table 1) were included in the civilian questionnaires (A-I-1, B-I-1). Executives were asked to indicate the average amount of time they spent on each activity, and to rate its importance to the successful conduct of their work. Responses were made on an 8-point scale, where 0 = "None" and 7 = "Great Deal."

Results are provided in Table 3, which lists the 50 items in order of their ranked importance. As shown, the five activities rated as most important included three falling under the "Resource Allocation" role; and two, under the "Leader" role. Two of these five activities--"providing guidance and direction to subordinates" and "allocating resources"--were among those rated as requiring the most time. The correlations between time and importance ratings for the individual items show wide variability, ranging from .10 to .72, with a median of .52. All but one was statistically significant ($p < .05$). Correlations computed between time and importance rating for the sets of items measuring the 11 roles ranged from .36 for the entrepreneur role to .94 for the monitor role, with a median correlation of .76. These correlational data suggest that, while there is considerable variability, time and importance--both within specific activities and across activities within executive roles--are related.

Table 3
Ranked Order of Job Activities Performed by Executives

Role	Item	Importance		Time		Correlation between time and importance
		Mean ^a	S.D.	Mean ^a	S.D.	
Resource Allocator	Determining the long-range plans and priorities of your unit.	5.8	1.3	3.2	1.8	.55*
Leader	Evaluating the quality of subordinate job performance and providing recognition, encouragement, or criticism.	5.8	1.5	2.9	1.7	.32*
Leader	Providing guidance and direction to your subordinates.	5.8	1.6	4.2 ^b	1.8	.55*
Resource Allocator	Allocating resources (manpower, money, material) among programs or units.	5.7	1.6	3.7 ^b	2.0	.49*
Resource Allocator	Allocating your own time.	5.7	1.8	1.7	1.5	.19*
Disseminator	Keeping members of your unit informed of relevant information through meetings, conversations, and dissemination of written information.	5.6	1.5	3.3 ^b	1.6	.36*
Monitor	Learning about fleet requirements and needs.	5.6	1.8	2.7	1.7	.44*
Leader	Attending to staffing requirements in your unit such as hiring, firing, promoting, and recruiting.	5.4	1.6	2.7	1.7	.22*
Resource Allocator	Participating in defining command strategies and policies.	5.4	1.7	2.7	1.6	.43*
Technical Expert	Judging the accuracy of approach and utility of technical programs and proposals.	5.3	1.8	3.1	2.0	.57*
Leader	Keeping abreast of who is doing what in your unit or command.	5.2	1.6	3.6 ^b	1.7	.52*
Disturbance Handler	Taking immediate action in response to a crisis or "fire drill."	5.1	1.9	3.8 ^b	2.0	.10
Technical Expert	Providing technical quality control through the review process.	5.1	2.0	3.1	2.0	.55*
Spokesman	Keeping sponsors, consumers, or other important governmental groups informed about your unit's activities and capabilities.	4.9	1.7	3.1	1.8	.52*
Monitor	Staying tuned to what is going on in outside organizations, including the professional and scientific communities.	4.9	1.7	2.8	1.7	.47*
Disturbance Handler	Resolving conflicts either within your unit or between your unit and other organizational components.	4.9	1.9	2.4	1.6	.28*
Liaison	Developing personal relationships with people outside your unit who sponsor your work or services.	4.8	2.0	2.7	1.4	.59*
Disturbance Handler	Preventing the loss or threat of loss of resources valued by your unit.	4.8	2.3	2.3	1.7	.49*

^aBased on an 8-point scale, where 0 = None and 7 = Great Deal.

^bOne of five highest ranked items as to time spent.

*p < .05.

Table 3 (Continued)

Role	Item	Importance		Time		Correlation between time and importance
		Mean ^a	S.D.	Mean ^a	S.D.	
Leader	Attending to the training and development needs of your employees.	4.7	1.8	2.3	1.3	.48*
Spokesman	Defending your unit's projects and activities to other groups.	4.7	2.1	2.8	1.8	.43*
Resource Allocator	Programming work for your unit (what is to be done, when, and how) and assigning people to work on it.	4.7	2.1	2.4	1.7	.51*
Technical Expert	Consulting with others on technical matters.	4.6	1.8	2.9	1.7	.61*
Entrepreneur	Exploiting or initiating opportunities to improve or expand as a unit.	4.4	2.0	2.5	1.8	.57*
Disseminator	Implementing the directives of higher authorities.	4.4	2.1	3.0	1.9	.31*
Negotiator	Negotiating with groups internal to your command for necessary materials, support, commitments, etc.	4.4	2.0	2.5	1.8	.48*
Leader	Integrating subordinates' goals (e.g., individual development plans, career goals, work preferences) with the command's work requirements.	4.4	2.1	1.8	1.4	.50*
Disseminator	Transmitting ideas and information from your outside contacts to appropriate people inside your command.	4.4	1.9	2.1	1.4	.42*
Entrepreneur	Maintaining supervision over planned changes to improve your unit.	4.3	2.0	2.4	1.5	.53*
Disturbance Handler	Dealing with previously ignored problems (ones which people have known to exist but avoided) which have come to a head.	4.3	2.0	2.4	1.7	.52*
Negotiator	Negotiating with groups outside your command for necessary materials, support, commitments, etc.	4.3	2.1	2.5	1.7	.56*
Figurehead	Answering letters or signing documents as an official representative of your unit.	4.2	1.9	3.1	1.7	.53*
Liaison	Attending outside conferences or meetings.	4.2	1.8	3.2	1.4	.40*
Leader	Participating in EEO activities and responsibilities.	4.1	2.4	1.7	1.1	.33*
Figurehead	Making yourself available to "outsiders" (such as consumers, sponsors, the public) who want to go to "the person in charge."	4.0	2.0	2.6	1.7	.39*
Spokesman	Keeping professional colleagues informed about your unit.	3.9	1.8	2.2	1.6	.59*
Liaison/Monitor	Touring your own command's staff and activities, including field activities	3.6	2.0	1.9	1.5	.58*

^aBased on an 8-point scale, where 0 = None and 7 = Great Deal.

^bOne of five highest ranked items as to time spent.

*p < .05.

Table 3 (Continued)

Role	Item	Importance		Time		Correlation between time and importance
		Mean ^a	S.D.	Mean ^a	S.D.	
Monitor	Gathering information from or about sponsors and consumers.	3.5	2.1	2.2	1.6	.70*
Entrepreneur	Evaluating the outcomes of internal improvement projects.	3.5	2.0	1.7	1.1	.56*
Negotiator	Working with people to see that necessary contracts get negotiated.	3.3	2.4	1.5	1.4	.59*
Figurehead	Escorting and briefing official visitors.	3.2	2.0	1.6	1.2	.33*
Monitor	Monitoring output of formal management information systems, including productivity measures and cost accounting records.	3.2	2.3	1.5	1.3	.63*
Technical Expert	Directing a technical project or subproject.	3.1	2.6	1.8	2.0	.72*
Negotiator	Participating alone or on a team in atypical negotiations with outsiders.	3.0	2.4	1.5	1.2	.70*
Figurehead	Attending business meetings or social gatherings as an official representative of your unit or command.	3.0	2.2	1.5	1.3	.49*
Liaison	Developing new contacts by answering requests for information.	2.8	2.0	1.6	1.5	.61*
Technical Expert	Identifying and solving complex engineering or scientific problems yourself.	2.8	2.4	1.6	1.8	.72*
Negotiator	Handling formal grievances.	2.7	2.7	0.7	0.1	.31*
Liaison	Joining boards, organizations, clubs, or doing public service work which might provide useful work-related contacts.	2.3	2.0	1.2	1.1	.68*
Spokesman	Keeping the general public informed about your unit's activities, plans, or capabilities.	1.8	2.0	0.9	1.3	.67*
Negotiator	Negotiating labor-management agreements.	0.6	1.5	0.2	0.5	.51*

^aBased on an 8-point scale, where 0 = None and 7 = Great Deal.

^bOne of five highest ranked items as to time spent.

*p < .05.

The 50 items were factor analyzed in terms of their importance ratings to investigate the basic dimensions associated with executive jobs.² A principal component solution was obtained. Orthogonal rotation to the varimax criteria yielded four major factors, accounting for 76 percent of the variance.³ These factors are described in the following paragraphs, and the items that load on them are listed in Table 4. Thirty-seven of the 50 items loaded on at least one of the factors.

1. Factor I: Supervision. This factor accounted for 54 percent of the variance in the importance of executive job activities. In the supervisory role, the executive is responsible for guiding and motivating subordinates and for integrating individual and organizational goals. This role also includes programming work for the unit, maintaining supervision over planned change, and keeping subordinates informed of relevant information.

2. Factor II: Information Gathering and Dissemination. This factor accounted for an additional 10 percent of the variance. Items loading on this factor involve a variety of interrelated interpersonal and informational roles (Mintzberg, 1973)--figurehead, liaison, monitor, and spokesman. Access to information places the executive in a strategic position relative to communication flows between the organizational unit and the external environment. The executive uses this information to coordinate activities of the various organizational units and to guide the total organizational effort in a way that is in keeping with external events.

3. Factor III: Technical Problem Solving. This factor accounted for 7 percent of the variance. Although technical problem solving is an integral part of Navy management, especially in the R&D setting, the vast majority of executive jobs do not involve the actual identification and solution of complex engineering or scientific problems. Rather, they involve such scientific processes as judging the usefulness of technical programs and proposals, maintaining close relationships with subordinates over technical projects, and technical management and administration.

4. Factor IV: Executive Decision Making, Planning, and Resource Allocation. This factor accounted for 5 percent of the variance. Although activities included under this factor were somewhat heterogeneous, they generally involve command strategies and policies or decisions on expansion of organizational efforts. These activities involve a variety of interrelated decisional roles--entrepreneur, disturbance handler, and resource allocator. While serving in these roles, the executive determines which departments or activities will expand and which will diminish. Resource allocation, particularly where the executive participates in defining organizational strategies, determines long-range plans, and authorizes actions on internal improvement projects, is the cornerstone of effective management.

²Since the number of questionnaire items relative to sample size is rather large, one may question the stability of these factors. Veldman's (1967) RELATE program was used to compare the underlying structural properties of executive job content. The entire sample (N = 210) was split into 2 random samples and separate factor analyses were performed. The two factor structures were then compared. Correlations between the factor variables derived from the two analyses ranged from .89 to .99, indicating a stable factor structure across both groups.

³A fifth factor, negotiation, accounted for an additional 5 percent of the variance. It was not included in Table 4 since it included only three items. These items referred to activities involved in negotiating labor-management agreements or dealing with union representatives, and handling formal grievances.

Table 4
Factor Analysis of Executive Job Content

Factors and Items	Factor Loadings ^a			
	I	II	III	IV
<u>Factor I: Supervision</u>				
1. Evaluating the quality of subordinate job performance and providing recognition, encouragement, or criticism.	.75			
2. Attending to the training and development needs of your employees.	.64			
3. Keeping members of your unit informed of relevant information through meetings, conversations, and dissemination of written information.	.59			
4. Attending to staffing requirements in your unit such as hiring, firing, promoting, and recruiting.	.57			
5. Integrating subordinates' goals with the command's work requirements.	.56			.46
6. Providing guidance and direction to your subordinates.	.54			
7. Maintaining supervision over planned changes to improve your unit.	.49			
8. Participating in EEO activities and responsibilities.	.44			
9. Programming work for your unit and assigning people to work on it.	.43			
<u>Factor II: Information Gathering and Dissemination</u>				
1. Staying tuned to what is going on in outside organizations, including the professional and scientific communities.		.65		
2. Gathering information from or about sponsors and consumers.		.63		
3. Keeping sponsors, consumers, or other important governmental groups informed about your unit's activities and capabilities.		.61		
4. Keeping professional colleagues informed about your unit.		.58		
5. Making yourself available to "outsiders" who want to go to the "person in charge."		.55		
6. Attending outside conferences or meetings.		.54		
7. Exploiting or initiating opportunities to improve or expand as a unit.		.47		
8. Developing new contacts by answering requests for information.		.47		
9. Joining boards, organizations, clubs, or doing public service work which might provide useful, work-related contacts.		.43		
10. Keeping abreast of who is doing what in your unit or command.		.43		

^aOnly items having factor loadings of at least .40 are included.

Table 4 (Continued)

Factors and Items	Factor Loadings ^a			
	I	II	III	IV
Factor III: Technical Problem Solving				
1. Providing technical quality control through the review process.			.71	
2. Identifying and solving complex engineering or scientific problems yourself.			.68	
3. Judging the accuracy of approach and utility of technical programs and proposals.			.66	
4. Consulting with others on technical matters.			.63	
5. Directing a technical project or subproject.			.53	
Factor IV: Executive Decision Making, Planning, and Resource Allocation				
1. Participating in defining command strategies and policies.				.60
2. Transmitting ideas and information from your outside contacts to appropriate people inside your command.		.49		.53
3. Implementing the directives of higher authorities.				.52
4. Attending business meetings or social gatherings as an official representative of your unit or command.				.52
5. Evaluating the outcomes of internal improvement projects.				.50
6. Monitoring output of formal management information systems.				.48
7. Resolving conflicts either within your unit or between your unit and other organizational components.	.40			.46
8. Touring your own command's staffs and facilities, including field activities.				.46
9. Allocating your own time.				.45
10. Preventing the loss or threat of loss of resources valued by your unit.				.45
11. Participating alone or on a team in atypical negotiations with outsiders.				.45
12. Taking immediate action in response to a crisis or "fire drill."				.44
13. Determining the long-range plans and priorities of your unit.				.40

^aOnly items having factor loadings of at least .40 are included.

Average importance scores were calculated for the item sets loading on each of the four factors. Results showed that the supervisory role is rated as most important to successful conduct of the executive job (5.0 on a scale ranging from zero to seven); followed by executive decision making and resource allocation (4.5), technical problem solving (4.2), and information gathering and dissemination (4.0).

When an attempt was made to categorize the executive activities documented by work diaries and observations under the 11 executive roles, it was found that 30 percent of the work diary activities and 35 percent of the observed activities involved two or more roles. In general, there was a reasonable amount of congruence between time spent in the various role activities as measured by work activity diaries, observations, and questionnaires.

Executive Job Characteristics

Interview results indicated that many executive jobs are pressured and stressful, particularly those in the headquarters area. Further, almost 90 percent of respondents to the civilian questionnaire (A-VI-3, B-III-6) reported that there is either moderate or great pressure on them to produce; none said that there was no stress in their jobs. All of them, however, said that they could handle job stress moderately well or completely (A-VI-5, B-III-8). Principal sources of job stress reported include (1) frustration in the slowness of accomplishing anything (70%), (2) the lack of sufficient in-house personnel (52%), and (3) pressure from external Navy organizations (48%) (A-VI-4, B-III-7). Finally, they reported working an average of 52 hours per week at the office and an additional 8 hours at home (A-VI-1 & 2, B-III-1 & 2).

Another characteristic investigated was the degree to which executive jobs are fragmented and hectic. Interview results showed that most executives engage in many activities during any given day and move rapidly from one activity to another. Further, the large majority of executives report that they do not exercise sufficient control over their own time. Seventy-two percent of respondents to the civilian questionnaire (B-III-10) said that their daily work routine is fragmented with interruptions and unscheduled events. Sixty-four percent agreed that "it is virtually impossible to set a work schedule and stick to it," and 71 percent, that the greatest block to doing their job was "the constant barrage of fire drills." The data gathered by observing executives also reflect the hectic and fragmented nature of their jobs. On the average, 43 activities per day were observed. Except for meetings, which were coded as a single activity, these activities typically were very brief (e.g., review of incoming and outgoing correspondence, making and answering phone calls).

While interviews suggested that executive jobs in headquarters are more pressured and fragmented than those in the field, an analysis of responses of headquarters and field executives to relevant questionnaire items showed no statistically significant differences. In one such item (B-VI-1), executives were presented with a list of activities and asked to indicate, on a 7-point scale, how characteristic these activities were of their organizational unit. Table 5, which lists these activities in mean rank order, shows that "solving problems," "identifying alternative solutions," and "selecting solutions" are the most characteristic types of activities, while "justifying problems selected to be handled" is clearly the least characteristic. These findings suggest that the organizational units of these executives emphasize solving problems more than determining what the problems are.

Table 5

Ratings of Extent to Which Various Activities are
Characteristic of Navy Civilian Executives' Units

Activity	Mean ^a (N = 104)	Standard Deviation
Solving problems (implementing solutions)	5.6	1.3
Identifying alternative solutions	5.5	1.2
Selecting solutions	5.5	1.2
Evaluating outcomes	5.0	1.6
Researching of questions given our unit	5.0	1.5
Short-term reaction to crises	4.9	1.5
Searching out problems	4.6	1.8
Planning based on careful analyses of requirements	4.5	1.6
Justifying problems selected to be handled	3.8	1.9

^aBased on a 7-point scale, where 1 = Not at all characteristic and 7 = Very characteristic.

In the interviews, civilian executives characterized their working environment as complex and producing multiple and conflicting demands. Consequently, a set of items developed by Rizzo, House, and Lirtzman (1970) to measure role strain was included in the civilian questionnaire (B-III-11). Rizzo et al. conceptualized role strain as being composed of two components--role conflict and role ambiguity. Role conflict is the extent to which expectations and demands made of an individual are inconsistent or incompatible; and role ambiguity, the extent to which expectations and demands are not clear to the job incumbent. Average responses to this set of items, shown in Table 6, indicate that executives perceive role conflict but not role ambiguity; that is, they understand what is expected of them, but they are subjected to inconsistent and conflicting demands.

Another characteristic investigated was how executives distribute their time among various types of activities. An analysis of work activity diaries indicates that executives spend the majority of their time interacting with other individuals. They spend 45 percent of their time in scheduled meetings; and 17 percent, in unscheduled meetings. (In the questionnaire (B-III-10), 63 percent of the civilian executives agreed that "Meetings burn up an unnecessary amount of time.") Other interpersonal activities include telephone calls (7%) and observation of personnel and their work activities (3%). Executives spend 24 percent of their time alone, generally performing desk work such as reading correspondence. The observations provided similar results.

Table 6
 Civilian Executives' Perceptions of Role
 Conflict and Ambiguity
 (N = 104)

Item	Mean ^a	Standard Deviation
Role Conflict		
I have to do things that should be done differently.	0.8	1.6
I receive an assignment without the manpower to complete it.	0.8	1.8
I have to buck a rule or policy in order to carry out an assignment.	0.1	1.8
I work with two or more groups who operate quite differently.	2.1	1.1
I receive incompatible requests from two or more people.	0.7	1.8
I do things that are apt to be accepted by one person and not accepted by others.	1.3	1.6
I receive an assignment without adequate resources and materials to execute it.	0.4	1.7
I work on unnecessary things.	-0.2	1.8
Role Ambiguity		
I feel certain about how much authority I have.	1.7	1.7
There are clear, planned goals and objectives for my job.	0.8	1.8
I know that I have divided my time properly.	0.3	1.6
I know what my responsibilities are.	2.3	1.1
I know exactly what is expected of me.	1.4	1.6
Explanation is clear of what has to be done.	0.5	1.8

Note. Although results are similar for role conflict and role ambiguity items, it should be noted that role conflict items are phrased negatively; and role ambiguity items, positively.

^aBased on a 7-point scale, where -3 = Definitely not true of my job, 0 = Neither true nor untrue, and 3 = Extremely true of my job.

In regard to whom executives interact with during their work day, questionnaire respondents (B-III-3) reported that they spend 24 percent of their time alone; 45 percent with people from their own organizational unit; 17 percent with people from other organizational units of the Navy; 7 percent with people from other services or DoD; and 7 percent with people from the private sector. The work diary indicated that executives spent 21 percent of their time alone; 57 percent, with people inside their command (29%, with their subordinates; 9%, with their peers; 15%, with a combination of subordinates and peers; and 4%, with their supervisor); 15 percent, with people outside the command; and 7 percent, with a combination of people in and outside the command. Seventy-nine percent of the activities executives engage in occur while they are physically within their own command (49%, in their own office; 20%, at other offices; and 10%, in conference rooms). The observational data are generally supportive of these work diary findings.

Questionnaire respondents (B-VI-2) were presented with a list of informational sources and asked to indicate the extent to which they rely on them for work-related projects and/or problems. Responses are presented in Table 7, which shows that executives generally rely on their own experience and work associates as opposed to written material. Respondents (B-III-10) did not report much reliance on formal management information systems; in fact, 85 percent said they get the majority of information required to do their jobs from other sources.

Table 7
Extent to Which Civilian Executives (N = 104)
Rely on Various Sources of Information

Information Source	Mean Score ^a	S.D.
Members of your own staff.	6.1	0.8
Personal experience--ideas which you remember using previously in a similar situation.	5.6	0.9
Members of other staffs.	4.7	1.4
Superiors' knowledge.	4.0	1.6
Nonperiodical literature--books, manuals, and other items which are not published on a regular basis.	3.5	1.6
Periodical literature--journals published on a regular basis.	3.3	1.8
Vendors--representatives of, or documentation generated by, suppliers or potential suppliers.	3.2	1.5

^aBased on a 7-point scale, 1 = Not at all and 7 = Very heavily.

The Executive Job Environment

During the interviews, it soon became apparent that the executives' job environment strongly influenced their behavior. While most interviews were begun with questions about job activities, respondents often shifted to talk about environmental constraints (i.e., why they could not do some things which they thought they should be doing and

which environmental factors influenced how they do their job). Four important environmental characteristics emerged from both the civilian and military interviews:

1. An extraordinary amount of complexity in the shore organization.
2. Increasing centralization of decision-making and proliferation of controls.
3. Personnel shortages and the slowness and rigidity of civilian personnel administration processes.
4. The importance of the civilian-military interface.

Civilian executives function within an extremely complex system with many other organizations, people, and rules that must be considered. Multiple lines of authority mean that they do not live in a simplistic chain-of-command world. Centralization of decision making and the proliferation of controls have not only resulted in a never-ending barrage of externally imposed requirements and constraints on fiscal and personnel resources, but have also increased required paperwork. Moreover, multiple lines of authority have sometimes resulted in conflicting constraints and requirements.

Interview responses indicated that, although the workload has increased, the number of civil service personnel has either remained constant or decreased. It also takes longer to hire and transfer civilian personnel. Due to civil service rules and regulations, it is difficult to transfer or to dismiss civilian personnel, a problem that military executives particularly resent. In connection with this, civilian respondents (B-IV-2) were asked to indicate how their unit accomplished its workload, if it did not have sufficient staff. Eleven percent reported that the question did not apply--that the unit did have enough personnel. Of the remaining 89 percent, 52 percent reported that their unit had increased its reliance on contractors; 26 percent, on consultants; and 27 percent, on temporary personnel. Fifty-one percent said that their work unit has been unable to completely fulfill its mission.

A number of military and civilian executives summarized the influence of these environmental characteristics. One military respondent commented:

I firmly believe, however, that most problems are due to excessive personnel management constraints from above and the inflexibility in classification procedures.

A second said:

The greatest impediment to effective performance by Navy civilian executives I've seen is the lack of clear-cut responsibility. Almost any action can be undercut by factors not under the control of the executive. There is an utter dearth of effective long-range planning.

Finally, a civilian executive commented:

Your questions don't really address the real problems encountered by a line manager; that is, the total frustration with personnel, contracts, legal, and support offices, who assume that line organizations exist to serve them. Also, hiring freezes, high grade ceilings, additional staffs, and layering of organization levels. I can commit vast sums of taxpayer money, but can't get an operable typewriter for my secretary.

Items assessing specific points raised by interviewees about the job environment were included in the civilian questionnaire (B-V-1). In response, 76 percent agreed that it was difficult to obtain adequate ceiling points; 47 percent, that it was difficult to obtain an adequate budget; and 45 percent, that the Navy's propensity to reorganize is threatening to executives and curtails their ability to function at full effectiveness. Further, 36 percent agreed that changeovers in the Presidency and Congress make it difficult to set stable objectives for one's unit; 38 percent, that their unit or organization is chronically under the threat of being disestablished or dismantled; and 31 percent that, in their present position, they have at some time felt threatened with having their position downgraded.

Finally, respondents (B-III-4) were presented with a list of "outside forces" and asked to indicate, within 100 percentage points, how much each influenced them in doing their job. The mean responses, which are provided in Table 8, indicate that technical and Navy requirements exert the most influence.

Table 8
Outside Forces Which Influence Civilian Executives

Outside Force	Mean Percentage ^a Allocation
Technical requirements	24
Navy requirements	22
Budget	13
Supervisor's requirements	10
DoD requirements	8
Professional ethics and requirements	8
Organizational survival	7
Congressional requirements	3
Personal survival	2
Presidential requirements	1
Public demands	1
Media influence	1

^aBased only on the responses where total allocation added up to approximately 100 percent (N = 89).

Research and Development Issues

Since most Navy civilian executives are either directly or indirectly involved in R&D, the way in which the Navy and DoD manage the R&D process greatly affects the way they function. In the interviews, executives noted that R&D management has been increasingly characterized by (1) increased centralization, (2) creation of additional Navy staffs with R&D responsibilities, (3) frequent reorganizations of the Navy R&D management framework, and (4) proliferation of controls, restrictions, and procedures. These four trends were also identified in a study of the history of the Navy R&D laboratories (Booz, Allen, & Hamilton, Inc., 1976). Therefore, in the questionnaire (B-VIII-1), civilian executives were asked to indicate whether they felt these trends were positively or negatively affecting Navy R&D management, and whether they felt the trends would continue in the future. Table 9, which presents the mean responses to those questions, shows that the executives not only felt that the four trends were having a very negative effect on Navy R&D management, but also that they would continue in the future.

Table 9
Civilian Executives' Opinions About Trends in
Navy R&D Management

Trend	Effect		Direction of Trend	
	Mean ^a (N = 104)	S.D.	Mean ^b (N = 104)	S.D.
Centralization and shift of authority upward.	2.3	1.4	5.5	1.7
Creation of additional staffs and offices throughout the Navy having R&D responsibilities.	2.2	1.4	5.5	1.5
Frequent reorganization and reformulation of the Navy R&D management framework.	2.3	1.3	5.4	1.4
Proliferation of controls, restrictions, and procedures.	1.8	1.1	5.8	1.8

^aBased on a 7-point scale, where 1 = Negative effect and 7 = Positive effect.

^bBased on a 7-point scale, where 1 = Trend reversing and 7 = Trend continuing.

Responses to several other questionnaire items on R&D issues, which are shown in Table 10, indicate that executives feel somewhat negatively about the Navy's ability to forecast future technology requirements and the present distribution of R&D funding.

Table 10
Civilian Executives' Opinions About R&D Issues

Issue	Agreement	
	Mean ^a (N = 104)	S.D.
There are adequate communication mechanisms for the R&D community to get their ideas about technological planning considered by the higher decision-making levels.	3.9	1.8
The Navy's ability to forecast future technology requirements is adequate.	3.2	1.5
The providing of long-range guidance to the R&D community by DoD, OPNAV, and NAVMAT inhibits technological innovation.	3.6	1.6
The present distribution of R&D funding between in-house, universities, and industry is satisfactory.	3.5	1.6
In your command, scientists and engineers are aware of the administrative and managerial duties they will increasingly have to perform as they progress up the GS scale.	4.9	1.5

^aBased on a 7-point scale, where 1 = Strongly disagree and 7 = Strongly agree.

Civil Service Rules and Regulations

Since the Civil Service (CS) system emerged as a very important environmental factor during the interviews, items were included in both the civilian (A-III) and military (M-II) questionnaires to assess the impact of the system on executive functioning. Responses showed that 66 and 85 percent of civilian and military executives respectively feel that CS rules and regulations interfere with their ability to do an effective job. Further, 30 and 61 percent of these executives indicated that it was extremely important to be personally aware of CS rules and regulations, as opposed to relying on others for assistance. Finally, Table 11, which provides the mean responses of these executives to questions pertaining to knowledge of the CS system, shows that the military executives are more confident than their civilian counterparts that both military and civilian executives know CS regulations.

Table 11

Perceptions of Knowledge of Civil Service System

Item Question	Civilian Executives (N = 106)		Military Executives (N = 66)	
	Mean ^a	S.D.	Mean ^a	S.D.
How well do you feel you know Civil Service system rules and regulations?	4.7	1.2	4.9	1.0
How well do most civilian executives know Civil Service rules and regulations? ^b	4.3	1.1	5.3	1.1
How well do most military executives know Civil Service rules and regulations? ^b	2.8	1.0	3.5	1.3

^aBased on a 7-point scale, where 1 = Not at all and 7 = Very well.

^bThe difference between the average civilian and military response to these items is statistically significant at the .05 level.

In response to a question on how they felt the CS system would change in the next 5 years, (A-III-13), 44 percent of the executives responded that the number of full time, permanent employees would be reduced; 19 percent, that the number of such employees would be increased; 26 percent, that there will be more part-time, permanent employees; 37 percent, that it will be more unionized; and 43 percent, that it will provide less job security.

At the time of the interviews, a number of proposals pertaining to executives were being considered for inclusion in the Civil Service reform legislation. The essence of these proposals was to change the personnel administration system from rank-in-job to rank-in-person, to increase executive mobility, to decrease job security, and to base rewards on performance. Although most interviewees generally agreed with the intended spirit of these modifications, they were concerned with the possibility that the provisions for demoting or removing executives for poor performance could be misused to bring partisan political pressure on career civil servants, and with the potential problems associated with increased mobility of career civil servants, particularly those employed by the defense agencies. The question was raised as to who would provide knowledge and the corporate memory in defense agencies if both military and civilian executives become mobile generalists.

Questions were included concerning these proposed changes in both the civilian and military questionnaires (A-III, M-II). One such question asked civilian executives whether they felt a rank-in-person system was preferable to a rank-in-job system for executive positions (A-III-6). In response, 9 percent said it was not preferable; 27 percent, that it

was preferable for all executive positions; 39 percent, that it was preferable for some executive positions; 22 percent, that they did not know; and 3 percent, that some other system was preferable. When asked to give their opinion of the general concept of a Federal Executive Service Corps, in which a select group of (civilian) executives would rotate across federal agencies and be kept in the Corps on a renewable contract basis (M-II-1, A-III-1), 46 percent of the military executives rated it as excellent or good, compared to 27 percent of the civilian executives. The civilian executives were also asked if they would consider participating in such a Corps, and if not, why not (A-III-2). Thirty-five percent indicated that they would; and 65 percent, that they would not. Reasons for not participating, in rank order of the percentage of executives who checked them, were as follows:

- I do not want to be geographically mobile (32%).
- I am too close to leaving the federal civil service (31%).
- I am not interested in leaving my present organization (27%).
- My skills are too technically specialized (26%).
- I am not interested in changing jobs (23%).

The Civilian-Military Executive Interface

Civilian executives in the shore establishment interact closely with military executives. As indicated earlier, many civilian executives are supervised by, share their jobs with, or supervise military officers. An analysis of results from the work diaries, observations, and military questionnaires (M-VII) showed that military and civilian executives spend a considerable amount of time together in work-related interactions. Ninety-seven percent of military executives reported work-related interactions with civilian executives at least once a day. Even in the laboratories, which are predominantly staffed with civilians, and in the Secretariat, in which the top executives are noncareer civilians, there is considerable civilian-military interaction.

All of the interviewees, both military and civilian, stated that the military-civilian interface was important to the effective functioning of the Navy. Several noted that the intent of the civilian-military mix is to have civilians provide the continuity and corporate memory; and the rotating military, new suggestions as well as knowledge about fleet needs. When this relationship works properly, the civilians prevent the military from "reinventing the wheel" and provide them with technical and procedural knowledge about how to get things done in the system; and the military prevent the civilians from becoming too ingrained in the same way of doing things and from losing touch with fleet needs.

All civilian interviewees felt that the fact that their job is imbedded in a military system has far-reaching implications for what they do, how they do it, and what is expected of them. They believe that there is a definite difference between DoD and non-DoD federal executive jobs.

Career civilian executives in the Secretariat were asked about their relationships with noncareer civilian executives. It was pointed out that these relationships parallel those that exist between career-civilian and military executives--namely, that noncareer civilian executives rotate while career civilian executives provide the stability and corporate memory. Again, these differential sets of roles were seen as complementary and as providing a good balance when good working relationships exist.

Civilian and military respondents (A-IV, M-III) were asked to indicate how much they agreed with a variety of statements about the military-civilian interface. As shown in

Table 12, for nine out of the 12 items included in both questionnaires, civilian and military responses differed significantly ($p < .05$). This indicates a fairly high amount of discrepancy between their attitudes toward each other and their relationship.

An important issue to some of the interviewees, particularly the military ones, was the Navy's organizational structure for managing its civilian employees. It appears that this issue must be adequately understood before the role and utilization of civilian executives, and indeed all civilians in the Navy, can be understood. According to the interviewees, since 1966, the Navy's Office of Civilian Personnel, which is responsible for implementing and executing civilian personnel policies, reported directly to the Navy's Secretariat rather than via the military chain-of-command; that is, the Chief of Naval Operations (CNO). This meant that, while the military members of CNO were responsible for managing the work of most civilian employees, they had no formal authority for implementing or executing civilian personnel policy. As a result, it was believed--by the majority of both civilian and military executives--that the military establishment had the responsibility but not sufficient authority for managing the civilian workforce.

According to the interviewees, this organizational arrangement has been continually questioned and disputed. By 1977, when the interviews were conducted, feelings about the matter were quite intense, especially among military interviewees. Consequently, in the Spring of 1978, as part of the Total Force concept, it was decided to move the civilian personnel administration function under CNO (except for that portion pertaining to high-level policy formulation within the Secretariat). The intent underlying the Total Force concept and the resulting reorganization of the naval shore establishment was to enable the Navy to optimize use of its personnel resources by collective planning and management of the workforce.

One of the main focuses of the Total Force concept was the potential advantages of integrating civilian and military manpower planning. Thus, civilian and military respondents (A-III-7, M-II-5) were asked to indicate whether they felt such integration would have a positive or negative impact. As shown in Table 13, both groups generally believe that the impact would be positive.

Table 12
Perceptions of Military-civilian Relationships

Item ^a	Civilian Executive (N = 210)		Military Executive (N = 66)		Significance
	Mean ^b	S.D.	Mean ^b	S.D.	
Military personnel evaluate the job performance of other military using different criteria than they use to evaluate civilians.	5.4	1.5	4.9	1.8	*
How civilian executives carry out their jobs varies a great deal and depends upon their relationship with particular military personnel.	5.6	1.4	5.5	1.4	--
There is a productive partnership between military and civilian executives in commands where they work together.	5.3	1.3	6.3	1.0	*
Military more so than civilian executives resent the job protection afforded civilians by the Civil Service system.	4.7	2.0	4.4	1.6	--
Military and civilian executives in comparable positions get comparable compensation, all benefits considered.	4.4	1.8	2.4	1.7	*
High-ranking military personnel in the shore establishment solicit advice from civilian executives on most important matters.	4.7	1.5	5.8	1.1	*
Civilian executives in the shore establishment are often treated as "second class citizens" by the high-ranking military.	4.3	1.9	2.8	1.5	*
Civilian executives have a sufficiently accurate perception of fleet requirements.	4.2	1.5	3.5	1.4	*
The primary function of civilian managers and executives in Navy headquarters organizations is to supply the "corporate memory" of each command.	3.8	1.7	4.0	1.5	--
High-ranking military personnel in my command make most of the important decisions by themselves.	3.7	1.9	3.0	1.8	*
Military executives generally know more about what is best for the Navy than civilian executives.	3.4	1.5	4.3	1.5	*
Civilian executives are more often "clock watchers" and put in fewer working hours than do military executives.	2.3	1.8	4.1	1.8	*
Military personnel in the shore establishment are not sufficiently informed, given their level of authority.	4.5	1.8	--	--	N/A
Civilian executives should not desire to make final policy; their role is strictly a staff one.	1.7	1.2	--	--	N/A
Civilian executives would be more fully utilized and trusted by military personnel if they had a broader range of job and organizational experience.	4.0	2.2	--	--	N/A

^aThe last three items were not included in the military questionnaire.

^bBased on a 7-point scale, where 1 = Not at all true and 7 = Very true.

*p < .05.

Table 13

Perceptions of Impact of Integration of
Civilian and Military Manpower Planning

Item ^a	Civilian Executives (N = 106)		Military Executives (N = 66)		Significance
	Mean ^b	S.D.	Mean ^b	S.D.	
Personnel utilization	0.5	2.2	1.8	1.7	*
Personnel costs	0.6	1.6	-0.5	1.6	*
Training and development of civilians	0.2	1.8	0.9	1.4	*
Training and development of military	0.5	1.6	0.7	1.5	--
Forecasting requirements for civilian management and executive billets	0.0	1.7	1.4	1.5	*
Forecasting requirements for officer billets	0.4	1.6	0.9	1.7	--

^a Approximately 25 percent of both military and civilian did not respond to these items.

^b Based on a 7-point scale where 3 = Positive impact, 0 = No impact, and -3 = Negative impact.

*p < .05.

Executive Attitudes Toward the Job and Organization

Executive Job Satisfaction and Work Motivation

In the interviews, civilian executives were asked what factors motivate or demotivate them as well as what factors contribute to their job satisfaction. In general, executives found that the qualities inherent in their jobs (e.g., variety, challenge, responsibility, and the opportunity to influence organizational decisions and policy) were motivating. They derive satisfaction when they are able to execute their job the way they feel it should be executed. They cited two major sources of dissatisfaction. The first relates to those factors in the job environment that executives feel hinder their capacity to execute their jobs properly, such as undue centralization of decision making, externally imposed constraints, and "fire drills" that make it difficult to follow a planned work schedule and to engage in reflective thought and planning activities. When these factors are operating, executives experience dissatisfaction and frustration.

The second source of dissatisfaction was pay and fringe benefits. Some executives reported that they felt they were underpaid, relative to their private sector counterparts, as illustrated by the following comment written on the questionnaire: "The major drawback in federal service today is the fact that the very best federal executives are severely underpaid relative to industry." Moreover, 65 percent of the civilian respondents (B-III-10) agreed that executive pay compression represents a significant demotivating factor.⁴

Civilian respondents (B-VII-1 through 24) were asked to indicate how satisfied they were with 24 job-related aspects. Results are presented in Table 14, which shows that executives are satisfied with most job aspects. The 24 aspects were factor analyzed to investigate the basic dimensions associated with executive satisfaction using a principal component solution with a varimax rotation. Three factors emerged, which accounted for 58 percent of the variance: (1) organizational rewards (e.g., amount of responsibility, amount of influence, recognition for the job done, respect received), (2) self rewards (e.g., quality of output of people in the unit, having an impact on the Navy, ability to develop employees), and (3) pay. Items comprising these factors are listed in Table 15.

Attitudes Toward Executive Power

During the interviews, the question of power as a factor in the executive job was raised. While attitudes varied considerably, the typical response was that power, in and of itself, was not important--that one's ability to influence derives primarily from one's expertise. In other words, one's ability to be manipulative without any substantive, knowledge-based foundation is counterproductive to executive effectiveness.

Civilian respondents (V-V-16 through 49) were asked to indicate, on a 7-point scale, how much they agreed with a number of items dealing with the concept of power. Results, as shown in Table 16, support previously stated findings indicating that civilian executives feel that they are influential, that power is based on one's ability and knowledge, and that politics (i.e., the party occupying the Presidency and key members of Congress) does not play an important role in executives' power. Three of the items in

⁴Pay compression is the phenomenon produced by the ceiling placed on the maximum amount civil servants can be paid. As a result, everyone at the senior GS-15 level and up has not been getting any pay increases, even cost of living increases, to compensate for inflation.

Table 14
Ratings of Executive Job Satisfaction
(N = 104)

Job-related Aspect	Average Score ^a	Standard Deviation
Challenge, scope, and variety of work	6.1	1.3
Amount of responsibility	5.9	1.2
Work associates	5.8	1.0
Job security	5.8	1.3
Prestige of job	5.7	1.4
Having an impact on the Navy	5.7	1.3
Quality of output of people in my unit	5.7	1.0
Opportunities to use my skills, knowledge, and abilities	5.7	1.2
Freedom to work on my own	5.7	1.3
The respect I receive	5.6	1.3
Public service; sense of mission	5.5	1.4
Sense of accomplishment	5.4	1.5
Amount of decision-making authority	5.4	1.5
Demands placed on me by the job	5.4	1.2
Opportunities to gain new skills, knowledge, and abilities	5.4	1.4
Amount of influence	5.3	1.4
Ability to develop my employees	5.2	1.4
Quality of supervision I receive	5.0	1.6
Recognition for the job I do	5.0	1.4
Fringe benefits	4.9	1.9
Chance to do long-range planning	4.6	1.7
Feedback on how well I am doing	4.5	1.5
Pay	4.4	2.0
Time it takes to accomplish work	4.2	1.5

^aBased on a 7-point scale where 1 = Very dissatisfied and 7 = Very satisfied.

Table 15
Factor Analysis of Job Satisfaction Items

Factors and Items	Factor Loadings ^a		
	I	II	III
Factor I: Organizational Rewards			
1. Amount of responsibility	.77		
2. Amount of influence	.74		
3. Recognition for the job I do	.70		
4. The respect I receive	.68		
5. Opportunities to gain new skills, knowledge, and abilities	.67		
6. Opportunities to use my skills, knowledge, and abilities	.65		
7. Amount of decision-making authority	.65		
8. Feedback on how well I am doing	.56		
9. Prestige of job	.55		
10. Quality of supervision I receive	.55		
11. Demands placed on me by job	.48		
12. Challenge, scope, and variety of work	.44		
13. Job security	.42		
Factor II: Self Rewards			
1. Quality of output of people in my unit		.78	
2. Sense of accomplishment	.42	.69	
3. Having an impact on the Navy	.43	.57	
4. Chance to do long-range planning		.55	
5. Public service; sense of mission	.47	.49	
6. Ability to develop my employees		.47	
7. Work associates		.42	
8. Time it takes to accomplish work		.40	
Factor III: Pay			
1. Pay			.94
2. Fringe benefits			.68

^aOnly items having factor loadings of at least .40 are included.

Table 16
 Civilian Executives' Attitudes Toward Power
 (N = 106)

Item	Average ^a Score	Standard Deviation
Executives have substantial power within their own units.	5.4	1.3
In your command, it is necessary to be very aggressive to gain support for your ideas.	4.9	1.6
Executives must be indirect about power, and therefore usually have to use influence and persuasion to affect policy.	4.8	1.5
Executives have substantial power in larger organizational components above them.	4.1	1.4
Some executives use personal connections with Congressmen to enhance their power and accomplish their objectives.	3.6	1.8
The best way to retain power is to act as if you do not have it.	3.2	1.8
Politics (which party occupies the Presidency and who are key members of Congress) affects who gets selected for executive positions.	3.1	1.7
Power derives more from one's position in the formal organization than from one's personal qualities.	3.1	1.5
In getting ahead in your command, professional ability is not as important as building a power base.	3.0	1.8

Notes.

1. In the above items, "executive(s)" refers to civilians.
2. The first three items listed are also included in the military questionnaire.

^aBased on a 7-point scale, where 1 = Strongly disagree and 7 = Strongly agree.

Table 16 were also included in the military questionnaire. A comparison of military and civilian responses showed that significantly more civilians than military executives ($p < .05$) agree that civilians must be indirect about power and usually have to use influence and persuasion to affect policy (68 vs. 36%), and that significantly fewer civilian than military executives ($p < .05$) agree that they have substantial power either within their own units (84 vs. 96%) or in the organizational components above them (42 vs. 50%).

Both groups (A-V-50, M-IV-11) were asked to rate the importance of various job and personal characteristics in terms of how much they contribute to civilian executive power. As shown in Table 17, both groups generally agree on the importance of control over money, hard work, formal position, and personal contacts. Military executives, however, rated administrative knowledge, technical/professional knowledge, and access to information significantly higher than did civilian executives ($p < .05$).

Civilian respondents (A-V-51) were asked to allocate--among 100 percent--how much they relied on a number of different forms of power; and military respondents (M-IV-12), how much they thought civilian executives relied on these forms of power. Results, which are provided in Table 18, show that both groups feel civilian executives rely first on expert power and second, on reward power.

Finally, both civilian and military (B-IV-3, M-V-2) were asked to indicate--on a 7-point scale--how much power they felt civilian executives do have and how much they should have over a number of work activities. Table 19 shows that both groups feel that civilian executives believe that they should have more decision-making power over all of the work activities listed, particularly with regard to the hiring and promoting of employees.

Command Characteristics

Civilian respondents (B-IV-1) were asked to indicate how much they agreed with a series of statements concerning the command climate of their organization. Table 20, which presents items listed in rank order of average agreement, shows that respondents generally have favorable perceptions concerning their own role and that of their unit, but that overall morale is perceived as slightly on the negative side.

Performance Appraisal

Although performance appraisal was not the primary topic of the present study, information presented in this section concerning organizational effectiveness and personal characteristics required of executives is relevant to the design and development of managerial and executive appraisal systems.

Organizational Effectiveness

During the interviews, several aspects of organizational effectiveness emerged that are particularly appropriate to performance appraisal. One aspect is that, since most executives function as line managers, their accomplishments are not personal but, rather, group accomplishments. In other words, they see their effectiveness in terms of their unit's effectiveness in meeting its mission. This applies even to those interviewees who saw themselves as staff rather than line.

Table 17
 Job and Personal Characteristics Contributing to
 Civilian Executive Power

Factors	Civilian Executives (N = 106)		Military Executives (N = 66)		Significance
	Mean ^a	Standard Deviation	Mean ^a	Standard Deviation	
Control over money	6.0	1.1	5.9	1.4	--
Technical/professional knowledge	5.6	1.1	6.0	0.9	*
Access to information	5.5	1.4	6.1	1.1	*
Hard work	5.3	1.5	5.7	1.2	--
One's formal position in the organization	5.3	1.2	5.3	1.2	--
Personal contacts and friendships	5.1	1.5	5.3	1.2	--
Administrative knowledge (i.e., knowledge of procedural require- ments)	4.7	1.4	5.5	1.0	*

^aBased on a 7-point scale where 7 = Very important and 1 = Not at all important.

*p < .05.

Table 18
Average Allocation Across 100 Percent of Different Forms
of Power Used by Civilian Executives

Form of Power Utilized	Perceptions of Civilian Executives (N = 103)	Perceptions of Military Executives (N = 63)
	Percent Allocation	Percent Allocation
Expert power based on your know- ledge and experience.	37	34
Reward power based on your ability to give rewards or otherwise make the job more pleasant for others.	29	33
Coercive power based on your ability to punish or otherwise make the job more unpleasant for others.	19	14
Legitimate power based on your rank and position in the official structure of the organization.	10	9
Referent power based on your being liked, respected, and admired by others.	5	8
Other.	0	2

Note. The forms of power described in these items were based on the distinction made by French, R. P., Jr., and Raven, B. H. The bases of social power. In Studies in social power, D. Cartwright (Ed.), 118-149, University of Michigan Press, 1959.

Table 19
Decision-making Power of Civilian Executives

Civilian Executive Activity	Civilian Executives (N = 104) Mean Score ^a		Military Executives (N = 66) Mean Score ^a	
	Power Civ. Exec.:		Power Civ. Exec.:	
	Should have	Do have	Should have	Do have
Hiring people	6.4	4.6	6.1	5.3
Promoting people	6.3	4.5	6.3	5.1
How the unit does its work	6.5	6.0	6.3	5.8
Scheduling work activities	6.2	5.5	6.2	5.8
Recognizing good and bad performance	6.6	6.0	6.6	5.8
What (executives) should do when something unexpected happens	6.1	5.8	6.3	5.5
(Executives') own training and development	6.2	5.6	5.8	5.3
The training and development of those in the unit	6.2	5.6	6.3	5.7

^aBased on a 7-point scale where 7 = A great deal of say and 1 = No say.

Table 20
Descriptions of Command Climate

Item ^a	Average ^b Score	Standard Deviation
1. The suggestions I make to my superiors receive fair evaluation.	6.1	1.0
2. My judgment on work matters is trusted by my superiors.	6.0	1.0
3. My immediate supervisor(s) is usually willing to listen to my problems.	5.9	1.4
4. My job allows me adequate opportunity to exercise my personal initiative and judgment in carrying out the work.	5.8	1.4
5. I usually have sufficient information to direct my work and the work of my unit adequately.	5.4	1.2
6. I am satisfied with present opportunities to utilize my specialized skills and education.	5.3	1.5
7. My unit is given adequate opportunity to come up with new ideas and ways of doing things.	5.0	1.7
8. There is good cooperation among departments in this command.	4.4	1.7
9. In this command, formal methods of communicating are more often utilized than are informal methods.	3.9	1.4
10. Morale is quite high in this command.	3.6	1.9

^aItems 2, 5, and 8 were answered by 210 respondents; and the remainder of the items, by 104.

^bBased on a 7-point scale where 7 = Strongly agree and 1 = Strongly disagree.

Another salient aspect is the extent to which civilian executives are involved in a product or service. Since the majority are directly involved in some phase of R&D or weapons system acquisition, they do have "products." It is sometimes difficult, however, to associate these products directly with performance. For example, there is often a long time between a unit's contribution to a product and its actual use in the fleet. Most executives interviewed felt that the fleet was their most important consumer; due to time and distance, however, it is difficult for them to get adequate feedback.

In the questionnaire (B-V-3), civilian executives were asked to rate the importance of various external groups' judgments of their unit's effectiveness. As shown in Table 21, the fleet, consumers/sponsors, and OPNAV were rated as most important.

Both military and civilian respondents (B-V-2, M-VI-4) were asked to rate the importance of a variety of criteria as indicators of unit effectiveness. Results are presented in Table 22, which shows that both groups rated quality of outputs and relevance of output to the consumer as most significant. In general, the rank order assigned to criteria by military and civilian executives was similar.

Civilian respondents (B-V-1) were presented with a set of items on organizational effectiveness and asked to indicate how much they agreed with them. Responses to the subset of items dealing with unit/command effectiveness are presented in Table 23, which shows that executives feel that they, as well as their superiors and subordinates, have a fairly clear perception of their unit's and command's objectives and how to measure unit effectiveness. They also feel that they have a clearer concept of unit and command objectives than do other civilian executives whom they know. The standard deviation of 1.9 for the last item indicates a wide variability of opinion as to how unit effectiveness is judged.

A second subset of items (B-V-1) dealt with performance feedback and evaluation of the current performance review system. Sixty-three percent agreed that they get adequate feedback as to how well their unit is performing; and 89 percent, on how well they are performing. Fifty-two percent, however, agreed with the statement that they get very little useful information from their immediate supervisor during their annual performance review. This would suggest that useful feedback must come from sources other than the annual performance review.

Personal Characteristics Required of Effective Executives

Civilian respondents (A-V-1 through 30) were presented with a list of 30 characteristics and asked to rate them as to their importance to job effectiveness. These characteristics were identified as important to civilian executives during the interviews. As shown in Table 24, which lists these characteristics in order of ranked importance, the most important ones concern verbal and written communication, listening to others, technical ability, managerial ability, critical thinking, and persuasiveness. The least important concern social relationships with work associates, building a power base, and survival skills.

Table 21
 Importance of External Groups in Terms of
 Judging Unit Effectiveness
 (N = 104)

External Group	Mean ^a	Standard Deviation
Fleet	5.9	1.8
Consumers or sponsors	5.5	2.0
OPNAV	5.4	1.8
Political appointees (e.g., SECNAV, ASN)	4.8	2.1
DoD	4.7	2.0
Congress	4.0	2.1
Taxpaying public	3.2	2.3
Presidential staff	2.7	2.0
Mass media (e.g., newspaper)	2.1	1.5

^aBased on a 7-point scale where 7 = Very important and 1 = Not at all important.

Table 22
Importance of Indicators of Unit Effectiveness

Effectiveness Criteria	Civilian Executives (N = 104)		Military Executives (N = 66)	
	Mean ^a	Standard Deviation	Mean ^a	Standard Deviation
Quality of outputs.	6.7	0.8	6.8	0.5
Relevance of output to consumer.	6.4	1.3	6.6	0.7
Utilization of products.	6.0	1.3	--	--
Timeliness of outputs.	6.0	1.2	6.2	1.0
Positive feedback from outside.	5.3	1.5	5.9	1.0
Lack of complaints from outside.	4.8	1.5	4.7	1.6
Quantity of outputs.	4.8	1.6	4.2	1.5
Getting the regular paperwork and reports out.	4.0	1.6	4.4	1.3
Increase in budget.	3.7	1.8	4.0	2.0

^aBased on a 7-point scale where 7 = Very important and 1 = Not at all important.

Table 23
Attitudes of Civilian Executives Toward
Effectiveness Issues

Items	Average ^a Score	Standard Deviation
1. I have a clear concept of what the objectives are for my unit.	6.3	1.0
2. My subordinates have a clear concept of what the objectives are for my unit.	5.8	1.0
3. I have a clear concept of the relationship between my unit's objectives and the objectives of the fleet.	5.7	1.3
4. I have a clear concept of what the objectives are for my command.	5.6	1.4
5. My superiors have a clear concept of what the objectives are for my unit.	5.5	1.5
6. Executives whom I know have to deal with some conflict between their unit's objectives and their command's objectives (or the next corporate level).	5.1	1.4
7. I have a clear concept of how to measure the effectiveness of my unit.	5.1	1.4
8. Executives whom I know have a clear concept of what the objectives are for their command.	4.8	1.6
9. Executives whom I know have a clear concept of the relationship between their unit's objectives and their command's objectives (or the next corporate level).	4.9	1.5
10. Executives whom I know have to deal with some conflict between their unit's objectives and the Navy's objectives.	4.6	1.7
11. Others judge the effectiveness of my unit more in terms of smoothness and efficiency with which work is processed than in terms of final products.	3.6	1.9

Note. Items 1, 2, 5, and 7 above were also included in Form A.

^aBased on a 7-point scale where 7 = Strongly agree and 1 = Strongly disagree.

Table 24

Civilian Executives' Perceptions of the Importance
of Personal Characteristics Required in Their Jobs

Characteristics	Average ^a Score	Standard Deviation
Ability to communicate verbally (orally).	6.4	0.6
Ability to communicate in writing.	6.3	0.8
Listening carefully to others.	6.2	0.9
Technical ability in your specialty (e.g., science engineering, personnel, financial management).	6.2	0.9
Managerial ability (ability to plan, direct, and evaluate the work of your unit).	6.2	1.3
Ability to create an environment in which subordinates work effectively.	6.1	1.3
Critical thinking; questioning methods and techniques that others take for granted.	6.1	1.0
Ability to sell one's ideas; persuasiveness.	6.1	0.9
Flexibility.	6.0	1.0
Coolness under stress.	6.0	1.0
Being achievement-oriented.	5.8	1.2
Ability to undertake systematic planning.	5.7	1.0
Patience.	5.6	1.3
Developing and maintaining sponsor and consumer satisfaction.	5.6	1.4
Willingness to take risks.	5.5	1.3
Good memory for facts.	5.3	1.3
Ability to reach conclusions with a minimum of information.	5.2	1.5
Keeping up-to-date in your technical specialty.	5.2	1.3
Administrative ability (ability to efficiently progress routine paperwork and other organizational demands).	5.2	1.3
Time management ability.	5.1	1.3
Willingness to question directives or orders from above.	5.1	1.5
Crisis management ability.	4.9	1.6
Ability to recognize when you are licked on a given matter.	4.8	1.5
Knowing budgeting and finance.	4.6	1.5
Friendships and connections with superiors.	4.1	1.6
Working long hours.	3.9	1.8
Mathematical skills.	3.7	1.6
Survival skills, being able to protect one's self and one's position from others.	3.4	1.8
Developing and maintaining social relationships with work associates.	3.2	1.4
Building a power base.	2.9	1.7

^aBased on a 7-point scale where 7 = Very important and 1 = Not at all important.

The 30 items were factor analyzed using varimax rotation to investigate the basic dimensions associated with personal characteristics required of effective executives. Six major factors emerged, which accounted for 56 percent of the variance. The items loading on these factors are listed in Table 25 and described below.

1. Interpersonal skills. This factor, which accounted for 22 percent of the variance, involves the ability to communicate verbally and in writing, listening skills, flexibility, and persuasiveness.

2. Administrative Ability. This factor, which accounted for 10 percent of the explained variance, involves the ability to plan, to process paperwork and other organizational demands, and to manage both time and externally imposed crises.

3. Risk taking ability. This factor, which accounted for 8 percent of the explained variance, includes willingness to take risks, to question directives, and to be achievement-oriented.

4. Awareness of power. This factor, which accounted for 6 percent of the variance, refers to survival skills and building a power base.

5. Technical skills. This factor, which accounted for 5 percent of the variance, includes technical ability and keeping up-to-date in one's technical specialty.

6. Managerial ability. This factor, which accounted for 5 percent of the variance, includes the ability to create an effective work environment for subordinates and to plan and direct the work of an organizational unit.

In general, these results suggest that the more important characteristics required for effective personal job performance involve managerial ability and interpersonal skills. While these analyses were based on the responses of only 106 executives, identified factors are consistent with other findings of required executive skills.

Ratings of Desirable Attributes of Navy Executives

Military and civilian respondents (M-IV-1 through 10, A-V-31 through 40) were asked to rate how effectively Navy civilian executives they know perform on ten general attributes. The Management Selection and Development Program for the CNM R&D Centers suggests these ten attributes as the basis for guidance in developing managers, for rating their performance, and for evaluating managers for selection.

Table 26, which presents average responses, shows that, while both groups rate executives they know as being effective in performance on all ten attributes, the ratings by military executives were higher than those of civilians. Both groups rated civilian executives higher on specific and general technical competencies than on administrative abilities and human relations skills.

Training and Development Needs and Experiences

Throughout this section, the terms "training" and "development" are used interchangeably to mean any type of educational activity designed to enhance executives' abilities to perform their jobs more effectively. These activities range from informal on-the-job development to formal classroom training.

Table 25
Results of Factor Analysis of Required
Personal Characteristics

Factor/Items	Factor Loading					
	I	II	III	IV	V	VI
<u>Factor I: Interpersonal Skills</u>						
Ability to communicate verbally (orally).	.67					
Flexibility.	.59					
Ability to sell one's ideas; persuasiveness.	.59					
Ability to communicate in writing.	.56					
Listening carefully to others.	.55		.42			
Coolness under stress.	.50					
Patience.	.45					
<u>Factor II: Administrative Ability</u>						
Time management ability.		.74				
Crisis management ability.		.68				
Knowing budgeting and finance.		.61				
Administrative ability (ability to effectively process routine paperwork and other organizational demands).		.60				
Ability to undertake systematic planning.	.40	.43				
<u>Factor III: Risk Taking Ability</u>						
Willingness to take risks.			.79			
Ability to reach conclusions with a minimum of information.			.60			
Willingness to question directives or orders from above.			.56			
Being achievement-oriented.			.41			
<u>Factor IV: Awareness of Power</u>						
Survival skills, being able to protect one's self and one's position from others.				.73		
Friendships and connections with superiors.				.66		
Building a power base.				.62		
<u>Factor V: Technical Skills</u>						
Technical ability in your specialty (e.g., science, engineering, personnel, financial management).					.68	
Keeping up-to-date in your technical specialty.					.63	
Mathematical skills.					.51	
Good memory for facts.					.51	-.46
<u>Factor VI: Managerial Ability</u>						
Ability to create an environment in which subordinates work effectively.						.78
Managerial ability (ability to plan, direct and evaluate the work of your unit).		.41				.60

Note. Includes only those items having factor ratings of at least .40.

Table 26
Ratings of Effectiveness of Navy Civilian Executive Population

Attribute	Ratings by Civilian Executives (N = 106)		Ratings by Military Executives (N = 66)		Significance
	Mean ^a	S.D.	Mean ^a	S.D.	
<u>Administrative Abilities</u>					
Optimize the use of resources.	4.7	1.0	4.9	1.7	--
Develop and exercise a corporate outlook and approach.	4.4	1.2	4.8	1.6	--
Meet the goals and objectives of one's command.	5.0	1.0	5.3	1.2	--
Make and defend sound and timely decisions and recommendations which effectively balance the technical, managerial, and political aspects of the command.	4.8	1.3	5.0	1.5	--
<u>Human Relations Skills</u>					
Assemble, develop, motivate, and direct an effective staff and gain personal satisfaction through the efforts of others.	4.7	1.3	4.8	1.5	--
Receptive to new and diverse ideas and approaches and produce a productive and creative environment.	4.7	1.3	4.8	1.5	--
Interact effectively with all levels of management, employees, employee groups, and outside organizations.	4.6	1.3	4.9	1.5	--
Actively support the achievement of equal opportunity in all areas of organizational endeavor.	4.8	1.2	5.3	1.5	•
<u>Specific Technical Competence</u>					
Competently judge the technical accuracy and approach within a discipline or specialty.	5.2	1.2	6.0	1.1	•
<u>General Technical Competence</u>					
Make sound judgments regarding the efficiency of technical programs and proposals and the utility of their end products.	5.2	1.2	5.6	1.0	•

^aBased on a 7-point scale where 7 = Very effective and 1 = Not effective.

*p < .05.

Training and Development Experiences

In the civilian questionnaires (A-II-4, B-II-4), executives were presented with a list of training institutions and/or courses, and asked to indicate those that they had attended and to rate their overall effectiveness in preparing executives for their roles and responsibilities. Results are presented in Table 27, which shows that most institutions/courses were rated as effective. It is significant to note, however, that the majority of executives have not attended the Federal Executive Institute (FEI), despite the fact that, for the past few years, attendance has been mandatory for all newly appointed executives. When responses to this item were further analyzed, it was found that 7 percent of the executives reported that they had attended none of the institutions/courses listed; 27 percent, one; 23 percent, two; and 43 percent, three or more--with an average number of 2.4. Some of these training experiences, however, might have been only a 1-day session. Data from the CSC Executive Inventory Record also showed a low level of training participation by civilian executives--26 percent reported that they had never been sent to any major training institute or course, including technical training courses.

Table 27
Management/Executive Training Programs
Attended by Civilian Executives

Program	Percentage Attending (N = 210)	Average ^a Effectiveness Rating	S.D.
Within-command seminars, programs, or courses	44	3.3	1.0
Federal Executive Institute	42	4.0	1.0
CSC courses	35	3.4	1.0
Other	25	3.9	1.0
Brookings Institution	22	3.7	1.1
Defense Management Course (Monterey)	18	3.3	1.1
OCP courses	18	3.3	1.0
University programs (e.g., Sloan, Harvard)	17	4.5	0.7
Industrial College of the Armed Forces	6	4.1	0.8
Naval War College	4	4.3	0.7
National War College	1	5.0	--

^aBased on a 5-point rating where 5 = Very effective and 1 = Not effective.

In the interviews, civilian executives indicated that there were many factors that discouraged them from participating in training programs. The major factor is their inability to take time away from the regular job because of pressure to produce. Other factors include (1) the perception that participation is not related to promotions or high

performance ratings, (2) a fear of being displaced if training requires leaving one's job temporarily, and (3) unwillingness to move if training requires geographic mobility. There are also factors that discourage commands from allowing their executives to participate, the most important of which, again, is the inability to spare employees under conditions of personnel shortages. These factors also were reported as adversely affecting the training participation of GS-13 through 15 employees.

Military interviewees see a need for more development of present and future civilian executives, noting that military officers receive far more development than comparable level civilians, in terms of both training hours and on-the-job, experiential development. They also made the following observations:

1. Since civilian personnel administration is localized in each organization (as opposed to military personnel administration, which is centralized), civilians who accept temporary assignments may jeopardize their positions and chances for promotion within their parent organizations.

2. The civilian personnel administration system discourages individuals from attending training, because it has no ready mechanisms for covering the workload of a civilian who leaves for training.

3. The separation of civilian and military manpower planning contributes to the problem, since it means that the military has little vested interest in the training of civilians.

Military respondents (M-I-1) were asked to indicate those factors that limited the participation of civilian executives in formal, classroom training; and civilian respondents (A-II-7, B-II-7), those factors that limited their participation. Seventy-seven percent of the military respondents listed job demands, and 21 percent, the attitudes of supervisors or other superiors. Over two-thirds of the civilian respondents reported that their participation was limited by job demands and/or time constraints; and another 25 percent, that they did not need such training.

Questionnaires also included items on the amount of time available for training (A-II-8,9; B-II-8,9). Forty-eight percent of civilian respondents reported that the maximum consecutive amount of time in a given year they could take off from the present job to attend training was 2 weeks or less. Regarding the maximum total amount of time in a given year that civilian executives could take off for training, 28 percent reported periods of 2 weeks or less. Clearly, long-term training program attendance presents difficulties for civilian executives.

Civilian respondents (A-II-15, B-II-15) were asked what was being done in an organized way to further develop the management skills of personnel in their commands. Sixty-six percent reported that their commands conduct or participate in within-command seminars, programs, and courses; 80 percent, in outside short-term courses, seminars, and conferences; 67 percent, in other seminars and courses within the government; 45 percent, in long-term (9 months or more) graduate school training programs; 55 percent, in graduate school courses; 68 percent, in professional meetings; and 16 percent, in job rotation programs. Only 12 percent reported that little or nothing is being done.

In regard to the attitude of top management toward managerial and executive development, 73 percent of civilian respondents (A-II-14, B-II-14) report that it is supportive; 13 percent, that it is neutral; and 14 percent, that it is nonsupportive.

Military executives (M-I-4) had a more favorable attitude: 95 percent report that the attitude of top management was either highly or moderately supportive toward such development.

Four percent of civilian respondents (A-II-25) reported that executives they know are not at all involved in the career development of junior employees; 43 percent, that they are slightly involved; and 53 percent, that they are moderately or highly involved. Only 45 percent, however, report that employees in their command feel positively about training and development opportunities available (B-IV-1). In responding to an open-ended questionnaire item (A-II-17, B-II-17) dealing with the main reasons why they did not do more to foster subordinate training and development, 25 percent said that they already did a lot; and 4 percent did not respond. The remaining 71 percent indicated that they did not do more because of (1) a lack of time, (2) a heavy workload, (3) budget/funding restrictions, or (4) personnel shortages.

Respondents (A-II-22) were asked to rank a number of proposed systems for training and development of individuals to fill future executive positions. In response, 40 percent gave the highest ranking to making opportunities for executive training and development available to everyone; 31 percent, to developing an informal high potential program whereby supervisors invest training resources in employees they believe have executive potential; 21 percent, to using a formal high potential system whereby individuals are selected at the GS-12 to 13 levels and given preferential opportunities for executive development; and 8 percent, to "other" systems.

Executive Training and Development Needs

Interviewees were asked what they thought present and future executives needed in the way of executive development and training. In general, civilian executives tended to prefer on-the-job experiences and development. They felt that, although formal management training (such as the FEI) had some value, classroom training was not adequate by itself for understanding the complexity of the Navy/DoD environment.

With regard to technical training, some executives said that much of the available training is too detailed. They indicated that they needed survey courses to update them in their technical or functional specialties: Although many of these specialties are changing rapidly, they are too busy with managerial and administrative activities to keep up-to-date by conventional means (e.g., by reading journals).

Specific training needs identified in the interviews included: (1) information on how the Navy works both formally and informally (i.e., procedures needed to accomplish tasks and the key organizational components and personnel), (2) broader understanding of the total Navy/DoD system, (3) periodic updating of technical skills to combat obsolescence, (4) methods to enhance personal flexibility and persuasiveness in order to deal both with military counterparts and an increasingly heterogeneous workforce, (5) a better understanding of Civil Service rules and regulations, (6) procedures on how to manage in a minimal growth environment, and (7) training in time management. Interview information generally reinforced the importance of knowing how the Navy and DoD works (e.g., the budget process, personnel practices and policies), largely because of the increasing procedural complexity of the federal government. Since most executives have relevant academic backgrounds and have worked in a technical area throughout their careers, technical training is not considered especially critical. Refresher training and technical updates, however, especially in areas of rapid technological change, are considered important for keeping up with the state-of-the-art.

On the civilian questionnaires (A-II-2, B-II-2), executives were asked how much they knew about accomplishing things in the system when they assumed their present job and, if they did not know as much as they needed, what sources they used to gain the knowledge. Seventy-seven percent said they knew most of what they needed to know. Of those who responded to the second question, 61 percent said they learned from superiors; 63 percent, from peers; and 50 percent, from formal courses.

Civilian respondents were also asked in an open-ended item (A-II-1, B-II-1) to describe the kind of training that they felt they themselves needed. Fifteen percent did not respond, implying that they do not need training; another 18 percent explicitly said none was required. The remaining 66 percent provided a total of 269 responses. These responses were content analyzed, resulting in the following percentage distribution:

1. Management or skills training (e.g., techniques and principles of management, personnel administration, financial management, program planning, interpersonal skills)--43 percent.
2. Systems training; and government/DoD practices (e.g., DoD policies and directives, R&D management, weapons system acquisition)--16 percent.
3. Technical training--16 percent.
4. Job rotation, sabbaticals, and on-the-job training--10 percent.
5. Formal management training (e.g., FEI)--7 percent.
6. Computer training--6 percent.
7. Miscellaneous--2 percent.

A further analysis of responses to this item showed that the majority of those who indicated they have no training and development needs or did not respond (33 percent of the sample) plan to retire within the next 5 years. Further, in comparing responses of executives in R&D and non-R&D career fields, it was found that those in R&D report a higher need than those in non-R&D for systems training (17 vs. 8%) and for technical training (21 vs. 2%). This result reflects the greater importance of sponsor interface and technical problem-solving job activities in R&D career positions, and suggests the advisability of allowing both command and individual discretion regarding training participation.

In a similar vein, both civilian and military executives (A-II-13, B-II-13, M-I-3) were asked to describe the kind of technical or managerial training needed to improve the current effectiveness of present executives they know. Seven percent of the civilian executives indicated that civilian executives need no management training or development; and 13 percent did not respond. Among those who felt training was required, 46 percent of the civilians listed management training (e.g., management techniques and principles, interpersonal relations, employee motivation); 12 percent, technical training and updates; 10 percent, government or military knowledge (e.g., CSC regulations, Navy and DoD procedures); and 9 percent, formal management training (e.g., FEI). Forty-one percent of the military respondents listed management training, 27 percent government or military knowledge; 9 percent, technical training; and 8 percent, formal management training. Fifteen percent did not respond.

Civilian executives (A-II-18, B-II-18) were also asked what kind of training or development should be provided to scientists or engineers moving into their first managerial position. Sixty-five percent listed management training or development; 15 percent, military or government knowledge; and 10 percent, formal management training. Ten percent did not respond.

Finally, the civilian respondents (A-II-19 and 20) were asked to rate 14 general topics and 30 specific topics as to their importance for prospective Navy civilian executives. Results are provided in Table 28. As shown, communication and interpersonal-type skills are seen as the most important general subjects; and RDT&E management, project management, and the role and functions of DoD as the most important specific topics.

Finally, to determine how executives feel about various management techniques, civilian respondents (B-VI-3) were presented with a list of 14 techniques and asked to rate them in terms of their usefulness to their present job. Results are provided in Table 29.

In summary, executives perceive a need for training in two broad areas: technical and managerial, especially the latter. Technical development is needed primarily to keep up-to-date. Since many executives work in rapidly changing fields, they believe they need broad survey courses in the state-of-the-art rather than specific or detailed technical training. Management development is needed in the following areas: management training (e.g., behavioral science, employee motivation, interpersonal relations), skills training (time management, personnel administration, financial management, contracting), and systems training (e.g., knowledge about policies, rules, and key people both in and out of the Navy). Only 18 percent of civilian executives have either obtained or are presently pursuing any type of business or management degree at any level and approximately 50 percent plan to leave federal service during the next 5 years. Thus, the training and development of future executives appears to be an important issue.

Job Rotation as a Developmental Strategy

CSC Executive Inventory data showed that a majority of civilian executives have been in only one agency or bureau and that relatively few have changed jobs in the past 5 years; and interview and questionnaire data, that many Navy civilian executives have a narrow background.

In light of this limited mobility, civilian and military respondents were asked (A-II-16, B-II-16, M-I-5) to indicate the major factors that inhibited civilian personnel in their command from engaging in rotational assignments. Sixty-five percent of the civilian respondents indicated that such personnel were unwilling to move; 49 percent, that they were unwilling to leave their present job because of its interest; 47 percent, that they were afraid of being displaced in the command while gone (i.e., returning to a less desirable job); 31 percent, that they believed that fewer rewards are given to those who take a rotational assignment, and 30 percent, that they were too technically specialized. Eighty-two percent of the military respondents indicated that civilian personnel were unwilling to move for family or personal reasons; 52 percent, that they were afraid of being displaced; 32 percent, that they were unwilling to leave their present job; and 23 percent, that they were too technically specialized.

Table 28

Subjects Ranked in Order of Importance for Prospective
Navy Civilian Executives

Topic	Mean ^a (N = 106)	S.D.
General		
Written communication skills.	5.7	1.3
Interpersonal skills.	5.7	1.2
Public speaking/briefing skills.	5.1	1.5
Financial management.	4.9	1.5
Government policy and operations.	4.6	1.7
Periodical technical updates.	4.4	1.7
Time management.	4.4	1.7
Stress management.	4.2	1.7
How to manage in a no-growth or slow-growth environment.	4.2	2.1
Organizational/administrative theory.	4.0	1.8
Behavioral science for managers.	4.0	1.9
Military tactics and strategy.	3.0	1.8
Military protocol.	2.6	1.4
Labor-management relations (unions).	2.2	1.5
Specific		
RDT&E management.	5.0	1.9
Project management.	5.0	1.7
Role and functions of DoD as they affect Navy.	5.0	1.7
Navy/DoD PPBS.	4.7	1.9
Weapons system acquisition and procedures.	4.7	1.9
Civil Service rules and regulations.	4.5	1.8
Contracting procedures, laws, and policies.	4.3	1.8
Systems analysis.	4.3	1.7
Test and evaluation.	4.3	1.7
Procurement policy and procedures.	4.3	1.6
Manpower planning.	4.3	1.9
EEO issues and procedures.	4.2	1.9
Reliability, maintainability, and quality of weapons systems.	4.1	1.9
Cost-benefit analysis.	4.0	1.8
Congress as it affects Navy.	4.0	1.8
Role and functions of GAO and OMB as they affect Navy.	4.0	1.8
Systems effectiveness engineering.	4.0	1.7
Integrated logistics support.	4.0	1.8
Operations within private industry.	3.9	2.0
Contract administration.	3.7	1.7
Engineering economics.	3.5	1.6
Financial auditing.	3.4	1.8
Personnel and administrative auditing.	3.4	1.6
Role and function of other federal agencies.	3.4	1.9
Facilities planning.	3.2	1.7
White House Staff as it affects Navy.	3.1	1.7
How to deal effectively with foreign nationals.	2.7	1.6
Foreign military sales.	2.7	1.7
Military personnel rules and regulations.	2.3	1.3
Role and function of state and local governments.	2.0	1.3

^aBased on a 7-point scale where 1 = Not important and 7 = Very important.

Table 29
Mean Usefulness Ratings for Management Techniques

Management ^a Technique	Mean ^b (N = 104)	Standard Deviation
Building teamwork	4.5	0.9
Match of job and person	4.4	0.8
Performance appraisal	4.0	1.0
Direct conflict resolution	3.9	1.1
Technical education/training	3.8	1.1
Job redesign, job enrichment	3.7	1.2
Interpersonal education/training	3.5	1.3
Variations in leadership techniques	3.2	1.3
Administration of rewards and punishments	3.2	1.3
Distribution of authority	3.2	1.3
Management by objectives	3.1	1.3
Change communication patterns	3.0	1.2
Social control	3.0	1.2
Operations research techniques	2.3	1.2

^aFrom the Management Techniques Inventory (Broedling, Githens, & Reidel, 1977).

^bBased on a 5-point scale where 5 = Very useful and 1 = Not at all useful.

Although 71 percent of civilian respondents (A-II-21) agreed that rotational assignments would be more beneficial if given to personnel early rather than late in their careers, only 34 percent agreed that such assignments should be required before personnel are promoted to the GS-14 level. Sixty-two percent (A-II-28) indicated that the proposal to rotate some laboratory scientists and engineers into Naval Material Command headquarters or systems command positions on a temporary, 1- or 2-year basis was an excellent or good idea; and 10 percent, that it was not a good idea. The remainder were not aware of the proposal.

Eighty percent (A-II-10, B-II-10) reported that they would consider a rotational assignment, and indicated that they would be motivated by a new challenge, the opportunity to learn and to develop a broadening perspective, and the opportunity for increased responsibility.⁵ With respect to kinds of rotational assignments they considered

⁵Although this response appears to contradict that given to Item A-III-2 (see page 31), it appears that respondents interpreted this item as referring to rotation within the Navy rather than across federal agencies.

beneficial, respondents (A-II-11, B-II-11) gave a wide variety of responses (e.g., within DoD, outside of DoD, into technical management or R&D areas, and into headquarters commands). No single pattern emerges, suggesting that rotational assignments should be designed to meet individual needs and requirements. Finally, in regard to the concept of executive sabbaticals (A-II-12, B-II-12), 66 percent were favorable; 26 percent, unfavorable; and 8 percent, neutral.

Attitudes Toward Training and Development Issues

Both military and civilian respondents (A-II-21, M-I-6) were asked to indicate how much they agreed with a variety of questions dealing with training and development issues. Attitudes toward these issues, many of which had been identified during the interviews, are important because they may influence participation in training as well as participation of subordinates. Eighty-six percent of the civilians agreed that knowing Navy procedures is essential to executive effectiveness; 92 percent, that training in persuasive skills would be useful; 69 percent, that training in coping with stress would be useful; and 67 percent, that executives need training on CSC rules and regulations. Only 23 percent agreed that a significant part of their performance evaluation is based on the extent to which they develop subordinates, although, in response to another item (A-II-24), they indicated that 20 percent of their performance evaluation should be based on this factor. Table 30, which presents the mean responses to items dealing with training and development by civilian and military executives, shows that the two groups differed significantly in responses to 7 of the 13 items included in both questionnaires.

Executive Selection

Since executive selection and appraisal issues were raised in the interviews, both military and civilian questionnaires (A-III-21, M-II-7) included an open-ended item asking respondents whether the present executive selection system should be improved. In response, 68 and 41 percent of military and civilian executives respectively indicated that some changes were necessary. Changes suggested by military executives included (1) ensuring that selection procedures are objective and that favoritism and "politics" are eliminated, (2) updating executive selection standards and criteria, and (3) speeding up the selection process with an emphasis on increased decentralization. Those suggested by civilians included (1) eliminating favoritism and political selections, (2) broadening advertising processes for candidates, and (3) speeding up the selection process.

Civilian executives were asked (A-III-15) to rank the importance of a number of criteria for getting promoted at executive levels. Seventy-six percent ranked competence or ability as most important; and an additional 13 percent, personal relationships. Very few ranked seniority and work output as most important. When asked (A-III-20) to indicate whether future executives should be selected based on expertise in a technical specialty or managerial experience, they reported that both factors should receive approximately equal weight.

Over three-quarters of civilian respondents (A-III-16) felt that the majority of future executives should be selected from within the Navy. When asked to indicate why executive positions are filled with people from outside the Navy (A-III-17), 61 percent indicated that it was the need to introduce new blood and fresh ideas; 51 percent, the need for specialized technical expertise; 50 percent, the lack of internally qualified candidates; and 38 percent, political considerations. With respect to selection criteria for future executives from inside or outside the Navy (A-III-19), civilian executives felt that criteria were about the same (in terms of being stringent) for both groups.

Table 30
 Military and Civilian Executives' Attitudes Toward
 Training and Development

Item ^a	Civilian Executives (N = 104)		Military Executives (N = 66)		Significance
	Mean ^b	S.D.	Mean ^b	S.D.	
1. Knowing Navy procedures is essential to an executive's effectiveness to operate in the Navy bureaucracy.	5.8	1.1	--	--	--
2. Training in persuasive skills would be useful to the executive.	5.8	1.2	5.2	1.6	*
3. Executives need training on how the Navy and DoD operate.	5.1	1.4	5.1	1.6	--
4. Training in coping with stress would be useful to most executives.	5.0	1.5	5.2	1.5	--
5. Military and civilian executives should be trained together.	4.9	1.5	5.6	1.5	*
6. Executives need training on CSC rules and regulations.	4.9	1.6	6.0	1.3	*
7. Executives place a major emphasis on getting the present job done and therefore devote insufficient time to self-development activities geared to future needs.	4.9	1.6	5.3	1.3	--
8. My immediate superior is actively committed to training and development of subordinates.	4.8	1.7	--	--	--
9. In order to improve executive effectiveness, rotational assignments for executives should be strongly encouraged.	4.2	1.9	4.9	2.0	*
10. Most executives do not have enough time to participate in their own development and training.	4.1	1.9	3.8	2.0	--
11. Management skills cannot be trained in the classroom; they are gained by experience.	3.9	1.6	3.2	1.5	*
12. Most executives have the necessary skills and knowledge to counsel their subordinates about their careers.	3.9	1.5	--	--	--
13. A significant part of my performance evaluation is based on the extent to which I train and develop my subordinates.	3.4	1.7	5.7	1.1	*
14. A centralized approach to management and executive development (e.g., programs run by OCP, CSC) is preferable to a decentralized approach where each command is given resources to develop its own program.	3.3	1.8	3.6	2.0	--
15. There are few rewards for executives to develop their own subordinates.	3.2	2.1	--	--	--
16. Formal training programs for executives are generally a waste of time.	3.0	1.8	2.2	1.3	*
17. There is a reluctance among executives to develop subordinates beyond the requirements of their current jobs due to the increased likelihood of losing their competent people.	3.0	1.7	3.4	1.8	--

Note. In the above items, "executive(s)" refers to civilians.

^aItem Nos. 1, 8, 12, and 15 were not included in the military questionnaire.

^bBased on a 7-point scale where 7 = Strongly agree and 1 = Strongly disagree.

*p < .05.

Finally, when asked if there were significant numbers of people in GS-15 positions who are currently doing jobs that should really be executive level positions (A-III-11), 38 percent said "No," and 34 percent, "only a few."

Skill, Knowledge, and Ability Requirements of the Executive Job: An Integration

Table 31 provides a listing of personal characteristics, job activities, and training/development required under five skill/ability categories. Information in this table was based on the following sources:

1. Characteristics--These personal characteristics, which had been identified as important to civilian executives in the interviews, were included in the civilian questionnaire (A-V-1 through 30). Respondents were asked to indicate how important they felt they were to the executive job (see Table 24).

2. Job Activities--During the interviews, information was obtained as to the type of activities executives perform. Fifty of these activities were included in the civilian questionnaire (A-I-1 and B-I-1). Respondents were asked to indicate how important they felt each of these activities was to the successful performance of their job (see Table 3).

3. Training/Development Topics--Lists of 14 general topics and 30 specific topics were included in the civilian questionnaire (A-II-19 and 20). Respondents were asked to indicate how important they felt each of these topics was to prospective executives (see Table 28).

The five skill/ability categories in Table 31 were derived logically by grouping the sets of selected characteristics, job activities, and training development topics. These skill/ability categories are defined as follows:

1. Administrative/managerial skills--Refers to the capability of executives to view the organization systemically, to allocate resources effectively, and to develop and exercise a corporate outlook and approach.

2. Interpersonal/leadership skills--Associated with effective interactions with members of one's organization (superiors, peers, and subordinates) and with individuals external to the command. Leadership skills also include the abilities to use employee incentives, to listen, to communicate, and to sell one's ideas. While these skills are generally developed through practice and experience, they can be enhanced by studying and understanding human behavior in the organizational setting.

3. Technical skills--Refers to those technical qualifications required in the Navy shore establishment. At the executive level, these skills become less important than administrative/managerial and interpersonal/leadership skills.

4. Environmental/informational skills--Refers to the ability to deal with the external environment of the organizational unit, to use this information to coordinate activities within the command, and to guide the total organizational effort in a way that is in keeping with external events.

5. Miscellaneous personal skills, knowledge, and abilities--Self-explanatory.

Using the information presented in Table 31, it is possible to determine what training and development executives believe is needed, to design effective executive selection and performance appraisal systems, and to make decisions about executive selection, development, and appraisal.

Table 31

Skills, Knowledge, and Abilities Required by Navy Civilian Executive Jobs

Personal Characteristic ^a Requirements	Job Activity ^b Requirements	Training/Development ^c Topic Requirements
Administrative/Managerial Abilities		
1. Ability to plan, direct, and evaluate the work of your unit (6.2).	1. Determining long-range plans and priorities (5.8).	1. RDT&E management (5.0).
2. Ability to create an environment in which subordinates work effectively (6.1).	2. Allocating your own time (5.7).	2. Project management (5.0).
3. Critical thinking; questioning methods and techniques that others take for granted (6.1).	3. Allocating resources among programs or units (5.7).	3. Financial management (4.9).
4. Ability to undertake systematic planning (5.7).	4. Participating in defining command strategies and policies (5.3).	4. Navy/DoD PPBS (4.7).
5. Ability to efficiently process routine paperwork and other organizational demands (5.2).	5. Taking immediate action in response to a crisis or "fire drill" (5.1).	5. Civil Service rules and regulations (4.5).
6. Time management ability (5.1).	6. Resolving conflicts either within your unit or between your unit and other organizational components (4.9).	6. Time management (4.4).
7. Crisis management ability (4.9).	7. Preventing the loss or threat of loss of resources valued by your unit (4.8).	7. Contracting procedures, laws, and policies (4.3).
8. Knowing budgeting and finance (4.6).	8. Defending unit projects and activities to other groups (4.7).	8. Procurement policy and procedures (4.3).
	9. Implementing the directives of higher authorities (4.4).	9. Manpower planning (4.3).
		10. Stress management (4.2).
		11. How to manage in a no-growth or slow-growth environment (4.2).
		12. EEO issues and procedures (4.2).
		13. Organizational/administrative theory (4.0).
Interpersonal/Leadership Skills		
1. Ability to communicate verbally (orally) (6.4).	1. Evaluating the quality of subordinate job performance (5.8).	1. Written communication skill (5.7).
2. Ability to communicate in writing (6.3).	2. Providing guidance and direction to your subordinates (5.8).	2. Interpersonal skills (5.7).
3. Listening carefully to others (6.2).	3. Keeping members of your unit informed of relevant information through meetings, conversations, and dissemination of written information (5.6).	3. Public speaking/briefing skills (5.1).
4. Ability to sell one's ideas; persuasiveness (6.1).	4. Attending to staffing requirements in your unit (5.4).	4. Behavioral science for managers (4.0).
5. Coolness under stress (6.0).	5. Attending to the training and development needs of your employees (4.7).	5. How to deal effectively with foreign nationals (2.7).
6. Flexibility (6.0).	6. Programming work for your unit and assigning people to work on it (4.7).	
7. Patience (5.6).		

^aFrom Civilian Questionnaire Form A, Part V, Items 1-30; rated as to importance to executive jobs in Table 24; rating received, based on a 7-point scale, where 1 = Not important and 7 = Very important, shown in parentheses.

^bFrom Civilian Questionnaire Forms A and B, Part I, Item 1; rated as to importance to executive job performance in Table 3; rating received, based on a 8-point scale, where 0 = Not important and 7 = Great deal of importance, shown in parentheses.

^cFrom Civilian Questionnaire Form A, Part II, Items 19 and 20; rated as to importance to prospective executives in Table 28; rating received, based on a 7-point scale, where 1 = Not important and 7 = Very important, shown in parentheses.

Table 31 (Continued)

Personal Characteristic ^a Requirements	Job Activity ^b Requirements	Training/Development ^c Topic Requirements
Technical Skills		
1. Technical ability in your specialty (e.g., science, engineering, personnel, financial management) (6.2).	1. Judging the accuracy and utility of technical programs and proposals (5.3).	1. Weapons system acquisition and procedures (4.7).
2. Good memory for facts (5.3).	2. Providing technical quality control through the review process (5.1).	2. Periodical technical updates (4.4).
3. Keeping up-to-date in your technical specialty (5.2).	3. Consulting with others on technical matters (4.6).	3. Systems analysis (4.3).
		4. Test and evaluation (4.3).
		5. Reliability, maintainability, and quality of weapon systems (4.1).
		6. Systems effectiveness engineering (4.0).
Environmental/Informational Skills		
1. Developing and maintaining sponsor and consumer satisfaction (5.6).	1. Learning about fleet requirements and needs (5.6).	1. Role and functions of DoD as they affect Navy (5.0).
	2. Keeping abreast of who is doing what in your unit or command (5.2).	2. Government policy and operations (4.6).
	3. Staying tuned to what is going on in outside organizations, including the professional and scientific communities (4.9).	3. Congress as it affects Navy (4.0).
	4. Keeping sponsors, consumers, or other important governmental groups informed about your unit's activities and capabilities (4.9).	4. Role and functions of GAO and OMB as they affect Navy (4.0).
	5. Developing personal relationships with people outside your unit who sponsor your work or services (4.8).	
Misc. Personal Skills, Knowledge, and Abilities		
1. Being achievement-oriented (5.8).		
2. Willingness to take risks (5.5).		
3. Ability to reach conclusions with a minimum of information (5.2).		
4. Willingness to question directives or orders from above (5.1).		
5. Ability to recognize when you are licked on a given matter (4.8).		

^aFrom Civilian Questionnaire Form A, Part V, Items 1-30; rated as to importance to executive jobs in Table 24; rating received, based on a 7-point scale, where 1 = Not important and 7 = Very important, shown in parentheses.

^bFrom Civilian Questionnaire Forms A and B, Part I, Item 1; rated as to importance to executive job performance in Table 3; rating received, based on a 8-point scale, where 0 = Not important and 7 = Great deal of importance, shown in parentheses.

^cFrom Civilian Questionnaire Form A, Part II, Items 19 and 20; rated as to importance to prospective executives in Table 28; rating received, based on a 7-point scale, where 1 = Not important and 7 = Very important, shown in parentheses.

CONCLUSIONS

The following conclusions are based on the judgments of the personnel and organizational psychologists who conducted the study and the perceptions of the civilian and military executives who participated.

1. To describe and understand executive behavior, researchers must understand the functioning of the Navy shore establishment in terms of its complexity, centralized decision making, and job-sharing characteristics. Executives cited numerous demands on their time and expertise that arise from the structure of the Navy/DoD system. For example, civilian executives felt that they were hindered by increasing centralization of authority, while both civilian and military executives thought they needed training in working effectively within a mixed civilian-military agency and understanding Civil Service rules and regulations. Thus, policies for the management of civilian executives must take into account the characteristics of the total system.

2. Executive selection, development, and appraisal systems can be designed around a common core of skills, knowledge, and abilities required by those in executive jobs. In the past, selection, development, and appraisal have frequently been conducted independently of one another, with differing sets of criteria being employed. One of the major products of this study is a list of the skills, knowledge, and abilities that can be used as criteria for all three processes (see Table 31).

RECOMMENDATIONS

Recommendations are made for (1) selecting, developing, and appraising the performance of Navy civilian executives; (2) modifying the job environment to give full play to the executives' capabilities; and (3) planning future research to extend the usefulness of this study. In these recommendations, it is assumed that some of the skills, knowledge, and abilities considered necessary to executive effectiveness can be acquired through training and development.

Selection

1. The executive selection process should be accelerated and/or initiated earlier to avoid the problem caused by vacant executive positions. Since executive positions are very important to organizational functioning, vacancies create strain on the organization. Thus, in addition to speeding up selection, executives who plan to retire should be encouraged to identify themselves as soon as possible so that sufficient time is available for the selection process. Ideally, there should be an overlap period for the old and new incumbent in order to pass down the corporate memory, particularly in instances where the selection is made from outside the organizational unit. Because of ceiling point restrictions, however, regulations would have to be modified to allow for a given amount of time when the "extra" person would not be charged against ceiling. A smooth succession could also be assured by temporarily retaining the retiree as a consultant or by having him or her work for a specified period of time on a part-time basis.

2. Technical qualifications should be treated as necessary but not sufficient selection criteria. Under the present system, civilian executives manage within their technical or functional specialty rather than rotating. Since most tasks at the executive level are managerial and administrative rather than technical, applicants should be screened to identify those with acceptable levels of technical expertise, and selection made among the remaining candidates based on managerial and administrative ability. This is particularly important since the implementation of the Senior Executive Service (SES) may encourage civilian executives to be general rather than specialized managers.

3. A distinction should be drawn between present and potential job performance. One of the difficulties in management selection is that the higher level job may require skills that are not required in the jobs the candidates currently hold. Therefore, the candidates' potential for demonstrating those skills must be assessed. Although the assessment center, one of the best known technologies available for conducting such assessment, is expensive, it may well prove worthwhile. The information collected in the present study could aid in the development of the content of an assessment center program. Another available approach is to depend less on the selection process and more on the probationary process in which new SES members have 1 year in which to demonstrate ability to function adequately as an executive.

Training and Development

1. Executive training and development programs should be based on identified training needs of the executive job. Although executives spend most of their time in management, leadership, or administrative activities, relatively few have had academic training in these areas. This highlights a major training need for both prospective and current executives, which includes not only general management knowledge and skills (e.g., decision-making, communication, interpersonal skills), but also specific information relevant to the Navy organization (e.g., Civil Service Rules, PPBS). Due to the increasing procedural complexity of the federal government, executives also need training regarding policies and rules and knowledge about government or military practices.

2. The level of participation in training and development should be increased. To increase training participation, it is necessary to provide prospective trainees with adequate training resources and incentives, along with information on (a) training and development programs and (b) how participation in such programs is related to improved individual and organizational effectiveness. In view of the pressure to produce, alternatives to formal, classroom training (e.g., experiential on-the-job assignments and special work assignments) should be developed to allow individuals to engage in developmental activities while on the job.

3. Civilian professionals should be made aware of executive job demands. Individuals in the Navy's civilian professional ranks, particularly those who aspire to being executives, should be made aware of the nature and demands of the executive job. For example, they should know that most executive tasks are managerial and that very few executives are senior scientists (i.e., the dual career ladder does not extend into the executive ranks). A better understanding of executive job requirements would enable them to make more informed decisions with respect to their own training and career development.

4. The civilian-military relationship should be improved. In view of the importance of the civilian-military relationship to effective organizational performance, training and development programs should be designed to prepare the military executive for initial shore establishment assignment. Further, the civilian-military relationship might be improved by jointly training civilian and military executives and by training military personnel in the sharing, where appropriate, of such functions as civilian personnel management, public relations, budget planning, and labor relations (Kay, 1977). Programmed instruction should be given to the military executives to prepare them for managing the Navy shore establishment, particularly since many of them do not interface professionally with civilians until they reach the O-6/flag rank.

5. Potential future executives should be provided with more and broader developmental experiences. Some military executives feel that civilian executives are too parochial and lack a corporate perspective and an understanding of fleet needs. To provide future executives with broader developmental experiences, they should be encouraged earlier in their careers to increase the variety of their assignments and job experiences.

6. Mid-level employees should be encouraged to develop managerial skills. Mid-level employees should have the opportunity to develop their skills in areas that are especially important for successful performance at the higher GS levels, such as those needed to recognize and cope with the complex organizational context of the Navy environment. In addition to formal management training, the individual should be directly exposed to the informal structure and processes of the larger organizational system. This requires the recognition of supervisor responsibilities for subordinate training and the introduction of effective training incentives.

Performance Appraisal

1. An executive performance appraisal system should be developed based on identified job requirements. Appraisal factors should be based upon objective, job-related behaviors and activities rather than upon personality traits or broad performance categories. Analyses of the executive job should be conducted to ensure that agreement can be reached regarding what the individual must do to meet job requirements and thus permit job performance to be accurately evaluated. Appraisal should recognize the

common activities and skills that are important at the executive level, as well as unique activities or skills that vary by organizational location (headquarters vs. field) and career field.

2. Feedback processes from the fleet and from sponsors should be expanded. Since many executive jobs involve a service or a product that is either process-oriented or takes a long time before it reaches the fleet, it may be necessary to develop more effective multiple feedback channels from the fleet and from different sponsors.

3. Recognize the complexity of the executives' job environment. The present study has emphasized that the perceived complex environmental context of the executive job and the military-civilian relationship have a strong effect on executive functioning. Most executives are in line rather than staff functions, and their performance depends in part upon whether they can acquire and maintain a sufficient workforce and manage their resources without undue constraint. Therefore, performance appraisal systems should take into account the possibility that short-notice constraints, restrictions, and personnel reductions will affect the executive's ability to meet goals.

Executive's Job Environment

1. The position classification system should be modified. The fact that there is so much job sharing and job variety at the executive level suggests that the one-person/one-job position description approach to management and classification may be inappropriate. Under the provisions of the SES, an opportunity exists to modify this traditional approach.

2. Mechanisms should be developed to maintain the corporate memory of civilian executives. Because the projected wave of retirements by 1983 may pose a serious threat to the corporate memory, it is necessary to determine the best methods for developing those likely to replace those who retire.

3. Review the types of positions civilian executives fill. The present allocation of executive positions may not take sufficient advantage of the continuity and corporate memory that can be provided by civilian executives. For example, because of the long-range nature of such projects as weapons systems development, and the resulting need for continuity, consideration should be given to choosing civilian rather than military executives to manage some of these projects.

4. The whole pattern of executive utilization should be scrutinized in light of the SES, which purports to enhance such utilization by affording opportunities for broader experiences and assignments. In an organization like DoD, where there is already a great deal of mobility on the part of military executives, the application of SES could cause problems.

Future Research

Studies should be made of the following:

1. The job requirements and training needs of (a) military executives (with particular emphasis on their relationship to civilians) and (b) the Navy's GS-13 through 15 managerial population.

2. The importance of civilian executives' corporate memory and how this knowledge can be transmitted to ensure smooth succession.

3. The effectiveness of and methods for improving current training and development for Navy civilian executives.

4. The usefulness and generalizability of results reported in the present study both to DoD and other federal agencies.

REFERENCES

- Bayton, J. A., & Chapman, R. L. Making managers of scientists and engineers. The Bureaucrat, 1972, 1, 1-19.
- Booz, Allen, & Hamilton, Inc. Review of Navy R&D management: 1946-1973. Contract No. N00014-74-C-0251, 1976.
- Broedling, L. A., Githens, W. H., & Riedel, J. A. Assessment of managers' attitudes toward management techniques. Academy of Management Proceedings, 1977, 16-20.
- Broedling, L. A., & Lau, A. W. Executive Summary: Navy Civilian Executive Study (NPRDC Spec. Rep. 79-10). San Diego: Navy Personnel Research and Development Center, January 1979.
- Burns, T. Management in action. Operational Research Quarterly, 1957, 8, 45-60.
- Campbell, J. P., Dunnette, M. D., Lawler, E. E., III, and Weick, K. E., Jr. Managerial behavior, performance, and effectiveness. New York: McGraw-Hill, 1970.
- Clement, S. D., & Ayres, S. D. A matrix of organizational leadership dimensions (Leadership Series, Monograph No. 8). Fort Benjamin Harrison, IN: U.S. Army Administration Center, 1976.
- Ellison, R. L., Abe, C., & Fox, D. G. The Job Activities Description (JAD) Questionnaire: An analysis of time spent on and importance of managerial duties. Salt Lake City, UT: Institute for Behavioral Research in Creativity, 1978.
- Fayol, H. Administration Industrielle et Generale. Paris, Dunod, 1916. Translated in 1950.
- French, J. R. P., Jr., & Raven, B. H. The bases of social power. In D. Cartwright (Ed.), Studies in Social Power, 118-149, University of Michigan Press, 1959.
- Gibb, C. A. Leadership. In Lindzey, G. and Aronson, E. (Eds.), The handbook of social psychology, Reading, PA: Addison-Wesley, 1969.
- Harrison, A. M. The operational definition of managerial roles. (Unpublished Doctoral dissertation), University of Cape Town, 1978.
- Hemphill, J. K. Job descriptions for executives. Harvard Business Review, 1959, 37, 55-67.
- Horne, J. H., & Lupton, T. The work activities of middle managers. Journal of Management Studies, 1965, 1, 14-33.
- Katzell, R. A., Barrett, R. S., Vann, D. H., & Hogan, J. M. Organizational correlates of executive roles. Journal of Applied Psychology, 1968, 52, 22-28.
- Kay, H. N. Managing the shore establishment. U.S. Naval Institute Proceedings, December 1977.
- Leshko, T. J., & Vosseteig, C. E. An approach to the identification of the potential executive. (Master of Science Thesis), Naval Postgraduate School, 1975.

- Ley, D. A. An empirical examination of selected work activity correlates of managerial effectiveness in the hotel industry using a structured observation approach. (Unpublished doctoral dissertation), University of New Hampshire, 1978.
- McCall, M. W., Morrison, A. M., & Hannan, R. L. Studies of managerial work: Results and methods (Tech. Rep. No. 9). Greensboro, NC: Center for Creative Leadership, 1978.
- McCall, M. W., & Lombardo, M. M. Leadership: Where else can we go? Durham, NC: Duke University Press, 1978.
- Mintzberg, H. The nature of managerial work. New York: Harper and Row, 1973.
- Mintzberg, H. The manager's job: Folklore and fact. Harvard Business Review, 1975, 53, 49-61.
- Morse, J. J., & Wagner, F. R. Measuring the process of managerial effectiveness. Academy of Management Journal, 1978, 21, 23-25.
- Rizzo, J. R., House, R. J., & Lirtzman, S. I. Role conflict and ambiguity in complex organizations. Administrative Science Quarterly, 1970, 15, 150-163.
- Stanley, D. P. The higher civil service. Washington, DC: The Brookings Institution, 1964.
- Stewart, R. Managers and their job. London: MacMillan, 1967.
- Stewart, R. Contrasts in management. London: McGraw-Hill, 1976.
- Stogdill, R. M. Handbook of leadership: A survey of theory and research. New York: The Free Press, 1974.
- Tornow, W. W., & Pinto, P. R. The development of a managerial taxonomy: A system of describing, classifying, and evaluating executive positions. Journal of Applied Psychology, 1976, 61, 410-418.
- U.S. Civil Service Commission. Executive manpower in the federal service, 1976.
- Veldman, D. Fortran programming for the behavioral sciences. New York: Holt, Rinehart, and Winston, 1967.
- Whitely, W. T. Nature of managerial work revisited. Academy of Management Proceedings, 1978, 195-199.

APPENDIX
QUESTIONNAIRES USED IN STUDY

Civilian Questionnaire, Form A (Page A-1)
Civilian Questionnaire, Form B (Page A-23)
Military Questionnaire (Page A-41)

FORM A

NAVY CIVILIAN EXECUTIVE WORK QUESTIONNAIRE

INSTRUCTIONS

Definitions of terms used in this questionnaire:

Your command - the overall organization in which you work, e.g., NAVMAT, OPNAV, BUMED, NSWC, NWC, OCP.

Your unit - That organizational segment which falls under you or for which you have responsibility, e.g., a department or branch. If you are organizationally at the top of a command, then your command and your unit are one and the same.

Executive - Unless otherwise specified, this means Navy civilian executives, i.e., those who are in GS-16, 17, 18 or equivalent Public Law positions in the career Civil Service.

Do not put your name on the questionnaire. When you have completed the questionnaire, mail it back in the enclosed return envelope. At the same time, return the enclosed postcard separately in the mail to acknowledge that you have completed your questionnaire.

Privacy Act Statement

Under the authority of 57SC301, as reflected in OPNAV Notice 5450 of 17 April 1975, information is requested regarding your personal opinions and attitudes. The information will be used for statistical purposes only. In no case will an individual's response be used in making decisions affecting him or her personally. You are not required to provide this information; your participation is voluntary.

I. JOB CONTENT

1. Below are a number of activities that may be required of your job. (1) How much time do you spend on the average in each activity? (2) How important is each activity to you in the successful conduct of your work (regardless of how much time it takes)?

Use the two scales at the top of the page, one on which to estimate how much of your time you spend doing the activity, and one on which to indicate the activity's importance to you. By marking an "0" you would indicate that you spend no time doing that activity or that it has no importance to you. The higher numbers indicate a great deal of time spent or a great deal of importance. Write the appropriate numbers in to the left of each item.

<u>Time</u>							<u>Importance</u>							
None							Great Deal							
0	1	2	3	4	5	6	0	1	2	3	4	5	6	7

Time Importance

- | | | |
|---|---|--|
| — | — | Allocating resources (manpower, money, material) among programs or units. |
| — | — | Attending to staffing requirements in your unit, such as hiring, firing, promoting, recruiting. |
| — | — | Keeping abreast of who is doing what in your unit or command. |
| — | — | Making yourself available to "outsiders" (such as consumers, sponsors, the public) who want to go to "the person in charge." |
| — | — | Attending to the training and development needs of your employees. |
| — | — | Keeping sponsors, consumers or other important governmental groups informed about your unit's activities and capabilities. |
| — | — | Exploiting or initiating opportunities to improve or expand as a unit. |
| — | — | Gathering information from or about sponsors and consumers. |
| — | — | Touring your own command's staffs and facilities, including field activities. |
| — | — | Negotiating labor-management agreements or dealing with union representatives. |
| — | — | Handling formal grievances. |
| — | — | Providing guidance and direction to your subordinates |

Time Importance

- | | | |
|---|---|--|
| — | — | Joining boards, organizations, clubs, or doing public service work which might provide useful, work-related contacts. |
| — | — | Keeping professional colleagues informed about your unit. |
| — | — | Taking immediate action in response to a crisis or "fire drill." |
| — | — | Staying tuned to what is going on in outside organizations, including the professional and scientific communities. |
| — | — | Developing new contacts by answering requests for information. |
| — | — | Maintaining supervision over planned changes to improve your unit. |
| — | — | Developing personal relationships with people outside your unit who sponsor your work or services. |
| — | — | Answering letters or signing documents as an official representative of your unit. |
| — | — | Escorting and briefing official visitors. |
| — | — | Keeping the general public informed about your unit's activities, plans, or capabilities. |
| — | — | Dealing with previously ignored problems (ones which people have known to exist but avoided) which have come to a head. |
| — | — | Determining the long-range plans and priorities of your unit. |
| — | — | Participating in defining command strategies and policies. |
| — | — | Keeping members of your unit informed of relevant information through meetings, conversations, and dissemination of written information. |
| — | — | Defending your unit's projects and activities to other groups. |
| — | — | Monitoring output of formal management information systems, including productivity measures and cost accounting records. |
| — | — | Evaluating the outcomes of internal improvement projects. |
| — | — | Participating alone or on a team in atypical negotiations with outsiders. |
| — | — | Identifying and solving complex engineering or scientific problems yourself. |
| — | — | Consulting with others on technical matters. |
| — | — | Implementing the directives of higher authorities. |

Time Importance

- | | | |
|---|---|--|
| — | — | Learning about fleet requirements and needs. |
| — | — | Evaluating the quality of subordinate job performance and providing recognition, encouragement or criticism. |
| — | — | Negotiating with groups outside your command for necessary materials, support, commitments, etc. |
| — | — | Negotiating with groups internal to your command for necessary materials, support, commitments, etc. |
| — | — | Allocating your own time. |
| — | — | Integrating subordinates' goals (e.g., Individual Development Plans, career goals, work preferences) with the command's work requirements. |
| — | — | Programming work for your unit (what is to be done, when, and how) and assigning people to work on it. |
| — | — | Working with people to see that necessary contracts get negotiated. |
| — | — | Attending business meetings or social gatherings as an official representative of your unit or command. |
| — | — | Transmitting ideas and information from your outside contacts to appropriate people inside your command. |
| — | — | Preventing the loss or threat of loss of resources valued by your unit. |
| — | — | Resolving conflicts either within your unit or between your unit and other organizational components. |
| — | — | Attending outside conferences or meetings. |
| — | — | Participating in EEO activities and responsibilities. |
| — | — | Directing a technical project or subproject. |
| — | — | Providing technical quality control through the review process. |
| — | — | Judging the accuracy of approach and utility of technical programs and proposals. |

2. How much of your unit's total business is done under contract?

- | | |
|------------------|------------|
| A. Less than 10% | F. 51-60% |
| B. 10-20% | G. 61-70% |
| C. 21-30% | H. 71-80% |
| D. 31-40% | I. 81-90% |
| E. 41-50% | J. 91-100% |

3. To what extent does your job require you to get involved in scientific or engineering technical details?
 - A. To a great extent
 - B. To a moderate extent
 - C. To a small extent
 - D. Not at all

4. To what extent do you have influence over budgeting within your unit?
 - A. To a great extent
 - B. To a moderate extent
 - C. To a small extent
 - D. Not at all

5. To what extent do you have influence over budgeting outside your own unit?
 - A. To a great extent
 - B. To a moderate extent
 - C. To a small extent
 - D. Not at all

6. How often do you have to testify before Congress in your present job?
 - A. Never
 - B. Once or twice a year
 - C. Three or four times a year
 - D. Five or more times per year

7. How much do you communicate and interact with Congressmen and their staffs in your present job apart from formal testimony?
 - A. Never
 - B. Once or twice a year
 - C. Three or four times a year
 - D. Five to ten times a year
 - E. More than ten times a year

8. Does giving briefings and tours to official visitors interfere with your ability to do your job effectively?
 - A. A great deal
 - B. A moderate amount
 - C. Slightly
 - D. Not at all because I do not have too much of it
 - E. Not at all because I consider it an integral part of my job

II. TRAINING AND DEVELOPMENT

1. What training or development do you feel you need, including informal development such as on-the-job assignments?

2. When you assumed your present job, how much did you already know about accomplishing things in the system?

- A. Almost all I needed to know
 B. Most of what I needed
 C. A moderate amount
 D. Very little

3. If you did not know as much as you needed to know about how to accomplish things in the system, what sources did you learn from? (Check as many as apply)

<input type="checkbox"/> Superiors	<input type="checkbox"/> Formal courses
<input type="checkbox"/> Peers	<input type="checkbox"/> Persons external to your command
<input type="checkbox"/> Subordinates	<input type="checkbox"/> Others in your command
<input type="checkbox"/> Self-study	<input type="checkbox"/> Other (write in) _____

4. What management/executive training programs have you attended? Indicate the year attended and the overall effectiveness in preparing you for executive roles and responsibilities.

	When (Year)	Not Effective				Very Effective
<input type="checkbox"/> Federal Executive Institute	_____	1	2	3	4	5
<input type="checkbox"/> Brookings Institute	_____	1	2	3	4	5
<input type="checkbox"/> National War College	_____	1	2	3	4	5
<input type="checkbox"/> Industrial College of the Armed Forces	_____	1	2	3	4	5
<input type="checkbox"/> University programs (e.g., Sloan, Harvard)	_____	1	2	3	4	5
<input type="checkbox"/> Defense Management Course (Monterey)	_____	1	2	3	4	5
<input type="checkbox"/> Naval War College	_____	1	2	3	4	5
<input type="checkbox"/> CSC courses	_____	1	2	3	4	5
<input type="checkbox"/> OCP courses	_____	1	2	3	4	5
<input type="checkbox"/> Within command seminars, programs, or courses	_____	1	2	3	4	5
<input type="checkbox"/> Other _____	_____	1	2	3	4	5

5. Have you obtained or are you pursuing any type of business or management degree?
- A. Yes. If yes, specify _____
- B. No
6. If you entered the executive ranks from outside the Navy, what training and development needs did you have when you entered? _____
- _____
7. What factors limit your participation in formal, classroom training? (Check as many as apply)
- Lack of need for formal training
- Demands of my job
- Time constraints
- Attitude of my supervisor or other superiors
- Other (write in) _____
8. What is the maximum consecutive amount of time you could take off from your present job to attend training? _____
9. What is the maximum total amount of time in a given year you could take off from your present job to attend training? _____
10. If you would consider job rotation, what incentives would motivate you to rotate your executive position? _____
- _____
11. If you would consider job rotation, what kind of rotational assignment would be most beneficial to you? _____
- _____
12. What is your opinion about the concept of sabbaticals for executives? _____
- _____
13. What kind of technical or management training and development is needed to improve current effectiveness of the Navy civilian executives you know? _____
- _____
14. Within your command, what is the attitude of top management toward managerial and executive development generally?
- A. Highly supportive
- B. Moderately supportive
- C. Neutral
- D. Moderately nonsupportive
- E. Highly nonsupportive

15. What is being done in an organized way to further develop the management skills of personnel in your command? (Check as many as apply)

- Little or nothing
- Within command seminars, programs, and courses
- Outside short-term courses, seminars, conferences
- Other seminars and courses within the government
- Full-time graduate school attendance (9 months or more)
- Graduate school courses
- Attendance at professional meetings
- Rotation among jobs
- Correspondence courses
- Other (write in) _____

16. What are the major factors which you think inhibit personnel in your command from engaging in rotational assignments? (Check as many as apply)

- Not wanting to be geographically mobile
- Not wanting to leave present job because of its interest
- Fear of being displaced in the command while gone, i.e., returning to a less desirable job
- Suspicion that fewer rewards (e.g., promotions, awards, good assignments) are given by the command to those who take rotational assignments
- Not wanting to move to a high cost of living area at same pay level
- Not being adequately reimbursed for moving and relocation costs
- Too highly technically specialized
- Other (write in) _____

17. What are the main reasons that you do not do more than you already do to foster training and development of subordinates? _____

18. What kind of training or development should be provided to the scientist or engineer who is moving into his or her first managerial position? _____

19. Rate the following general subjects on their importance for prospective Navy civilian executives in your command to learn about.

Not at all Important			Somewhat Important			Very Important
1	2	3	4	5	6	7

- Government policy and operations
- Periodical technical updates
- Organizational/administrative theory
- Public speaking/briefing skills
- Written communication skills
- Interpersonal skills
- Financial management
- Stress management
- Labor-management relations (unions)
- Behavioral science for managers
- Time management
- Military protocol
- Military tactics and strategy
- How to manage in a no growth or slow growth environment
- Other (write in) _____

20. Rate the following specific subjects on their importance for prospective executives in your command to learn about.

- Navy/DoD PPBS
- RDT&E management
- Weapons system acquisition and procedures
- Contracting procedures, laws and policies
- Contract administration
- Civil Service rules and regulations
- EEO issues and procedures
- Military personnel rules and regulations
- Cost-benefit analysis
- Systems analysis
- Project management
- Congress as it affects Navy
- White House staff as it affects Navy
- Role and functions of GAO and OMB as they affect Navy
- Role and functions of DoD as they affect Navy
- Role and function of other federal agencies (Specify which: _____)
- Role and function of state and local governments
- Reliability, maintainability and quality of weapon systems
- Financial auditing
- Personnel and administrative auditing
- Engineering economics
- How to deal effectively with foreign nationals
- Systems effectiveness engineering
- Test and evaluation
- Procurement policy and procedures
- Integrated logistic support
- Facilities planning
- Foreign military sales
- Manpower planning
- Operations within private industry
- Other (write in) _____

21. Rate the following statements using this scale.

Strongly Disagree			Neutral			Strongly Agree
1	2	3	4	5	6	7

- Management skills cannot be trained in the classroom; they are gained by experience.
- Formal training programs for executives are generally a waste of time.
- Most executives do not have enough time to participate in their own development and training.
- Knowing Navy procedures is essential to an executive's effectiveness to operate in the Navy bureaucracy.
- There are few rewards for executives to develop their own subordinates.
- Training in persuasive skills would be useful to the executive.
- Training in coping with stress would be useful to most executives.
- Military and civilian executives should be trained together.
- Executives need training on CSC rules and regulations.
- In order to improve executive effectiveness, rotational assignments for executives should be strongly encouraged.

- Rotational assignments would be more beneficial if given to personnel early rather than late in their careers.
- Executives need training on how the Navy and DoD operates.
- My immediate superior is actively committed to training and development of subordinates.
- A significant part of my performance evaluation is based on the extent to which I train and develop my subordinates.
- Most executives have the necessary skills and knowledge to counsel their subordinates about their careers.
- There is a reluctance among executives to develop subordinates beyond the requirements of their current jobs due to the increased likelihood of losing their competent people.
- Executives place a major emphasis on getting the present job done and therefore devote insufficient time to self-development activities geared to future needs.
- A centralized approach to management and executive development (e.g., programs run by OCP, CSC) is preferable to a de-centralized approach where each command is given resources to develop its own program.
- Before promotion to the GS-14 level, participation in a rotational assignment should be required.

22. Rank order the following systems to train and develop individuals to fill future executive ranks. (Assign the best system a rank of "1".)

- A formal "high potential" program in which individuals are selected at the GS-12/13 levels and given preferential opportunities for executive development.
- An informal "high potential" program in which supervisors invest more executive training and development resources in the individuals they believe have the best potential to reach and fill executive positions.
- No differential investment of executive training and development resources; these resources should be evenly divided.
- Make opportunities for executive training and development available to everyone, and let the most eager and assertive rise to the top.
- Other _____

23. Is there a maximum amount of time an executive can stay in the same job before losing the necessary vitality and effectiveness?

- A. No
- B. Depends primarily on the individual
- C. Yes. How many years on the average? _____

24. What percentage of executives' performance ratings should be based on the extent to which they encourage the development of personnel in their units? _____

25. How involved are executives you know in the career development of less experienced employees?

- A. Highly involved
- B. Moderately involved
- C. Slightly involved
- D. Not at all involved

26. In order to train and develop future executives, how important is it to be able to accurately forecast executive billet requirements?
- A. Very
 - B. Somewhat
 - C. Slightly
 - D. Not at all
27. Presently there is no formal career development program for civilian scientists and engineers in the Navy. Do you believe there is a need for one?
- A. Definitely
 - B. Possibly
 - C. No
 - D. Not sure
28. How do you feel about the CNM proposal to rotate some lab scientists and engineers into CNM and the systems commands on a temporary, one to two year basis?
- A. Not aware of this proposal
 - B. An excellent idea
 - C. Good idea but needs modification. How? _____
 - D. Not a good idea

III. PERSONNEL ISSUES

1. What is your opinion of the general concept of a Federal Executive Service Corps, in which a select group of executives would rotate across federal agencies and be kept in the Corps on a renewable contract basis?
- A. Excellent
 - B. Good, but requires some modification
 - C. O.K., but requires a great deal of modification
 - D. Very bad
 - E. No opinion
 - F. Have never heard of this concept
2. If you would not consider participating in a Federal Executive Service Corps, why not? (Circle as many as apply)
- A. Not applicable, I would consider participating.
 - B. I do not want to be geographically mobile.
 - C. My skills are too technically specialized.
 - D. I am not interested in changing jobs.
 - E. I am not interested in leaving my present organization.
 - F. I am too close to leaving the federal civil service.
 - G. Other (write in) _____

9. Overall, to what extent are executives actively committed to affirmative action and EEO principles?
- A. Very committed
 - B. Pretty committed
 - C. Slightly committed
 - D. Not at all committed
10. What do you think of the proposal by the CSC to implement affirmative action in the executive ranks by making non-career executive appointments for women and minorities who would fill them on a two-year trial period?
- A. Excellent idea
 - B. Good idea
 - C. Neutral
 - D. Poor idea
 - E. Very bad idea
 - F. Don't know enough about it to answer
11. Do you feel there are significant numbers of people in GS-15 positions who are doing jobs that should really be executive level positions?
- A. Yes, a large number
 - B. Yes, a moderate number
 - C. Yes, a few
 - D. No
 - E. Not sure
12. Do you see the nature of your job changing significantly in the next five years?
- A. My job will be the same.
 - B. My job functions will be the same only with more pressure to produce.
 - C. My job functions will probably change. Specify how: _____
-
13. In the next five years, how will the Civil Service change? (Circle all those that apply)
- A. It will be about the same.
 - B. The number of full time, permanent employees will be reduced.
 - C. The number of full time, permanent employees will be increased.
 - D. There will be more part-time (permanent) employees.
 - E. It will be more demanding of employees.
 - F. It will be less demanding of employees.
 - G. It will be more unionized.
 - H. It will provide less job security.
 - I. Other (write in) _____
14. Should the present system in which executives have return rights only to their command or area of competition be changed, and if so, how? _____
-
-

15. Rank order the following in terms of importance in getting promoted at executive levels. (Assign the most important rank of "1".)

- Seniority
- Competence or ability
- Personal relationships
- The department you're in
- Work output
- Other _____

16. What proportion of new executives should be selected from within the Navy vs. outside the Navy (e.g., from industry or other governmental agencies)?

- A. None, as long as there are qualified candidates from within the Navy
- B. Less than 10%
- C. 10 - 20%
- D. 21 - 30%
- E. 31 - 40%
- F. 41 - 50%
- G. 51 - 60%
- H. 60% or above

17. What are the major reasons why executive positions are filled with people from outside the Navy? (Check as many as apply.)

- The requirement to introduce new blood and fresh ideas
- The lack of internal qualified candidates
- The requirement to introduce specialized technical expertise
- Political considerations

18. If you know about the Civilian Executive Management Board, evaluate the system (including the sub-panels) on the following dimensions using this scale:

Very Unsatisfactory			Neutral				Very Satisfactory
1	2	3	4	5	6	7	
<input type="checkbox"/>							Ability to decide which positions are most worthy of being executive positions
<input type="checkbox"/>							Ability to determine the most qualified candidates for such positions
<input type="checkbox"/>							Designing plans and programs for executive training and development

19. Criteria for selection of new executives from outside the Navy are:

- A. More stringent than for inside applicants
- B. Less stringent than for inside applicants
- C. About the same for both groups of applicants
- D. Do not know

20. Future executives should be selected on the basis of:

- Expertise in a technical specialty
 - Managerial experience
 - Other _____
- 100%

21. Should the present executive selection system be improved? _____
 If yes, how should it be improved? _____

IV. MILITARY/CIVILIAN RELATIONSHIPS

For each statement, indicate how true you believe it to be, using this seven point scale.

- | | Not at all
True | | | Partly
True | | | Very
True | Don't
Know
DN |
|--|--------------------|---|---|----------------|---|---|--------------|---------------------|
| | 1 | 2 | 3 | 4 | 5 | 6 | 7 | |
1. ___ High-ranking military personnel in the shore establishment solicit advice from civilian executives on most important matters.
 2. ___ There is a productive partnership between military and civilian executives in commands where they work together.
 3. ___ High-ranking military personnel in my command make most of the important decisions by themselves.
 4. ___ Military personnel in the shore establishment are frequently not sufficiently informed, given their level of authority.
 5. ___ Civilian executives in the shore establishment are often treated as "second class citizens" by the high-ranking military.
 6. ___ Civilian executives have a sufficiently accurate perception of fleet requirements.
 7. ___ Military executives generally know more about what is best for the Navy than civilian executives.
 8. ___ The primary function of civilian managers and executives in Navy headquarters organizations is to supply the "corporate memory" of each command.
 9. ___ How civilian executives carry out their jobs varies a great deal and depends upon their relationship with particular military personnel.
 10. ___ Military personnel evaluate the job performance of other military using different criteria than they use to evaluate civilians.
 11. ___ Military more so than civilian executives resent the job protection afforded civilians by the Civil Service system.
 12. ___ Military and civilian executives in comparable positions get comparable compensation, all benefits considered.
 13. ___ Civilian executives are more often "clock watchers" and put in fewer working hours than do military executives.
 14. ___ Civilian executives should not desire to make final policy decisions; their role is strictly a staff one.
 15. ___ Civilian executives would be more fully utilized and trusted by military personnel if they had a broader range of job and organizational experience.

V. CHARACTERISTICS REQUIRED OF EXECUTIVES

Indicate the importance of the following to you in performing your job effectively. Rate each using this scale.

- | | Of No
Importance | | | Moderately
Important | | | Very
Important |
|-----|---------------------|---|---|-------------------------|---|---|-------------------|
| | 1 | 2 | 3 | 4 | 5 | 6 | 7 |
| 1. | ___ | | | | | | |
| 2. | ___ | | | | | | |
| 3. | ___ | | | | | | |
| 4. | ___ | | | | | | |
| 5. | ___ | | | | | | |
| 6. | ___ | | | | | | |
| 7. | ___ | | | | | | |
| 8. | ___ | | | | | | |
| 9. | ___ | | | | | | |
| 10. | ___ | | | | | | |
| 11. | ___ | | | | | | |
| 12. | ___ | | | | | | |
| 13. | ___ | | | | | | |
| 14. | ___ | | | | | | |
| 15. | ___ | | | | | | |
| 16. | ___ | | | | | | |
| 17. | ___ | | | | | | |
| 18. | ___ | | | | | | |
| 19. | ___ | | | | | | |
| 20. | ___ | | | | | | |

21. ___ Building a power base
22. ___ Knowing budgeting and finance
23. ___ Crisis management ability
24. ___ Time management ability
25. ___ Patience
26. ___ Coolness under stress
27. ___ Flexibility
28. ___ Being achievement-oriented
29. ___ Developing and maintaining social relationships with work associates
30. ___ Ability to recognize when you are licked on a given matter.

Rate how effectively Navy civilian executives you know perform the following ten activities.

- | | Not
Effectively | | Moderately
Effectively | | Very
Effectively |
|---|--------------------|---|---------------------------|---|---------------------|
| | 1 | 2 | 3 | 4 | 5 |
| 31. ___ Optimize the use of resources | | | | | |
| 32. ___ Develop and exercise a corporate outlook and approach | | | | | |
| 33. ___ Meet the goals and objectives of one's command | | | | | |
| 34. ___ Make and defend sound and timely decisions and recommendations which effectively balance the technical, managerial and political aspects of the command | | | | | |
| 35. ___ Assemble, develop, motivate and direct an effective staff and gain personal satisfaction through the efforts of others | | | | | |
| 36. ___ Receptive to new and diverse ideas and approaches and produce a productive and creative environment | | | | | |
| 37. ___ Interact effectively with all levels of management, employees, employee groups and outside organizations | | | | | |
| 38. ___ Actively support the achievement of equal opportunity in all areas of organizational endeavor | | | | | |
| 39. ___ Competently judge the technical accuracy and approach within a discipline or specialty | | | | | |
| 40. ___ Make sound judgments regarding the efficacy of technical programs and proposals and the utility of their end products | | | | | |

Rate the following statements in terms of how much you agree with each one.

- | | | | | | | | |
|--|----------------------|---|---|---------|---|---|-------------------|
| | Strongly
Disagree | | | Neutral | | | Strongly
Agree |
| | 1 | 2 | 3 | 4 | 5 | 6 | 7 |
41. ___ Executives must be indirect about power, and therefore usually have to use influence and persuasion to affect policy.
42. ___ Executives have substantial power within their own units.
43. ___ Executives have substantial power in the larger organizational components above them.
44. ___ Politics (which party occupies the Presidency and who are the key members of Congress) affects who gets selected for executive positions.
45. ___ Some executives use personal connections with Congressmen to enhance their power and accomplish their objectives.
46. ___ In getting ahead in your command, professional ability is not as important as building a power base.
47. ___ In your command, it is necessary to be very aggressive to gain support for your ideas.
48. ___ The best way to retain power is to act as if you do not have it.
49. ___ Power derives more from one's position in the formal organization than from one's personal qualities.
50. Rate the following factors in terms of how much they contribute to executives' power.

- | | | | | | | | |
|--|-------------------------|---|---|-----------------------|---|---|-------------------|
| | Not at all
Important | | | Somewhat
Important | | | Very
Important |
| | 1 | 2 | 3 | 4 | 5 | 6 | 7 |
- ___ Hard work
- ___ Access to information
- ___ One's formal position in the organization
- ___ Personal contacts and friendships
- ___ Control over money
- ___ Technical/professional knowledge
- ___ Administrative knowledge, i.e., knowledge of procedural requirements
- ___ Other (write in) _____

51. Distribute among 100% how much you rely on the different forms of power listed below.

- ___ Expert power based on your knowledge and experience
- ___ Reward power based on your ability to give rewards or otherwise make the job more pleasant for others
- ___ Coercive power based on your ability to punish or otherwise make the job more unpleasant for others
- ___ Legitimate power based on your rank and position in the official structure of the organization
- ___ Referent power based on your being liked, respected, and admired by others
- ___ Other (write in) _____

100%

VI. ORGANIZATIONAL ISSUES

1. How many hours per week on the average do you work at the office?
 - A. Under 40
 - B. 41-50
 - C. 51-60
 - D. 61-70
 - E. 71 or over

2. How many hours per week on the average do you work at home?
 - A. None
 - B. 1-5
 - C. 6-10
 - D. 11-20
 - E. 21 or over

3. How much pressure is there on you to produce?
 - A. A great deal
 - B. Moderate
 - C. Slight
 - D. Almost none

4. What are the main sources of job stress on you (circle as many as are applicable)?
 - A. Pressure from immediate supervisor
 - B. Frustration in the slowness of accomplishing anything
 - C. Lack of accurate information on how to get things done
 - D. Poor staff (as opposed to line) support
 - E. Not enough in-house employees
 - F. Pressure from external Navy organizations
 - G. Pressure from external non-Navy organizations
 - H. Other (write in) _____

5. How do you feel about the stress in your job?
 - A. I can handle it completely
 - B. Can handle it well
 - C. Can handle it moderately well
 - D. Poor at handling it
 - E. N/A - there is no stress in my job

Rate the following statements on a seven-point scale on whether you agree or disagree with each one.

- | | Strongly
Disagree | | | Neutral | | | Strongly
Agree |
|--|----------------------|---|---|---------|---|---|-------------------|
| | 1 | 2 | 3 | 4 | 5 | 6 | 7 |
6. ___ I have a clear concept of what the objectives are for my unit.
 7. ___ My superiors have a clear concept of what the objectives are for my unit.
 8. ___ My subordinates have a clear concept of what the objectives are for my unit.
 9. ___ I have a clear concept of how to measure the effectiveness of my unit.
 10. ___ I get adequate feedback as to how well my unit is performing.
 11. ___ Most civilians in this command feel positively about the training and development opportunities available.
 12. ___ I am given the authority necessary to do my job.
 13. ___ Morale is quite high in this command.
 14. ___ I have to spend too much time justifying my program and operations.
 15. ___ My judgment on work matters is trusted by my superiors.
 16. ___ There is good cooperation among departments in this command.
 17. ___ I usually have sufficient information to adequately direct my work and the work of my unit.
 18. ___ Most of what my unit does is decided upon within my command as opposed to requiring approval of outside organizations.
 19. If your unit does not have sufficient number of permanent staff to accomplish its workload, what has been the result? (Circle as many as apply.)
 - A. Not applicable, we do have sufficient in-house personnel
 - B. Reliance on contractors
 - C. Reliance on consultants
 - D. Reliance on temporary personnel
 - E. Not being able to completely fulfill our mission
 - F. Other (write in) _____

VII. BACKGROUND INFORMATION

1. What is the name of the command in which you work?

2. In generic terms, what is your job title?

3. Describe the general nature of the work done by your unit.

4. How many people total are in your unit? _____

5. How many people report directly to you (i.e., your official immediate subordinates)?

Number of civilians _____

Number of military _____

6. How many people report directly to you but are not your official subordinates (i.e., people to whom you give direction)?

Number of civilians _____

Number of military _____

7. What is the annual budget of your unit this year? _____

8. If you share the responsibilities of running a unit with others, excluding your own department or branch heads, who are they? (Check as many as apply)

- Military boss
- Military peer
- Military subordinate
- Civilian boss
- Civilian peer
- Civilian subordinate
- Other

9. Who is your immediate supervisor? (If you report directly to more than one person, mark more than one response).

- A. VADM, full ADM or equivalent
- B. RADM or equivalent
- C. CAPT
- D. GS-18
- E. GS-17
- F. GS-16
- G. PL
- H. Political appointee (non-career civilian)
- I. Other (write in) _____

10. How would you describe your job?

- A. Entirely line
- B. Mostly line; a little staff
- C. 50-50
- D. Mostly staff; a little line
- E. Entirely staff
- F. Impossible to characterize on this dimension

11. How many years ago did you get appointed to your first executive position? _____

12. How long have you held your present job? _____

13. In what academic field did you obtain the following degrees, if applicable?

B.A./B.S. _____

M.A./M.S. _____

Ph.D. _____

Other (specify) _____

14. What is your career field?

A. R&D (science or engineering)

B. Financial management

C. Intelligence

D. Logistics

E. Weapon systems acquisition

F. Personnel administration

G. Other (write in) _____

15. In how many years do you anticipate leaving the federal civil service? _____

THANK YOU VERY MUCH FOR YOUR COOPERATION
IN COMPLETING THIS QUESTIONNAIRE

FORM B

NAVY CIVILIAN EXECUTIVE WORK QUESTIONNAIRE

INSTRUCTIONS

Definitions of terms used in this questionnaire:

Your command - the overall organization in which you work, e.g., NAVMAT, OPNAV, BUMED, NSWC, NWC, OCP.

Your unit - That organizational segment which falls under you or for which you have responsibility, e.g., a department or branch. If you are organizationally at the top of a command, then your command and your unit are one and the same.

Executive - Unless otherwise specified, this means Navy civilian executives, i.e., those who are in GS-16, 17, 18 or equivalent Public Law positions in the career Civil Service.

Do not put your name on the questionnaire. When you have completed the questionnaire, mail it back in the enclosed return envelope. At the same time, return the enclosed postcard separately in the mail to acknowledge that you have completed your questionnaire.

Privacy Act Statement

Under the authority of 57SC301, as reflected in OPNAV Notice 5450 of 17 April 1975, information is requested regarding your personal opinions and attitudes. The information will be used for statistical purposes only. In no case will an individual's response be used in making decisions affecting him or her personally. You are not required to provide this information; your participation is voluntary.

I. JOB CONTENT

1. Below are a number of activities that may be required of your job. (1) How much time do you spend on the average in each activity? (2) How important is each activity to you in the successful conduct of your work (regardless of how much time it takes)?

Use the two scales at the top of the page, one on which to estimate how much of your time you spend doing the activity, and one on which to indicate the activity's importance to you. By marking an "0" you would indicate that you spend no time doing that activity or that it has no importance to you. The higher numbers indicate a great deal of time spent or a great deal of importance. Write the appropriate numbers in to the left of each item.

<u>Time</u>							<u>Importance</u>									
None							Great Deal			None			Great Deal			
0	1	2	3	4	5	6	7	0	1	2	3	4	5	6	7	

Time Importance

- | | | |
|---|---|--|
| — | — | Allocating resources (manpower, money, material) among programs or units. |
| — | — | Attending to staffing requirements in your unit, such as hiring, firing, promoting, recruiting. |
| — | — | Keeping abreast of who is doing what in your unit or command. |
| — | — | Making yourself available to "outsiders" (such as consumers, sponsors, the public) who want to go to "the person in charge." |
| — | — | Attending to the training and development needs of your employees. |
| — | — | Keeping sponsors, consumers or other important governmental groups informed about your unit's activities and capabilities. |
| — | — | Exploiting or initiating opportunities to improve or expand as a unit. |
| — | — | Gathering information from or about sponsors and consumers. |
| — | — | Touring your own command's staffs and facilities, including field activities. |
| — | — | Negotiating labor-management agreements or dealing with union representatives. |
| — | — | Handling formal grievances. |
| — | — | Providing guidance and direction to your subordinates |

Time Importance

- | | | |
|---|---|--|
| — | — | Joining boards, organizations, clubs, or doing public service work which might provide useful, work-related contacts. |
| — | — | Keeping professional colleagues informed about your unit. |
| — | — | Taking immediate action in response to a crisis or "fire drill." |
| — | — | Staying tuned to what is going on in outside organizations, including the professional and scientific communities. |
| — | — | Developing new contacts by answering requests for information. |
| — | — | Maintaining supervision over planned changes to improve your unit. |
| — | — | Developing personal relationships with people outside your unit who sponsor your work or services. |
| — | — | Answering letters or signing documents as an official representative of your unit. |
| — | — | Escorting and briefing official visitors. |
| — | — | Keeping the general public informed about your unit's activities, plans, or capabilities. |
| — | — | Dealing with previously ignored problems (ones which people have known to exist but avoided) which have come to a head. |
| — | — | Determining the long-range plans and priorities of your unit. |
| — | — | Participating in defining command strategies and policies. |
| — | — | Keeping members of your unit informed of relevant information through meetings, conversations, and dissemination of written information. |
| — | — | Defending your unit's projects and activities to other groups. |
| — | — | Monitoring output of formal management information systems, including productivity measures and cost accounting records. |
| — | — | Evaluating the outcomes of internal improvement projects. |
| — | — | Participating alone or on a team in atypical negotiations with outsiders. |
| — | — | Identifying and solving complex engineering or scientific problems yourself. |
| — | — | Consulting with others on technical matters. |
| — | — | Implementing the directives of higher authorities. |

Time Importance

- ___ ___ Learning about fleet requirements and needs.
- ___ ___ Evaluating the quality of subordinate job performance and providing recognition, encouragement or criticism.
- ___ ___ Negotiating with groups outside your command for necessary materials, support, commitments, etc.
- ___ ___ Negotiating with groups internal to your command for necessary materials, support, commitments, etc.
- ___ ___ Allocating your own time.
- ___ ___ Integrating subordinates' goals (e.g., Individual Development Plans, career goals, work preferences) with the command's work requirements.
- ___ ___ Programming work for your unit (what is to be done, when, and how) and assigning people to work on it.
- ___ ___ Working with people to see that necessary contracts get negotiated.
- ___ ___ Attending business meetings or social gatherings as an official representative of your unit or command.
- ___ ___ Transmitting ideas and information from your outside contacts to appropriate people inside your command.
- ___ ___ Preventing the loss or threat of loss of resources valued by your unit.
- ___ ___ Resolving conflicts either within your unit or between your unit and other organizational components.
- ___ ___ Attending outside conferences or meetings.
- ___ ___ Participating in EEO activities and responsibilities.
- ___ ___ Directing a technical project or subproject.
- ___ ___ Providing technical quality control through the review process.
- ___ ___ Judging the accuracy of approach and utility of technical programs and proposals.

II. TRAINING AND DEVELOPMENT

1. What training or development do you feel you need, including informal development such as on-the-job assignments?

2. When you assumed your present job, how much did you already know about accomplishing things in the system?

- A. Almost all I needed to know
- B. Most of what I needed
- C. A moderate amount
- D. Very little

3. If you did not know as much as you needed to know about how to accomplish things in the system, what sources did you learn from? (Check as many as apply)

- Superiors
- Peers
- Subordinates
- Self-study
- Formal courses
- Persons external to your command
- Others in your command
- Other (write in) _____

4. What management/executive training programs have you attended? Indicate the year attended and the overall effectiveness in preparing you for executive roles and responsibilities.

	<u>When</u> <u>(Year)</u>	<u>Not</u> <u>Effective</u>			<u>Very</u> <u>Effective</u>	
<input type="checkbox"/> Federal Executive Institute	_____	1	2	3	4	5
<input type="checkbox"/> Brookings Institute	_____	1	2	3	4	5
<input type="checkbox"/> National War College	_____	1	2	3	4	5
<input type="checkbox"/> Industrial College of the Armed Forces	_____	1	2	3	4	5
<input type="checkbox"/> University programs (e.g., Sloan, Harvard)	_____	1	2	3	4	5
<input type="checkbox"/> Defense Management Course (Monterey)	_____	1	2	3	4	5
<input type="checkbox"/> Naval War College	_____	1	2	3	4	5
<input type="checkbox"/> CSC courses	_____	1	2	3	4	5
<input type="checkbox"/> OCP courses	_____	1	2	3	4	5
<input type="checkbox"/> Within command seminars, programs, or courses	_____	1	2	3	4	5
<input type="checkbox"/> Other _____	_____	1	2	3	4	5

5. Have you obtained or are you pursuing any type of business or management degree?

- A. Yes. If yes, specify _____
- B. No

6. If you entered the executive ranks from outside the Navy, what training and development needs did you have when you entered? _____

7. What factors limit your participation in formal, classroom training? (Check as many as apply)
- Lack of need for formal training
 - Demands of my job
 - Time constraints
 - Attitude of my supervisor or other superiors
 - Other (write in) _____
8. What is the maximum consecutive amount of time you could take off from your present job to attend training? _____
9. What is the maximum total amount of time in a given year you could take off from your present job to attend training? _____
10. If you would consider job rotation, what incentives would motivate you to rotate your executive position? _____
11. If you would consider job rotation, what kind of rotational assignment would be most beneficial to you? _____
12. What is your opinion about the concept of sabbaticals for executives? _____
13. What kind of technical or management training and development is needed to improve current effectiveness of the Navy civilian executives you know? _____
14. Within your command, what is the attitude of top management toward managerial and executive development generally?
- A. Highly supportive
 - B. Moderately supportive
 - C. Neutral
 - D. Moderately nonsupportive
 - E. Highly nonsupportive
15. What is being done in an organized way to further develop the management skills of personnel in your command? (Check as many as apply)
- Little or nothing
 - Within command seminars, programs, and courses
 - Outside short-term courses, seminars, conferences
 - Other seminars and courses within the government
 - Full-time graduate school attendance (9 months or more)
 - Graduate school courses
 - Attendance at professional meetings
 - Rotation among jobs
 - Correspondence courses
 - Other (write in) _____

16. What are the major factors which you think inhibit personnel in your command from engaging in rotational assignments? (Check as many as apply)

- Not wanting to be geographically mobile
- Not wanting to leave present job because of its interest
- Fear of being displaced in the command while gone, i.e., returning to a less desirable job
- Suspicion that fewer rewards (e.g., promotions, awards, good assignments) are given by the command to those who take rotational assignments
- Not wanting to move to a high cost of living area at same pay level
- Not being adequately reimbursed for moving and relocation costs
- Too highly technically specialized
- Other (write in) _____

17. What are the main reasons that you do not do more than you already do to foster training and development of subordinates? _____

18. What kind of training or development should be provided to the scientist or engineer who is moving into his or her first managerial position? _____

III. JOB CHARACTERISTICS

1. How many hours per week on the average do you work at the office?

- A. Under 40
- B. 41-50
- C. 51-60
- D. 61-70
- E. 71 or over

2. How many hours per week on the average do you work at home?

- A. None
- B. 1-5
- C. 6-10
- D. 11-20
- E. 21 or over

3. Across 100%, how do you divide up your work time among the following?

- Alone
- With people in your organizational segment
- With people in other organizational segments of the Navy
- With people from other services or DoD
- With people from industry
- With people in general, taxpaying public
- Other (write-in) _____

100%

4. Allocate the following 100% in terms of the outside forces which influence you in doing your job.

Technical requirements
 Professional ethics and requirements
 Personal survival
 Organizational survival
 Navy requirements
 DoD requirements
 Presidential requirements
 Congressional requirements
 Public demands
 Media influence
 Budget
 Supervisor's requirements
 Other _____
100%

5. What percent of time do you spend on travel (i.e., on government orders)? _____

6. How much pressure is there on you to produce?

A. A great deal
B. Moderate
C. Slight
D. Almost none

7. What are the main sources of job stress on you? (Circle as many as are applicable.)

A. Pressure from immediate supervisor
B. Frustration in the slowness of accomplishing anything
C. Lack of accurate information on how to get things done
D. Poor staff (as opposed to line) support
E. Not enough in-house employees
F. Pressure from external Navy organizations
G. Pressure from external non-Navy organizations
H. Other (write in) _____

8. How do you feel about the stress in your job?

A. I can handle it completely
B. Can handle it well
C. Can handle it moderately well
D. Poor at handling it
E. N/A - there is no stress on my job

9. How many professional journals do you regularly read?

A. None
B. 1 to 3
C. 4 to 7
D. More than 7

10. Indicate how much you agree with the following statements using this scale.

Strongly Disagree			Neutral			Strongly Agree
1	2	3	4	5	6	7

- The greatest block to an executive doing his or her job is the constant barrage of fire drills.
- Socializing constitutes an important part of your job (e.g., cocktail parties, dinner parties, business lunches).
- In your job it is virtually impossible to set a work schedule and stick to it.
- Meetings burn up an unnecessary amount of time.
- You feel you know how well you are performing.
- It is important to you to have a clear idea of how well you are performing.
- Your job often requires "taking the heat" for others.
- Executives who have a technical/professional background are generally more loyal to the organization than to their profession.
- In your present position, you have at some time felt under the threat of having your position downgraded.
- The Navy's continual propensity to reorganize produces a threatening situation to many executives which curtails their ability to function at full effectiveness.
- You feel your unit or organization is chronically under the threat of being disestablished or significantly dismantled.
- Your daily work routine is fragmented with interruptions and unscheduled events.
- A significant part of your job involves educating the rotating military personnel regarding the work and the organization.
- You get the majority of information required to do your job from sources other than formal management information systems.
- Executive pay compression represents a significant de-motivating factor to you.

11. The statements listed below describe a number of job characteristics. You are asked to rate how true or untrue each characteristic is of your present job. Use this seven-point scale to assign your ratings:

Definitely not true of my job	Moderately untrue	Slightly untrue	Neither true nor untrue	Slightly true	Moderately true	Extremely true of my job
-3	-2	-1	0	+1	+2	+3

- I have to do things that should be done differently.
- I feel certain about how much authority I have.
- I receive an assignment without the manpower to complete it.
- Clear, planned goals and objectives for my job.
- I have to buck a rule or policy in order to carry out an assignment.
- I know that I have divided my time properly.
- I work with two or more groups who operate quite differently.
- I receive incompatible requests from two or more people.
- I know what my responsibilities are.
- I do things that are apt to be accepted by one person and not accepted by others.
- I know exactly what is expected of me.
- I receive an assignment without adequate resources and materials to execute it.
- Explanation is clear of what has to be done.
- I work on unnecessary things.

IV. COMMAND CLIMATE

1. Rate the following statements on a seven-point scale on whether you agree or disagree with each one. Command refers to the overall organization in which you work, e.g., NAVAIR, NAVMAT, NSWC. Unit refers to the organizational segment which falls under you or for which you have responsibility.

Strongly Disagree			Neutral			Strongly Agree
1	2	3	4	5	6	7

- Deadlines set for the work my unit does are reasonable.
- My unit is given adequate opportunity to come up with new ideas and ways of doing things.
- Most civilians in this command feel positively about the training and development opportunities available.
- I am given the authority necessary to do my job.
- Morale is quite high in this command.
- I am satisfied with present opportunities to utilize my specialized skills and education.
- My job allows me adequate opportunity to exercise my personal initiative and judgment in carrying out the work.
- During my annual performance review, I get very little useful information from my immediate supervisor.
- I have to spend too much time justifying my program and operations.
- My judgment on work matters is trusted by my superiors.
- There is good cooperation among departments in this command.
- In this command, formal methods of communicating are more utilized than are informal methods.
- My immediate supervisor(s) is usually willing to listen to my problems.
- I usually have sufficient information to adequately direct my work and the work of my unit.
- Most of what my unit does is decided upon within my command as opposed to requiring approval of outside organizations.
- The suggestions I make to my superiors receive fair evaluation.

2. If your unit does not have sufficient number of permanent staff to accomplish its workload, what has been the result? (Circle as many as apply.)

- A. Not applicable, we do have sufficient in-house personnel
- B. Reliance on contractors
- C. Reliance on consultants
- D. Reliance on temporary personnel
- E. Not being able to completely fulfill our mission
- F. Other (write in) _____

3. Use the following scale to indicate (1) how much decision-making power you do have, and (2) how much decision-making power you should have on each of the areas listed below.

		No Say	Moderate Amount of Say			A Great Deal of Say		
		1	2	3	4	5	6	7
Amount of say you <u>do</u> have	Amount of say you <u>should</u> have							
___	___	How you and your unit does its work						
___	___	Scheduling your own work activities						
___	___	Hiring of people						
___	___	Recognizing good and bad performance						
___	___	Promoting people						
___	___	What you should do when something unexpected happens						
___	___	Your own training and development						
___	___	The training and development of those in your unit						

V. ORGANIZATIONAL EFFECTIVENESS

1. Rate the following statements on whether you agree or disagree with each, using this scale.

Strongly Disagree				Neutral				Strongly Agree	Not Sure
1	2	3	4	5	6	7	NS		
___	Executives whom I know have a clear concept of what the objectives are for their command (for those at the top of their command, the next corporate level).								
___	Executives whom I know have a clear concept of the relationship between their unit's objectives and their command's objectives (or the next corporate level).								
___	Executives whom I know have to deal with some conflict between their unit's objectives and their command's objectives (or the next corporate level).								
___	Executives whom I know have to deal with some conflict between their unit's objectives and the Navy's objectives.								
___	I have a clear concept of what the objectives are for my unit.								
___	My superiors have a clear concept of what the objectives are for my unit.								
___	My subordinates have a clear concept of what the objectives are for my unit.								
___	I have a clear concept of what the objectives are for my command (for those at the top of their command, the next corporate level).								
___	I have a clear concept of how to measure the effectiveness of my unit.								
___	I have a clear concept of the relationship between my unit's objectives and the objectives of the fleet.								
___	The changeovers in administrations and in Congress make it difficult to have a stable set of objectives for my unit.								
___	It is difficult to obtain an adequate budget to run my unit.								
___	It is difficult to obtain adequate ceiling points to run my unit.								
___	I get adequate feedback as to how well my unit is performing.								
___	I sometimes find it necessary in my unit to compromise quality of output to meet demands for quantity.								

- During my annual performance review, I get very little useful information from my immediate supervisor.
- To be regarded as a good performer, it is more important that I put in long hours than it is necessary to meet unit objectives.
- There are effective methods in the Navy for developing replacements for current executives as the current executives leave the Civil Service.
- Others judge the effectiveness of my unit more in terms of smoothness and efficiency with which work is processed than in terms of final products.

Answer the items below using this scale of importance:

Not at all				Somewhat			Very
Important				Important			Important
1	2	3	4	5	6	7	

2. How important are the following to you as indicators of your unit's effectiveness?

- Increase in budget
- Timeliness of outputs
- Quantity of outputs
- Quality of outputs
- Relevance of output to consumer
- Positive feedback from outside
- Lack of complaints from outside
- Utilization of products
- Getting the regular paperwork and reports out
- Other (write in) _____

3. How important are the following outside groups to you in terms of judging your unit's effectiveness?

- OPNAV
- Congress
- Political appointees (e.g., SECNAV and ASNs)
- Presidential staff
- DoD
- Taxpaying public
- Fleet
- Mass media, e.g., newspapers
- Consumers/Sponsors
- Other (write in) _____

4. If your unit is part of a command (i.e., you are not at the head of your command), how much are you concerned about your own command's judgment of your unit's effectiveness vs. outside groups' judgments?

- A. Not applicable, am at head of command
- B. Entirely concerned with own command's judgments
- C. Mostly concerned with own command's judgments
- D. Equally concerned with judgments of own command and outside groups.
- E. Mostly concerned with outside groups' judgments
- F. Entirely concerned with outside groups' judgments

5. What are the "outcomes" or "signs" that indicate to you when you yourself have been successful on your job? _____

6. What are the "outcomes" or "signs" that indicate to you when you yourself have been unsuccessful on your job? _____
-
7. For work requirements which are not generated within your unit, who are the groups who identify and present your unit with work requirements? _____
-
8. If your unit is comprised of several discrete branches or departments, how much variation is there among the branches in terms of how well they do their jobs?
- A. Not applicable
 B. A great deal of variation
 C. A moderate amount of variation
 D. A slight amount of variation
 E. Virtually no variation
9. Rate your unit in terms of how well it does its job on the average on the dimensions below using the following scale.

Very Poor				Moderate			Excellent
1	2	3	4	5	6	7	

- ___ Productivity--amount and quality of work accomplished
- ___ Efficiency--amount and quality of work accomplished for the money and time spent
- ___ Responsiveness--ability of unit to start and complete work quickly
- ___ Adaptability--ability to meet changing conditions and demands
- ___ Consumer Satisfaction--extent to which users are satisfied with your unit's output
- ___ Sponsor Satisfaction--extent to which those who back your activities are satisfied with your unit's output
- ___ Satisfaction of other important groups in Navy/DoD/Congress
- ___ Overall job your unit does

10. For each statement, indicate how true you believe it to be, using this seven-point scale.

Not at all True				Partly True			Very True	Don't Know DN
1	2	3	4	5	6	7		

- ___ High-ranking military personnel in my command make most of the important decisions by themselves.
- ___ Civilian executives in the shore establishment are often treated as "second class citizens" by the high-ranking military.
- ___ High-ranking military personnel in the shore establishment solicit civilian executives' advice on most important matters.
- ___ There is a productive partnership between military and civilian executives in commands where they work together.
- ___ Military personnel evaluate the job performance of other military using different criteria than they use to evaluate civilians.
- ___ Civilian executives are more often "clock watchers" and put in fewer working hours than do military executives.
- ___ Civilian executives should not desire to make final policy decisions; their role is strictly a staff one.

VI. MANAGEMENT TECHNIQUES

1. Rate the following in terms of the extent to which each characterizes the activity that goes on in your unit

Not At All		Somewhat			Very	
Characteristic		Characteristic			Characteristic	
1	2	3	4	5	6	7

- Short-term reaction to crises
- Planning based on careful analysis of requirements
- Researching of questions given our unit
- Searching out problems
- Justifying problems selected to be handled
- Identifying alternative solutions
- Selecting solutions
- Solving problems (implementing solutions)
- Evaluating outcomes

2. How much do you tend to rely on the following as a source of information for work-related projects and/or problems?

Not at		Somewhat			Very	
All					Heavily	
1	2	3	4	5	6	7

- Periodical literature--journals published on a regular basis.
- Non-periodical literature--books, manuals, and other items which are not published on a regular basis.
- Vendors--representatives of, or documentation generated by suppliers or potential suppliers.
- Personal experience--ideas which you remember using previously in similar situations.
- Superiors' knowledge.
- Members of your own staff.
- Members of other staffs.
- Other (write in) _____

3. Rate each method in terms of its usefulness to you as a tool to employ in your present job.

Not At All		Moderately		Very Useful
Useful		Useful		
1	2	3	4	5

- Technical education/training - Send individuals to school or provide them with on-the-job training to remedy deficiencies in their technical skills or knowledge.
- Job redesign, job enrichment - Increase the job variety, increase the scope of responsibilities, decrease the amount of supervision, etc.
- Match of job and person - Make good person-job match by assigning or re-assigning people to jobs with which they would be compatible.

- ___ Variations in leadership techniques - Introduce variations in your leadership techniques.
- ___ Performance appraisal - Provide feedback to personnel regarding their weaknesses and strengths, good actions and mistakes.
- ___ Building teamwork - Take actions which would result in a work group functioning as a unified team with group loyalty rather than simply a loose collection of individuals.
- ___ Administration of rewards and punishments - Administrate tangible incentives, both positive and negative, e.g., liberal leave policy, parking spaces close to building, discipline, etc.
- ___ Change communication patterns - Modify the way in which information is reported, up or down the chain of command, either in terms of the form or the people in the communication chain.
- ___ Interpersonal education/training - Provide individuals with on-the-job exposure/guidance or send them to leadership training school to enhance their ability to relate to others and to work effectively with others.
- ___ Direct conflict resolution - Bring together (either directly or indirectly) those individuals or groups who are creating dysfunctional conflict to confront the issues and resolve them.
- ___ Social control - Use interpersonal peer influence, group norms, and supervisory influence to inform new personnel or reassigned personnel what their roles are and what is expected of them.
- ___ Distribution of authority - Modify the pattern of distribution of authority, e.g., moving the responsibility for certain decisions up or down in the hierarchy, centralizing or decentralizing, increasing or decreasing span of control, etc.
- ___ Management by objectives (MBO) - A formal system for management and employees to jointly set goals and keep track of the extent to which the goals are met.
- ___ Operations research techniques - Techniques of management science, e.g., queuing, linear programming, inventory control, etc.

VII. JOB SATISFACTION

Rate your satisfaction with these aspects of your job using the following scale:

- | Very
Dissatisfied | | Neutral | | | Very
Satisfied | |
|---|---|---------|---|---|---|---|
| 1 | 2 | 3 | 4 | 5 | 6 | 7 |
| 1. ___ Challenge, scope, variety of work. | | | | | 6. ___ Prestige of job. | |
| 2. ___ Sense of accomplishment. | | | | | 7. ___ Job security. | |
| 3. ___ Public service; sense of mission. | | | | | 8. ___ Having an impact on the Navy. | |
| 4. ___ Work associates. | | | | | 9. ___ Quality of supervision I receive. | |
| 5. ___ Freedom to work on my own. | | | | | 10. ___ Quality of output of people in my unit. | |

- | | |
|--|---|
| 11. ___ Amount of responsibility | 18. ___ Amount of influence. |
| 12. ___ Amount of decision-making authority. | 19. ___ Chance to do long-range planning. |
| 13. ___ Feedback on how well I am doing. | 20. ___ The respect I receive. |
| 14. ___ Demands placed on me by job. | 21. ___ Opportunities to use my skills, knowledge, and abilities. |
| 15. ___ Time it takes to accomplish work. | 22. ___ Opportunities to gain new skills, knowledge, and abilities. |
| 16. ___ Pay. | 23. ___ Recognition for the job I do. |
| 17. ___ Fringe benefits. | 24. ___ Ability to develop my employees. |

VIII. R & D ISSUES

1. The following four factors have been identified as trends in a study of the past 25 years in Navy R & D management. Rate on a seven-point scale (a) whether you see each trend as presently having an overall positive or negative effect on Navy R & D management, and (b) whether you see each trend as continuing or reversing itself in the future.

Negative Effect		<u>Effect</u>					Positive Effect		Trend Reversing		<u>Trend</u>				
		No Effect		Change							Continuing				
1	2	3	4	5	6	7	1	2	3	4	5	6	7		

Effect Trend

- | | | |
|-----|-----|---|
| ___ | ___ | Centralization and shift of authority upward |
| ___ | ___ | Creation of additional staffs and offices throughout the Navy having R & D responsibilities |
| ___ | ___ | Frequent reorganization and reformulation of the Navy R & D management framework |
| ___ | ___ | Proliferation of controls, restrictions, and procedures |

2. Describe how much you agree or disagree with the statements below, using this scale.

Strongly Disagree		Neutral			Strongly Agree	
1	2	3	4	5	6	7

- ___ There are adequate communication mechanisms for the R & D community to get their ideas about technological planning considered by the higher decision-making levels.
- ___ The Navy's ability to forecast future technology requirements is adequate.
- ___ The providing of long-range guidance to the R & D community by DoD, OPNAV, and NAVMAT inhibits technological innovation.
- ___ The present distribution of R & D funding between in-house, universities and industry is satisfactory.
- ___ In your command, scientists and engineers are aware of the administrative and managerial duties they will increasingly have to perform as they progress up the GS scale.

IX. BACKGROUND INFORMATION

1. What is the name of the command in which you work?

2. In generic terms, what is your job title? _____

3. Describe the general nature of the work done by your unit. _____

4. How many people total are in your unit? _____
5. How many people report directly to you (i.e., your official immediate subordinates)?
Number of civilians _____
Number of military _____
6. How many people report directly to you but are not your official subordinates (i.e., people to whom you give direction)?
Number of civilians _____
Number of military _____
7. What is the annual budget of your unit this year? _____
8. If you share the responsibilities of running a unit with others, excluding your own department or branch heads, who are they? (Check as many as apply)
 Military boss
 Military peer
 Military subordinate
 Civilian boss
 Civilian peer
 Civilian subordinate
 Other
9. Who is your immediate supervisor? (If you report directly to more than one person, mark more than one response).
A. VADM, full ADM or equivalent
B. RADM or equivalent
C. CAPT
D. GS-18
E. GS-17
F. GS-16
G. PL
H. Political appointee (non-career civilian)
I. Other (write in) _____
10. How would you describe your job?
A. Entirely line
B. Mostly line; a little staff
C. 50-50
D. Mostly staff; a little line
E. Entirely staff
F. Impossible to characterize on this dimension

11. How many years ago did you get appointed to your first executive position? _____

12. How long have you held your present job? _____

13. In what academic field did you obtain the following degrees, if applicable?

B.A./B.S. _____

M.A./M.S. _____

Ph.D. _____

Other (specify) _____

14. What is your career field?

A. R & D (science or engineering)

B. Financial management

C. Intelligence

D. Logistics

E. Weapon systems acquisition

F. Personnel administration

G. Other (write in) _____

15. In how many years do you anticipate leaving the federal civil service? _____

THANK YOU VERY MUCH FOR YOUR COOPERATION
IN COMPLETING THIS QUESTIONNAIRE

NAVY CIVILIAN EXECUTIVE QUESTIONNAIRE: THE MILITARY PERSPECTIVE

INSTRUCTIONS

Definitions of terms used in this questionnaire:

Your command - the overall organization in which you work, e.g., NAVMAT, NAVAIR, OPNAV, BUMED, NSWC, NWC.

Your unit - That organizational segment which falls under you or for which you have responsibility, e.g., a department, branch, or division. If you are organizationally at the top of a command, then your command and your unit are one and the same.

Executive - Unless otherwise specified, this means Navy civilian executives, i.e., those who are in GS-16, 17, 18 or equivalent Public Law positions in the career Civil Service.

Do not put your name on the questionnaire. When you have completed the questionnaire, mail it back in the enclosed return envelope. At the same time, return the enclosed postcard separately in the mail to acknowledge that you have completed your questionnaire.

Do not complete the questionnaire if you are unable to answer the questions because of insufficient contact with civilian executives. Please return the enclosed post card, however, indicating this is the situation.

I. CIVILIAN EXECUTIVE TRAINING AND DEVELOPMENT

1. What factors limit the participation of civilian executives in formal, classroom training? (Check as many as apply)

Formal training considered unnecessary
 Demands of the job
 Attitude of the supervisor or other superiors
 Other (write in) _____

2. What is the maximum total amount of time in a given year most civilian executives in your command could take off from their present job to attend training? _____

3. What kind of technical or management training and development is needed to improve the current effectiveness of the executives you know?

4. Within your command, what is the general attitude of top management toward civilian managerial and executive development?

A. Highly supportive
B. Moderately supportive
C. Neutral
D. Moderately nonsupportive
E. Highly nonsupportive

5. What are the major factors which you think inhibit civilian personnel in your command from engaging in rotational assignments? (Check as many as apply)

Not wanting to be geographically mobile because of family or personal reasons
 Not wanting to leave present job because of its interest
 Fear of being displaced in the command while gone, i.e., returning to a less desirable job
 Suspicion that fewer rewards (e.g., promotions, awards, good assignments) are given by the command to those who take rotational assignments
 Not wanting to move to a high cost of living area at same pay level
 Not being adequately reimbursed for moving and relocation costs
 Too highly technically specialized
 Other (write in) _____

6. Rate the following statements using this scale.

Strongly Disagree			Neutral			Strongly Agree
1	2	3	4	5	6	7

- Management skills cannot be trained in the classroom; they are gained by experience.
- Formal training programs for executives are generally a waste of time.
- Most executives do not have enough time to participate in development and training programs.
- Training in persuasive skills would be useful to the executive.
- Training in coping with stress would be useful to most executives.
- Military and civilian executives should be trained together.
- Executives need training on CSC rules and regulations.
- In order to improve executive effectiveness, rotational assignments for executives should be strongly encouraged.
- Executives need training on how the Navy and DoD operates.
- A significant part of executive performance evaluations should be based on the extent to which they train and develop subordinates.
- There is a reluctance among executives to develop subordinates beyond the requirements of their current jobs due to the increased likelihood of losing their competent people.
- Executives place a major emphasis on getting the present job done and therefore devote insufficient time to self-development activities geared to future needs.
- A centralized approach to management and executive development (e.g., programs run by OCP, CSC) is preferable to a decentralized approach where each command is given resources to develop its own program.

II. CIVILIAN PERSONNEL ISSUES

1. What is your opinion of the general concept of a Federal Executive Service Corps, in which a select group of executives would rotate across federal agencies and be kept in the Corps on a renewable contract basis?
 - A. Excellent
 - B. Good, but requires some modification
 - C. O.K., but requires a great deal of modification
 - D. Very bad
 - E. No opinion
 - F. Have insufficient information to evaluate this concept
2. Use the following scale to answer the next three questions.

Not at All			Somewhat			Very well
1	2	3	4	5	6	7

- How well do you feel you know Civil Service System rules and regulations?
- How well do most civilian executives know Civil Service rules and regulations?
- How well do most military executives know Civil Service System rules and regulations?

3. How important is it for you to have a personal knowledge of Civil Service rules and regulations (as opposed to relying on others for assistance)?

- A. Extremely important
- B. Very important
- C. Moderately important
- D. Slightly important
- E. Not at all important

4. To what extent do Civil Service rules and regulations interfere with your ability to do an effective job?

- A. A great deal
- B. Moderately
- C. Slightly
- D. Not at all

How? _____

5. What impact would the integration of civilian and military manpower/personnel planning and distribution have on the following?

Positive Impact			No Impact		Negative Impact		Don't Know
+3	+2	+1	0	-1	-2	-3	DK

- ___ Increased personnel utilization
- ___ Increased personnel costs
- ___ Training and development of civilians
- ___ Training and development of military
- ___ Forecasting requirement for civilian management and executive billets
- ___ Forecasting requirements for officer billets

6. If you know about the Civilian Executive Management Board, evaluate the system (including the sub-panels) on the following dimensions using this scale:

Very Unsatisfactory		Neutral			Very Satisfactory		Don't Know
1	2	3	4	5	6	7	DK

- ___ Ability to decide which positions are most worthy of being executive positions
- ___ Ability to determine the most qualified candidates for such positions
- ___ Designing plans and programs for executive training and development

7. Should the present executive selection system be improved? _____
If yes, how should it be improved? _____

III. MILITARY/CIVILIAN RELATIONSHIPS

For each statement, indicate how true you believe it to be, using this seven point scale.

- | | Not at all
True | | | Partly
True | | | Very
True | Don't
Know
DK |
|--|--------------------|---|---|----------------|---|---|--------------|---------------------|
| | 1 | 2 | 3 | 4 | 5 | 6 | 7 | |
1. ___ High-ranking military personnel in the shore establishment solicit advice from civilian executives on most important matters.
 2. ___ There is a productive partnership between military and civilian executives in commands where they work together.
 3. ___ High-ranking military personnel in my command make most of the important decisions by themselves.
 4. ___ Civilian executives in the shore establishment are often treated as "second class citizens" by the high-ranking military.
 5. ___ Civilian executives have a sufficiently accurate perception of fleet requirements.
 6. ___ Military executives generally know more about what is best for the Navy than civilian executives.
 7. ___ The primary function of civilian managers and executives in Navy headquarters organizations is to supply the "corporate memory" of each command.
 8. ___ How civilian executives carry out their jobs varies a great deal and depends upon their relationship with particular military personnel.
 9. ___ Military personnel evaluate the job performance of other military using different criteria than they use to evaluate civilians.
 10. ___ Military more so than civilian executives resent the job protection afforded civilians by the Civil Service system.
 11. ___ Military and civilian executives in comparable positions get comparable compensation, all benefits considered.
 12. ___ Civilian executives are more often "clock watchers" and put in fewer working hours than do military executives.
 13. ___ In general, civilian executives have a broad range of job and organizational experience.

IV. CIVILIAN EXECUTIVE SKILLS

Rate how effectively Navy civilian executives in your unit perform the following ten activities.

- | | Not
Effectively | | | Moderately
Effectively | | | Very
Effectively |
|--|--------------------|---|---|---------------------------|---|---|---------------------|
| | 1 | 2 | 3 | 4 | 5 | 6 | 7 |
1. ___ Optimize the use of resources
 2. ___ Develop and exercise a corporate outlook and approach
 3. ___ Meet the goals and objectives of their command
 4. ___ Make and defend sound and timely decisions and recommendations which effectively balance the technical, managerial and political aspects of the command
 5. ___ Assemble, develop, motivate and direct an effective staff and gain personal satisfaction through the efforts of others
 6. ___ Receptive to new and diverse ideas and approaches and produce a productive and creative environment
 7. ___ Interact effectively with all levels of management, employees, employee groups and outside organizations
 8. ___ Actively support the achievement of equal opportunity in all areas of organizational endeavor
 9. ___ Competently judge the technical accuracy and approach within a discipline or specialty
 10. ___ Make sound judgments regarding the efficacy of technical programs and proposals and the utility of their end products
 11. Rate the following factors in terms of how much they contribute to executives' power.

- | | | | | Somewhat
Important | | | Very
Important |
|--|---|---|---|-----------------------|---|---|-------------------|
| | 1 | 2 | 3 | 4 | 5 | 6 | 7 |
- ___ Hard work
 - ___ Access to information
 - ___ One's formal position in the organization
 - ___ Personal contacts and friendships
 - ___ Control over money
 - ___ Technical/professional knowledge
 - ___ Administrative knowledge, i.e., knowledge of procedural requirements
 - ___ Other (write in) _____

12. Distribute among 100% how much executives you know rely on the different forms of power listed below.

- ___ Expert power based on knowledge and experience
 - ___ Reward power based on the ability to give rewards or otherwise make the job more pleasant for others
 - ___ Coercive power based on the ability to punish or otherwise make the job more unpleasant for others
 - ___ Legitimate power based on rank and position in the official structure of the organization
 - ___ Referent power based on being liked, respected, and admired by others
 - ___ Other (write in) _____
- 100%

V. EXECUTIVE JOB CHARACTERISTICS

1. Indicate how much you agree with the following statements using this scale.

Strongly Disagree			Neutral			Strongly Agree
1	2	3	4	5	6	7

- ___ Executives must be indirect about power, and therefore usually have to use influence and persuasion to affect policy.
- ___ Executives have substantial power within their own units.
- ___ Executives have substantial power in the larger organizational components above them.
- ___ The greatest block to an executive doing his or her job is the constant barrage of fire drills.
- ___ The Navy's continual propensity to reorganize produces a threatening situation to many executives which curtails their ability to function at full effectiveness.
- ___ A significant part of the job of executives at headquarters commands is to educate rotating military personnel regarding the work and the organization.
- ___ Executives in my unit have a clear concept of what the objectives are for the command
- ___ Executives in my unit have a clear concept of the relationship between their unit's objectives and the command's objectives
- ___ Executives have a clear concept of how to measure the effectiveness of their units.

2. Use the following scale to indicate (1) how much decision-making power executives have, and (2) how much decision-making power they should have on each of the areas listed below.

		Moderate					A Great	
No		Amount of Say					Deal of Say	
Say								
1	2	3	4	5	6	7		
Amount of say executives <u>do</u> have							Amount of say executives <u>should</u> have	
—							—	How the unit does its work
—							—	Scheduling work activities
—							—	Hiring of people
—							—	Recognizing good and bad performance
—							—	Promoting people
—							—	Their own training and development
—							—	The training and development of those in their unit
—							—	What they should do when something unexpected happens

VI. PERSONAL JOB CHARACTERISTICS

1. How many hours per week on the average do you work at the office?

- A. Under 40
- B. 41-50
- C. 51-60
- D. 61-70
- E. 71 or over

2. How many hours per week on the average do you work at home?

- A. None
- B. 1-5
- C. 6-10
- D. 11-20
- E. 21 or over

3. What are the main sources of job stress on you (circle as many as are applicable)?

- A. Pressure from immediate supervisor
- B. Frustration in the slowness of accomplishing anything
- C. Lack of accurate information on how to get things done
- D. Poor staff (as opposed to line) support
- E. Not enough in-house employees
- F. Pressure from external Navy organizations
- G. Pressure from external non-Navy organizations
- H. Other (write in) _____

7. What is your designator?

- 11XX _____
- 13XX _____
- 14XX _____
- 15XX _____
- 17XX _____
- Other _____

If you have any additional comments you would like to add, please do so on this page.

THANK YOU VERY MUCH FOR YOUR COOPERATION
IN COMPLETING THIS QUESTIONNAIRE

DISTRIBUTION LIST

Deputy Assistant Secretary of Defense (Civilian Personnel Policy)
Deputy Under Secretary of the Navy
Principal Deputy Assistant Secretary of the Navy (Manpower and Reserve Affairs)
Deputy Assistant Secretary of the Navy (Civilian Personnel)
Deputy Assistant Secretary of the Navy (Equal Opportunity)
Chief of Naval Operations (OP-10), (OP-102) (2), (OP-11), (OP-110), (OP-14), (OP-14B),
(OP-15), (OP-964D), (OP-987H)
Chief of Naval Material (NMAT 04)
Chief of Naval Research (Code 450) (4), (Code 458) (2)
Chief of Information (OI-2252)
Director of Navy Laboratories
Commandant of the Marine Corps (Code MPI-20), (MPR)
Commander in Chief, United States Naval Forces, Europe (2)
Chief of Naval Education and Training (00A), (N-5)
Chief of Naval Technical Training (Code 016)
Commander, Naval Military Personnel Command (NMPC-013C)
Commander, Pacific Missile Test Center
Commander, David W. Taylor Naval Ship Research and Development Center
Commander, Naval Air Development Center
Commander, Naval Ocean Systems Center
Commander, Naval Surface Weapons Center
Commander, Naval Weapons Center
Commanding Officer, Naval Development and Training Center (Code 0120)
Commanding Officer, Naval Education and Training Support Center, Pacific (Code N1B)
Commanding Officer, Naval Health Sciences Education and Training Command
(Code 2) (2)
Commanding Officer, Naval Coastal Systems Center
Commanding Officer, Naval Underwater Systems Center
Commanding Officer, Naval Research Laboratory
Officer in Charge, Civil Engineering Laboratory
Director, Training Analysis and Evaluation Group (TAEG)
Director, Naval Civilian Personnel Command
President, Naval War College
Provost, Naval Postgraduate School
Department of the Air Force, Director of Civilian Personnel (MPK)
Personnel Research Division, Air Force Human Resources Laboratory (AFSC),
Brooks Air Force Base
Occupational and Manpower Research Division, Air Force Human Resources Laboratory
(AFSC), Brooks Air Force Base
Technical Library, Air Force Human Resources Laboratory (AFSC),
Brooks Air Force Base
CNET Liaison Office, Air Force Human Resources Laboratory, Williams Air Force Base
Department of the Army, Director of Civilian Personnel (ADPE-CP)
Army Research Institute for the Behavioral and Social Sciences (Reference Service)
Army Research Institute for the Behavioral and Social Sciences Field Unit--USAREUR
(Library)
Commander, U.S. Army Administration Center (ATZI-CD-HRD)
Human Resources Development Division, Combat Developments Directorate,
U.S. Army Administration Center
Military Assistant for Training and Personnel Technology, Office of the Under
Secretary of Defense for Research and Engineering
Commandant, Industrial College of the Armed Forces
Secretary Treasurer, U.S. Naval Institute
Defense Documentation Center (12)