

ADA 084687

NAVAL POSTGRADUATE SCHOOL

Monterey, California

LEVEL



DTIC
ELECTE
MAR 11 1980
S D C

THESIS

61
ORGANIZATIONAL DEVELOPMENT AND
THE MARINE CORPS:
ARE WE TOO UNIQUE TO NEED IT?

by

10 Raymond M. Belongie

11 December 1979

12 13

Thesis Advisor:

CDR Richard A. McGonigal

Approved for public release; distribution unlimited

80 3 10 028

201450

JLC

DDC FILE COPY

UNCLASSIFIED

SECURITY CLASSIFICATION OF THIS PAGE (When Data Entered)

REPORT DOCUMENTATION PAGE		READ INSTRUCTIONS BEFORE COMPLETING FORM
1. REPORT NUMBER	2. GOVT ACCESSION NO.	3. RECIPIENT'S CATALOG NUMBER
4. TITLE (and Subtitle) Organizational Development and The Marine Corps: Are We 'Too Unique To Need It?		5. TYPE OF REPORT & PERIOD COVERED Master's Thesis; December 1979
7. AUTHOR(s) Raymond M. Belongie		6. PERFORMING ORG. REPORT NUMBER
9. PERFORMING ORGANIZATION NAME AND ADDRESS Naval Postgraduate School Monterey, California 93940		8. CONTRACT OR GRANT NUMBER(s)
11. CONTROLLING OFFICE NAME AND ADDRESS Naval Postgraduate School Monterey, California 93940		10. PROGRAM ELEMENT, PROJECT, TASK AREA & WORK UNIT NUMBERS
13. MONITORING AGENCY NAME & ADDRESS (if different from Controlling Office) Naval Postgraduate School Monterey, California 93940		12. REPORT DATE December 1979
		13. NUMBER OF PAGES 130 pages
		14. SECURITY CLASS. (of this report) Unclassified
		15. 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) Organizational development, organizational effectiveness, Marine Corps, program implementation.		
20. ABSTRACT (Continue on reverse side if necessary and identify by block number) Organizational development is a managerial discipline which has been incorporated by all the military services except the Marine Corps. It is the author's view that this is due to misconception of what organizational development is and normal resistance to change. The purpose of this thesis is to explain what organizational development is, how it relates to Marine Corps needs and values, and show a present need for organizational development techniques in the Marine Corps. To give this discipline a military perspective.		

DD FORM 1473
1 JAN 73
(Page 1)EDITION OF 1 NOV 68 IS OBSOLETE
S/N 0102-014-6401

1

UNCLASSIFIED
SECURITY CLASSIFICATION OF THIS PAGE (When Data Entered)

UNCLASSIFIED

SECURITY CLASSIFICATION OF THIS PAGE(When Data Entered)

both the Army and Navy programs will be discussed in relationship to their scope and methods. Finally three possible scenarios for implementing organizational development into the Marine Corps will be discussed.

Accession For	
NTIC CMAA	☒
DDC TAB	☐
Unannounced	☐
Justification	
By	
Distribution/	
Availability/	
Dist	Available and/or special
A	

DD Form 1473
1 Jan 73
S/N 0102-014-6601

UNCLASSIFIED

2 SECURITY CLASSIFICATION OF THIS PAGE(When Data Entered)

Approved for public release; distribution unlimited

ORGANIZATIONAL DEVELOPMENT AND THE MARINE CORPS:
ARE WE TOO UNIQUE TO NEED IT?

by

Raymond M. Belongie
Major, United States Marine Corps
B.S., University of Wisconsin-Oshkosh, 1967

Submitted in partial fulfillment of the
requirements for a degree of

MASTER OF SCIENCE IN MANAGEMENT

from the

NAVAL POSTGRADUATE SCHOOL
December 1979

Author

Raymond M. Belongie

Approved by:

Richard C. G. Gonzales

Thesis Advisor

Carson K. Egan

Second Reader

Carl K. Huen

Chairman, Department of Administrative Sciences

W. A. Shrody

Dean of Information and Policy Sciences

ABSTRACT

Organizational development is a managerial discipline which has been incorporated by all the military services except the Marine Corps. It is the author's view that this is due to misconception of what organizational development is and normal resistance to change. The purpose of this thesis is to explain what organizational development is, how it relates to Marine Corps needs and values, and show a present need for organizational development techniques in the Marine Corps. To give this discipline a military perspective, both the Army and Navy programs will be discussed in relationship to their scope and methods. Finally three possible scenarios for implementing organizational development into the Marine Corps will be discussed.

TABLE OF CONTENTS

I.	INTRODUCTION-----	9
A.	OVERVIEW-----	9
B.	ORGANIZATIONAL DEVELOPMENT AND CHANGE-----	10
C.	METHOD OF APPROACH-----	11
D.	SUMMARY-----	12
II.	A REVIEW OF ORGANIZATIONAL DEVELOPMENT: CAUSES, DEFINITION, AND VALUE SYSTEM-----	14
A.	FORCES WHICH HAVE EFFECTED ORGANIZATIONAL DEVELOPMENT-----	14
B.	A DEFINITION OF ORGANIZATIONAL DEVELOPMENT-----	16
C.	THE VALUE SYSTEM OF ORGANIZATIONAL DEVELOPMENT-----	19
D.	SUMMARY-----	22
III.	A TYPOLOGY OF ORGANIZATIONAL DEVELOPMENT INSTRUCTIONAL TECHNIQUES-----	26
A.	OVERVIEW-----	26
B.	INTERVENTIONS AIMED AT THE INDIVIDUAL IN THE ORGANIZATION-----	27
1.	Role Analysis-----	27
a.	Purpose-----	27
b.	Methods-----	28
2.	Job Redesign/Enrichment-----	29
a.	Purpose-----	29
b.	Methods-----	30
(1)	Selection of a Program Leader-----	30
(2)	Selection of Key Organizational Figures-----	31
(3)	Identify a Specific Job to be Enriched-----	31
(4)	Hold a Managerial Workshop-----	31
C.	INTERVENTIONS AIMED AT THE WORKING GROUP-----	33
1.	Team Building-----	33
a.	Purpose-----	33
b.	Methods/Procedures-----	34
(1)	The Goal Setting Model-----	34
(2)	The Interpersonal Model-----	34
(3)	The Role Model-----	35

D.	TOTAL ORGANIZATION INTERVENTION-----	35
1.	Organization Confrontation Meeting-----	35
a.	Purpose-----	35
b.	Methods/Procedures-----	35
	(1) Establishing the Climate-----	36
	(2) Describing the Task-----	36
	(3) Identifying the Groups-----	36
	(4) Identifying the Problem-----	36
	(5) Sharing Information and Problems-----	36
	(6) Categorizing the Problems-----	37
	(7) Establishing Problem Solving Groups---	37
	(8) Making a Progress Review-----	37
E.	SUMMARY-----	37
IV.	APPLICABILITY OF ORGANIZATIONAL DEVELOPMENT TECHNIQUES IN THE MARINE CORPS ENVIRONMENT-----	39
A.	INTRODUCTION-----	39
B.	METHOD OF APPROACH-----	40
C.	THE INDIVIDUAL MARINE-----	41
D.	OPERATIONAL LEVEL MARINE CORPS UNITS-----	42
E.	THE STAFF/OPERATIONAL INTERFACE-----	43
F.	PLANNED MARINE CORPS ADAPTATION CAPABILITY-----	44
G.	SUMMARY-----	45
V.	THE NAVY EXPERIENCE IN ORGANIZATIONAL DEVELOPMENT-----	46
A.	HISTORY-----	46
1.	Procedures-----	47
2.	Program Scope-----	47
3.	Structure-----	47
4.	Top Management Support-----	48
5.	Education and Training-----	48
6.	Evaluation and Continued Development-----	48
7.	Staffing-----	48
B.	PROBLEMS ENCOUNTERED-----	48
1.	Command Involvement-----	48
2.	The Individual Consultants-----	50
3.	Resource Capability-----	51
4.	Scheduling Priorities-----	51
5.	The Rice Bowl Syndrome-----	51
C.	PRESENT STATUS-----	52
1.	Becoming Established-----	52
2.	Required Individual Training-----	53
3.	Present Cycle-----	54
4.	System Structure-----	54

VI.	ORGANIZATIONAL EFFECTIVENESS IN THE U.S. ARMY-----	55
A.	INTRODUCTION-----	55
B.	PRESENT ENVIRONMENT-----	56
C.	ORGANIZATIONAL EFFECTIVENESS OFFICER-----	57
D.	ORGANIZATIONAL EFFECTIVENESS CYCLE-----	57
	1. Assessment-----	57
	2. Planning-----	58
	3. Implementation-----	58
	4. Evaluation and Follow-Up-----	58
E.	SELECTED INTERVENTIONS-----	59
	1. Change of Command Transition Model-----	59
	a. Conditions and Objectives-----	60
	b. Process-----	60
	c. Evaluation-----	61
	2. Organizational Process Performance of Battle Staff-----	61
	a. Background-----	62
	b. Method of Application-----	63
VII.	THREE SCENARIOS FOR IMPLEMENTATION OF ORGANIZATIONAL DEVELOPMENT INTO THE MARINE CORPS-----	65
A.	INTRODUCTION-----	65
B.	DEGREE OF COMMITMENT-----	66
C.	OPTION ONE: MINIMUM LEVEL COMMITMENT-----	66
D.	OPTION TWO: INTERMEDIATE COMMITMENT LEVEL-----	68
E.	OPTION THREE: MAXIMUM COMMITMENT LEVEL-----	71
	1. Team Training-----	73
	2. Problem Area Assessment-----	73
	3. Implementation Planning Stage-----	74
	4. Implementation-----	76
	5. Assessment-----	77
VIII.	SUMMARY AND CONCLUSIONS-----	79
A.	SUMMARY-----	79
B.	CONCLUSIONS-----	80
	1. Resistance-----	80
	2. Lessons Learned-----	81
APPENDIX A	Sample Navy Workshops-----	82
APPENDIX B	A Sample Workshop for a Marine Corps Unit-----	85
APPENDIX C	Change of Command Workshop Time Schedule-----	117
APPENDIX D	Assessment Criteria Used to Evaluate CPX Performance-----	123

BIBLIOGRAPHY----- 126

INITIAL DISTRIBUTION LIST----- 129

I. INTRODUCTION

A. OVERVIEW

The Marine Corps has always maintained a public and private image as an elite fighting body in America's armed forces. From this special image has come benefits such as the "esprit de corps" which has made men push themselves past normal bounds in defense of their country. A proud and intense comraderie underlies an individual's identity as a Marine. At the same time, however, this superior self-image has occasionally had dysfunctional consequences. Because we consider ourselves an elite group, we are sometimes prone to ignore, without full analysis, programs or techniques which other organizations have tried because our distinctiveness as a unit and our manner of operations are not comparable to those of other services.

In the past several decades, Organizational Development has grown as a widely accepted approach to help ailing organizations and to strengthen and prolong well functioning ones. Within the past decade, the Navy, Army, and Air Force has implemented programs of this discipline. The Marine Corps has made the first tentative steps by allocating master's degree slots in their Special Education Program, but as of yet have not defined billets which fully relate to the stated purposes of this discipline.

B. ORGANIZATIONAL DEVELOPMENT AND CHANGE

In my view there is great resistance toward implementing a true Human Resource Management Program in the Marine Corps. It is also my belief that much of this resistance is due to a general lack of understanding of what human resource management and organizational development truly is. It appears, as is often the case in organizations, that there is resistance based upon imaginary risks and ignorance of potential benefits. As in all organizations there also is a resistance to change; a desire to stay with the tried and true; a feeling of security in proven laws, rules, and tactics. Some of these barriers to changes can be summarized as follows:

The causes of failure to change the behavior of organizations....can be grouped in three broad categories: acknowledged collective benefits of stability, calculated opposition to change, and inability to change.[Ref. 16, p. 8]

Moreover, the size of an organization influences its resistance to change; the larger the organization becomes, the more strongly it resists change and the more rigid it becomes. This is brought about by the intentional programming of behavior, the division of labor into small tasks which then promotes tunnel vision, the increasing accumulation of rules and procedures, both formal and informal, which constrains behavior, and an increase in interorganizational agreement.[Ref. 16, p. 9-39] The large organization will not change without the application of internal and external forces. These forces, when applied, must show both the why and the how for this desired change. In attempting to promote organizational development in the Marine Corps, there has been a

failure up to now to fully explain the reasons for it. We may be resisting implementing human resource management because we don't really know what it is. The aim of this thesis is to more clearly define the what and why of organizational development and how it relates to the Marine Corps. The author will not try to present it as a panacea but rather simply as another tool which the organization can use to fine tune itself toward more effective performance.

C. METHOD OF APPROACH

The outline of this study is as follows. First, there is an overview of the historical development of organizational development followed by a survey of the techniques presently used. Next, a Marine Corps specific need is established. Fourthly, the Navy and Army programs are explored. With the preceding as a conceptual framework, several possible scenarios for Marine Corps implementation are discussed.

It is the aim of this study to suggest a better perspective of what organizational development entails so that the decision makers will have more correct information to use when the future of organizational development in the Marine Corps is decided.

Organizational development can be an effective aid in adapting to a changing environment. The organization which exists in a volatile environment and cannot change has one fate: Extinction. The dinosaurs, the mightiest creatures on our earth, could not change to meet the new climate and became

extinct. The organization which fails to adapt to environmental change, faces this same reality.

The Marine Corps has been and still is one of the strongest bastions of the traditional values of the American fighting man. Honor, duty, and sacrifice for one's country and beliefs have been our hallmarks through the ages. The aims of organizational development do not conflict with these goals but rather can serve to strengthen them in a society which has lost many of its traditional values. In change, as in most areas, there is a variety of approaches. At one extreme lies the arch conservative who believes that all change is evil and that only the present time tested ways are good. At the other is the radical who chooses change for the sake of change alone. Somewhere in the rational middle is the position that holds to a "core belief" of guiding principles and values. But this foundation does not exist in a vacuum. It is surrounded by a volatile matrix of outside forces which must be defined, explored, interpreted and then integrated within the overall design structure if the unit is to function effectively in its environment.

D. SUMMARY

As a final thought, it is proposed that the military unit faces a greater problem in change than many other organizations. Most organizations change because of an immediately perceived need which if not acknowledged can cause organizational decline or death. A company which produces an obsolete product either switches production or closes shop. But the products of the

military, i.e. protection of national interest or projection of political policy, has remained relatively constant overtime. If the belief persists among organizational members that their product will always be in demand, complacency arises without anticipation of required change to adapt to the relevant environment. The organization becomes post inventive and reacts after the fact. We change infantry tactics after 60,000 British soldiers die in the opening minutes at the Battle of the Somme because of the use of the new technology of the machine gun. We offer bonuses after manpower shortages are experienced. We become conditioned to react to change rather than to anticipate it.

II. A REVIEW OF ORGANIZATIONAL DEVELOPMENT: CAUSES, DEFINITION, AND VALUE SYSTEM

A. FORCES WHICH HAVE EFFECTED ORGANIZATIONAL DEVELOPMENT

As a first step in approaching organizational development, it would be wise to look at the basic needs or causes which have been the stimuli for its growth and implementation. If, after defining these reasons, we cannot relate them to the Marine Corps, then we can dismiss this approach as inappropriate. If, on the other hand, we see a definite relation between these needs and the needs of the Corps, it would then suggest this technique be pursued further.

If we accept that the environment dictates the survival conditions for the organizations, then the primary need for a coping or adapting mechanism such as organizational development becomes clearer. The world is characterized by rapid change: change in technology, social values, economic complexity, and geopolitical interdependence to mention a few. With this change in the external environment comes pressure upon the individual and the organization to change to meet the new conditions. If this change is great enough, we must adapt or die.

The circumstances of an ever-changing market and an ever-changing product are capable of breaking any business organization if that organization is unprepared for change--indeed, in my opinion, if it has not provided procedures for anticipating change. [Ref. 2, p. 18]

This rapid and continuing change is one of the basic needs which organizational development has attempted to address. An organization which exists in this type of world must have built in change or adaptive controls. It cannot plod on and hope to find solutions to new problems only after they have arisen. It must actively cope with and plan for the meeting of certain change.

A second characteristic of the modern organization, which has given cause for a discipline such as organizational development, is the tendency toward large size. We have moved away from the one or two man group or the small organization toward the large bureaucratic highly complex organization. We have created large organizational systems which have the capability of greater achievement but also demand greater control. Unfortunately, as many organizations have grown in size, old methods and procedures, appropriate for the small unit, have simply been stretched to fit the large one. This has often evolved with poor results.

In a communication situation where two people must work together to accomplish a goal, the least effective way to communicate would be to have only one person talk without any feedback from the other. Yet this is the way many large organizations function. There is communication downward but a minimum of real information flow upward. We may submit a thousand reports to higher headquarters, but is this true communication that accurately represents reality?

Many societies have accepted growth of the organization as inevitable and efficient without devising new methods to

control and utilize such growth. It is these two very broad areas (rapid change and organizational growth) that organizational development addresses itself to. It seeks to help the organization help itself achieve an effective change program and also to restore the individuals self worth in a complex organization.

If we now relate these needs to the Marine Corps and seek to find if they are relevant, the answer is obvious. We exist as a military unit in a changing society. The very resource pool from which we draw our future Marines has changed greatly in the last ten years. Can we appeal to a population if we no longer understand their language of needs and values? The technology of warfare has forced a reappraisal of many time honored tactics. Is the concept of every Marine being a basic rifleman still valid? Without a program of planned change we will fail to prepare ourselves fully for the ultimate mission of closing with and destroying the enemy.

The Marine Corps is also affected by size. With a population of nearly 200,000 spread around the world, effective two-way communication is essential. In the military environment manpower is our most important resource. If we fail to use it effectively, we again decrease our effectiveness. These needs are real and organizational development is another tool to deal with them.

B. A DEFINITION OF ORGANIZATIONAL DEVELOPMENT

In defining organizational development, the term organizational development is used interchangeably with Human Resource

Management. However, organizational development is not just equal opportunity, human relations, or substance abuse. These are rather a few components of the overall management approach of organizational development. "Organizational Development (OD) is a response to change, a complex educational strategy intended to change the beliefs, attitudes, values, and structure of organizations so that they can better adapt to new technologies, markets, and challenges, and the dizzying rate of change itself." [Ref. 1, p. 2]

Organizational development is then first a response to change. It is a group of teachings, beliefs, and techniques which are intended to improve organizational effectiveness. Just as first aid is designed to teach the individual how to help himself and those around him, so organizational development techniques require the active commitment of the client organization. This goal is accomplished through an educational strategy. This educational strategy may use a multitude of techniques (which will be discussed later), which attempt to impart both knowledge of organizational and individual behavior and working skills which allow the client organization to continue adaptive behavior without continuing external assistance. The emphasis of this educational approach is both the individual and the organization. There is a heavy concentration on people in the organization and their values, needs, motivation, and interactional behavior.

At the same time that emphasis is placed on making the individual a more wholly functioning entity onto himself, similar emphasis is made on making him a more useful contributing

resource to the overall unit. To look only at the overall organization and neglect the individual would be similar to the automotive mechanic who looks only at the overall car and never maintains the individual parts which make it a functioning unit. On the other hand extreme concern with the individuals at the expense of the organization risks losing sight of the purpose for existence of the organization. If we desire the whole to function properly, the individual units must be strengthened and integrated, and the organizational structure must be designed to aid this goal.

Bennis lists three broad categories which he believes organizational development attempts to cover in its educational aim.

1. Problems of destiny-growth identity, and re-vitalization.
2. Problems of human satisfaction and development.
3. Problems of organizational effectiveness.[Ref. 1, p. 12]

In attempting to educate the individual to deal with these problems, an emphasis is placed on actual experience. Rather than abstractly teaching about techniques of management, real world situations are simulated or created for the client to learn in. Techniques such as group exercises, role simulations, and experiential workshops are used to place the individual in a situation which resembles his real environment as closely as possible. To the military this is no new method in certain types of training. We would never consider teaching a person to be a pilot simply by telling him all there is to know about flying and then sending him out on his own to fly. Rather he

is taught principles; placed in a controlled situation with an instructor so he can safely develop the needed coordination between knowledge and motor skills; and then sent out to solo. The organization development approach to training leaders and managers is similar.

In organizational development, the method of presenting this educational information is through the use of external change agents. In the civilian application the change agent is usually separate from the organization. In the military setting, the change agent should not be a member of the unit he is working with but is a member of the larger parent organization. By being separate from the client command he is able to be more objective in his analysis of any problem areas which might exist. As an outsider it is easier for him to stand back and look at the overall unit without the personal involvement or commitment to one particular section. And yet as a member of the parent unit he has a better understanding of the rules, procedures, and governing constraints the organization must function in. Since organizational development is a cooperative effort of change agent and client, it will be far easier for a Marine unit commander to identify with another Marine when he has had actual experience in operating units along with his speciality training in organizational development.

C. THE VALUE SYSTEM OF ORGANIZATIONAL DEVELOPMENT

Up to this point we have looked at the why, what, and how of organizational development. There is, however, a need for something else if we are to justify this discipline to the

Marine Corps. We are speaking here of values. What is the value system which has been the root cause for its particular development? Earlier the proposition was put forth that if the needs which organizational development addresses are not needs of the Marine Corps, then it is not a technique we should espouse. Likewise, if organizational development is based on a value system which we do not own, then we are foolish to follow its propositions. Margulies and Raia give six values which they see as the underlying foundation for organizational development. [Ref. 22, p. 3]

"Providing opportunities for people to function as human beings rather than resources in the productive process." One of the basic tenets of our leadership training states that the true leader must know his men. We don't teach the new officer or non-commissioned officer to know only what his men are supposed to do as resources, but rather to know and see them as individuals. Some of our more famous Marines (Chesty Puller, Lew Walt, Evans Carlson) were a Marines' Marine because they never lost sight of the importance of the individual Marine as the underlying strength of the Corps.

"Providing opportunities for each organizational member, as well as for the organization itself, to develop to its full potential." Our basic tactical unit, the fire team, is based on this value of training each individual to his full potential, then welding them together to form a more effective team. If we were to analyze our recruiting theme, we would see this same value being held up as a Marine Corps value. Our recruiting campaign offers the challenge to the individual of joining the "best" and proving himself worthy of membership.

"Seeking to increase the effectiveness of the organization in terms of all its goals." Any organization which claims to be the best of its kind must have this value. The use of the Inspector General concept of command appraisal of all units is a check system of measuring the goal effectiveness of the organization. We continually measure ourselves on what percentage of goal accomplishment we have attained.

"Attempting to create an environment in which it is possible to find exciting and challenging work." Once again, all one has to do to see this theme reflected in Marine Corps teaching is to look at our recruitment themes: "We don't promise you a rose garden," "The few, the proud," "The Marine Corps is looking for a few Good men." We constantly stress the fact that there are many exciting and challenging jobs for the person who can measure up to our standards.

"Providing opportunities for people in organizations to influence the way in which they relate to work, the organization, and the environment." Here a question of our mission is in order. Is our goal in training to produce automated Marines who can cope with standard situations or do we want personnel who are training in their specialty and can adapt and cope with the ever changing face of combat in order to close with and destroy the enemy? We stress leadership in the Marine Corps from the fire team leader on up. The good leader must be able to handle numerous situations and be able to react effectively to new and unfamiliar ones.

"Treating each human being as a person, with a complex set of needs, all of which are important in his work and life."

Toward accomplishment of this value, we have created a medical service, a Chaplain Corps, recreational facilities, family assistance programs, etc. By establishing such support type activities we recognize the individual as a human being with a variety of needs both on and off work.

D. SUMMARY

A statement by M. E. McGill helps to summarize this explanation of organizational development and also provide closure. "Organizational Development is a conscious planned process of developing an organization's capabilities so that it can attain and sustain an optimum level of performance as measured by efficiency, effectiveness, and health. Operationally, OD is a normative process of addressing the questions: 'Where are we?' 'Where do we want to be?' 'How do we get from where we are to where we want to be?' This process is undertaken by members of organization using a variety of techniques, often in collaboration with a behavioral science consultant." [Ref. 25, p. 3]

An important consideration of this definition is the emphasis on "members" of the organization. Unlike previous management theory which dealt strictly with the management or leader level, organizational development addresses the whole organization. Management development, as shown in Figure II-1 [Ref. 25, p. 8], basically states that if we can teach the leaders certain skills of leading, the organization will improve. Organizational development, on the other hand, states that you must address the leaders and their needed skills; the

workers and their skills; and the overall integration of both levels to achieve individual and organizational goals.

FIGURE II-1

Organizational Development vs. Management Development

	OD	MD
Purpose	To improve overall organizational performance	To improve managers' knowledge and skills
Problem	Any impediment to optimum organizational performance, such as: Managers' knowledge and skills Interorganizational conflict Lack of commitment Teamwork	Managers' Knowledge and skills deficiencies: Company Philosophy, policy, procedure Planning, coordinating, evaluating, reporting skills
Processes	Experiential learning, learning while solving problems and solving problems while learning through such means as: Data Feedback Process consultation Team building Socio-technical change	Traditional teaching techniques: Courses, conferences Specialized training "packages" (PERT, MBO)
Responsibility for Program	The manager and the organization	The teacher or trainer
Time	Long duration, "real time"	Short, intense, "Batch time"

Organizational development is a new name for a behavioral theory of the individual, the organization, and planned change. The basic premises, however, have been around for sometime. General S.L.A. Marshall in his book on men in combat addressed all three of these areas. Marshall, writing in the late forties with the war still a vivid memory, saw certain problem areas in the military environment. Problem areas, which are only recently being addressed in a planned manner. Marshall emphasizes some of the key tenets of organizational development when he states:

An army in which juniors are methodically covering up for fear they will reap criticism for using unorthodox methods in the face of unexpected contingencies is an army which is slow to learn from its own mistakes.

An army in which juniors are eager because they have found it easy to talk to their superiors will always generate a two-way information current.

Such an army will in time develop senior commanders who will make it their practice to get down to troops in quest of all information which may be used for the common good.

Loyalty in the masses of men waxes strong in the degree that they are made to believe that real importance is attached to their work and to their ability to think about their work. It weakens at every point where they consider that there is a negative respect for their intelligence. This rule applies whether a man is engaged in digging a ditch or in working up a loading table for an invasion.

Under the conditions of national service, there is not time to instill in the infantry soldier that kind of discipline which would have him move and fire as if by habit; but even if there were time for such training, it would be unsuited for an age of warfare which throws him upon his own responsibility immediately as combat starts.

The thinking soldier--the man who is trained for self-starting--cannot be matured in a school which holds to the vestiges of the belief that automatic action is the ideal thing in the soldier." [Ref. 23, pp. 117, 115, 40]

Having, at this point, identified the reasons, background, and concerns of organizational development, let us now look at some of the techniques which are currently being employed by the practitioners of this discipline.

III. A TYPOLOGY OF ORGANIZATIONAL DEVELOPMENT INSTRUCTIONAL TECHNIQUES

A. OVERVIEW

In attempting to list a typology of current organizational development techniques, one faces several problems. First and foremost is the ill-defined boundaries of this discipline. Since it is a relatively new approach to organizational management, there are still disputes over whether it is an all encompassing doctrine or is a subset or one of many various approaches being presently used. In this discussion it is considered as an overall behavioral philosophy of management. A second problem area deals with its continuing evolution. Although its basic beliefs are fairly well formalized, the individual techniques used are growing in number continuously.

For our purposes we approach this subject as it relates to three different aspects of the organization. These three areas are: the individual, the group, and the overall organization. Concerning the individual in the organization, techniques are discussed which focus on improving the individual's awareness of his motivations, needs, and interpersonal behavior. In looking at group-oriented techniques, the emphasis is on team building or forging together better groups from better individuals. The final area deals with the organization as a whole and techniques which deal with intergroup process. The procedure used lists first the purpose of the particular

interventions and then a brief description of the methods and procedures used.

B. INTERVENTIONS AIMED AT THE INDIVIDUAL IN THE ORGANIZATION

1. Role Analysis

a. Purpose: The aim of role analysis is to improve communications between senior and subordinate by reducing role ambiguity. The need for clarifying role requirements has been shown to exist in most organizations even those with written billet descriptions. A study by Maieir, Hoffman, Hooven, and Read which was conducted on senior level managers and their subordinate intermediate level managers points out the discrepancy of role perceptions which can exist. Figure III-1 shows the results from their study. [Ref. 21, p. 10]

FIGURE III-1

COMPARATIVE AGREEMENT BETWEEN SUPERIOR-SUBORDINATE PAIRS ON BASIC AREAS OF THE SUBORDINATE'S JOB

	Agreement on less than half the topics	Agreement on about half the topics	Agreement on more than half the topics
Job duties	15.0%	39.1%	45.9%
Obstacles in the way of subordinate's performance	68.2%	23.6%	8.1%

Their findings clearly show that what is believed to be true by various parties can indeed differ. If such a discrepancy exists, conflict on the part of the subordinate is inevitable. He is working under certain assumptions on what his job is and,

if he is a conscientious worker, he will attempt to achieve these perceived goals. If, however, his senior has a different perception of how the subordinate should work, successful achievement by the subordinate of his desired goals can at best result in partial failure in the senior's eyes. From this arises conflict and frustration and lower productivity.

b. Methods: The method used in this intervention attempts to bring out the various perceptions of role expectation and then work to a mutual understanding of both parties. As an example let us hypothesize a Marine Corps squadron where a military organizational development consultant has been working. From interviews, surveys, and observation he has found that there is a problem area in the Commanding Officer/Executive Officer relationship. On the surface both men get along well and function fairly effectively. Underneath, however, there is a level of uncertainty. Section heads often bypass the Executive Officer and go directly to the Commanding Officer on some important matters. The Commanding Officer is satisfied with his Executive Officer's overall performance but sees some areas where he could improve. The Executive Officer thinks he is doing what he should but is not sure in certain areas of what the Commanding Officer's desires are. The consultant can approach this in several stages.

First he gets together with each individual and has each one clarify and write down what they think their duties are and what they think are the other's duties. Then in combined meeting of Commanding Officer, Executive Officer, and consultant, the lists are discussed and common grounds are

reached. The Executive Officer now knows what is expected of him and can work within these boundaries. The Commanding Officer also has a better understanding of their relationship and can work better since there will be less worry on how his executive officer is handling matters. If this stage goes well, the consultant can go further and have each person write down what the other one does which helps or hinders him. This step can often identify certain patterns of work which may be harmful to productivity and can emphasize areas which are helpful and can then be stressed.

2. Job Redesign/Enrichment

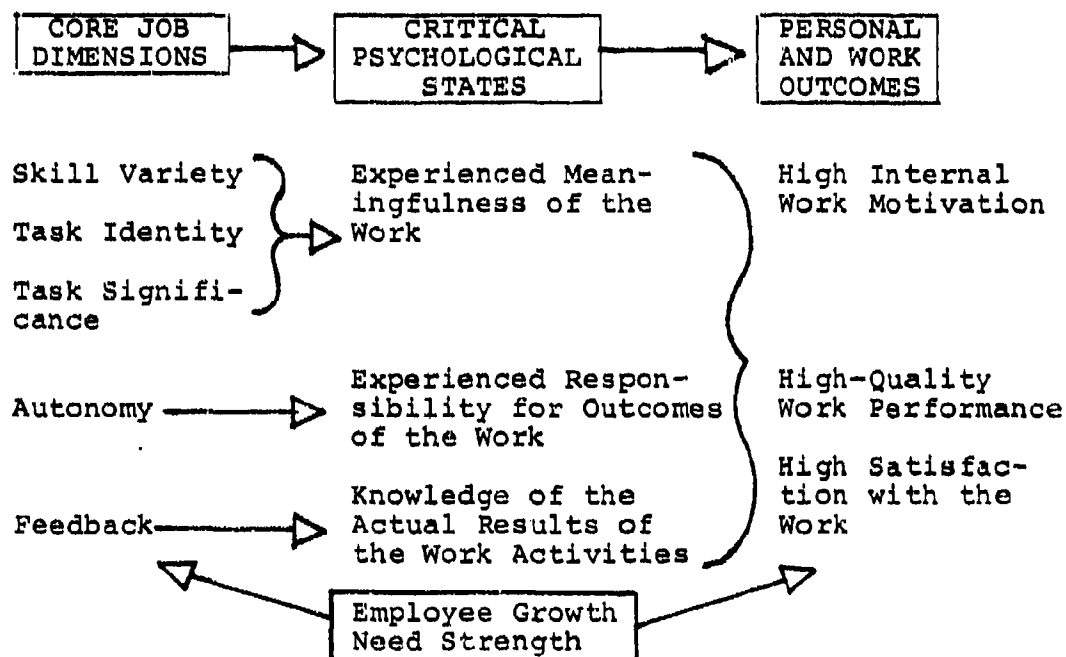
a. Purpose: Job redesign and enrichment has arisen in answer to the automated, production line, dehumanization of work which has come about from the industrial/technological revolution. It is an attempt to put meaningfulness back into an individual's work in order to help him find more personal fulfillment and thus more commitment in and to his work. Job enrichment and productivity enhancement programs have been heavily implemented by the Air Force. Although the military has not been involved in mass production line techniques, they have routinized, classified and limited many of their billets in such a manner which has placed individuals in very prescribed and sometimes monotonous routines.

In the area of Job Redesign, work done by Turner and Lawrence has developed an index which is used to measure certain variables in work which contribute to its meaningfulness. Five core dimensions have been identified which combine to make up the meaningfulness of a job for the individual.

These are skill variety, task identity, task significance, autonomy, and feedback. Figure III-2 is a schematic of these dimensions, their interactions and results. [Ref. 16, p. 213]

FIGURE III-2

THE RELATIONSHIPS AMONG THE CORE JOB DIMENSIONS, THE CRITICAL PSYCHOLOGICAL STATES AND ON-THE-JOB OUTCOMES



b. Methods: The procedures for implementing a job enrichment program which will be described here are from R. Ford in his book, Motivation Through Work Itself. This is only one of many methods which can be used. [Ref. 16, p. 233]

(1) Selection of a program leader. In-house consultants with job-enrichment experiences and behavioral science backgrounds are ideal. If none are available, then an outside consultant with such a background is next best.

(2) Selection of a key organization figure. If an outside consultant is used, the organization should assign an employer of the organization to act as a liaison between the consultant and the organization.

(3) Identify a specific job to be enriched. Considerations which are to be kept in mind here are: Identify a group of managers who are open to change; identify a problem area; pick a job which has easily measurable results such as increased productivity and quality or decrease in turnover and absenteeism; select an ongoing job which gives prior and past measurements; and select a job with impact.

(4) Hold a managerial workshop. Here Ford sets up the actual process of getting ideas for improvement, discussion, acceptance, or rejection. A basic weakness in his approach is that he does not solicit input from the employees in the job concerned. His unstated assumption is that the managers will know what the workers consider meaningful. This assumption of managerial understanding of workers' motivation has been shown to be false in many studies which have been done in this area. This lack of organizational leadership to grasp some of the key motivational drives of the grouped individuality of the working body is shown in a study by Hersey and Blanchard. [Ref. 12, p. 72] This study in question consisted of a series of rankings of what workers wanted from their jobs. These motivations were given to a series of supervisors who were told to rank them in importance as they thought the workers would rank them. The same list was given to workers who ranked them for themselves. Figure III-3 shows the results.

FIGURE III-3
WHAT DO WORKERS WANT FROM THEIR JOBS?

	Supervisors	Workers
Good working conditions	4	9
Feeling "in" on things	10	2
Tactful disciplining	7	10
Full appreciation for work done	8	1
Management loyalty to workers	6	8
Good wages	1	5
Promotion and growth with company	3	7
Sympathetic understanding of personal problems	9	3
Job security	2	4
Interesting work	5	6

In looking at the results of this study, two interesting facts appear. First, the common belief that good wages are most important would seem to be contradicted here. Wages is ranked as fifth by workers. Looking further shows that the first three worker choices all deal with intrinsic personal needs. Number 1, "Full appreciation for work done" relates directly to the individuals expressed desire for recognition by the system for his individual achievement. Number 2, "Feeling in on things" would seem to indicate a desire to be a participating part of a meaningful group vice just another easily replaceable cog. And number 3, "Sympathetic understanding of personal problems" expresses a desire by the individual to be seen as a unique person with worries and problems which affect his daily life.

An earlier study done in 1949 in the Army attempted to assess what, if any, differences concerning work attitudes

existed among ranks. Figure III-4 shows the results. [Ref. 39, p. 47]

FIGURE III-4

PERCENT WHO AGREE WITH EACH STATEMENT

	Privates (384)	Noncoms (195)	Officers (31)
<u>Work Supervision</u>			
"A noncom should always keep his men busy during duty hours, even if he has to make them do unnecessary work."	16	22	39
"The harder a noncom works his men, the more respect they will have for him."	10	18	42
"On a fatigue detail, a noncom should see that the men under him get the work done, but should not help them do it."	36	37	68

Ideally then input is gathered from the workers concerned, and then the management level and consultant can redesign the job in question. Once implemented, continuing feedback is gathered to assess impact, need for changes, and overall results.

C. INTERVENTIONS AIMED AT THE WORKING GROUP

1. Team Building

a. Purpose: Team building is aimed at the basic functioning entity which forms the cornerstones of every organization: the working group. It is an attempt to forge

together a better functioning team of workers. It attempts to give the individuals a better understanding of group leadership, structural system functioning, decisionmaking process, resource utilization, and member integration. The beliefs upon which it is founded are that a team or group should have mutual trust, mutual support, open communications, clear objectives, methods of conflict resolution, member utilization, internal control mechanisms, and an open organizational environment.

b. Methods/Procedures

(1) The Goal Setting Model: Here the effort is directed at establishing group goals which affect both the individual and the organization. Such goal setting would be accompanied by action plans to ensure measurability of results. The consultant facilitates that process by first helping create an atmosphere wherein it is possible, and then by helping the team review its goals, establish new ones, and decide on implementation methods.

(2) The Interpersonal Model: The emphasis here is on the ideal team environment. It is based on the assumption that an interpersonally competent team is more effective than one which is not. Such a model attempts to increase the level of trust, support, non-evaluative communications, and confidence. The attempt is to create a team environment where conflict is confronted, problems are solved, and good decisions are made. The consultant acts as an observer who minimally guides the group towards some process event and then feeds back some of his observations on general group effective behavior and on the particular group's interaction.

(3) The Role Model: This method is similar to role analysis, but here the emphasis is on a whole group vice two interacting persons. The consultant helps to facilitate the group members to see more clearly the role they play in the group and the roles of the other members.

D. TOTAL ORGANIZATION INTERVENTION

1. Organization Confrontation Meetings

a. Purpose. The organizational confrontation meeting is designed as a one-day meeting between the various working groups, sections, departments of an organization. It is aimed at assessing the health of the organization and more fully integrating the separate groups into a cohesive whole. There is an attempt made toward decreasing dysfunctional competition between work units and creating better intra-group understanding. What sometimes happens in any large segmented organization is that individual sections (e.g., operations and maintenance) can begin to focus narrowly on their own subunit as an end itself instead of as a part of the overall organization. When this happens, each section begins to compete against the others, thereby using up energy and limited resources in a nonproductive manner. The organizational confrontation meeting is designed to bring these separate sub-units together to create a better understanding of the large organizational picture of inter-group support and cooperation toward a common goal.

b. Methods/Procedures. Richard Beckard has established a model for this type of intervention which consists of eight

steps. Again, as earlier mentioned, this is only one method of many. [Ref. 14, p. 146]

(1) Establishing the climate: The first step is to set up a group meeting by the organization leader where all the people who are involved are brought together and the purpose is explained: i.e., better training results, more flight time, fewer unauthorized absences, better intra-section cooperation, etc.

(2) Describing the task: Here the leader points out the particular area of concern, with which he wishes to deal. If this concerns an emotionally sensitive area, he should be open and honest in order to set the tone which is needed for problem resolution. The consultant can then more fully explain how the meeting will be run and can give information on open and effective communications.

(3) Identifying the groups: Individual groups, each representing a section or work function, will have been identified before the meeting. These groups are now separated into different rooms where they are told to identify the problem and write down any suggestions or comments about it.

(4) Identifying the problem: The groups, once separated, began to work on their own with the directions given them. The consultant moves among the various groups giving any needed assistance to get or keep them moving.

(5) Sharing information and problems: At a set time the groups are brought back together and the problems as identified are written on newsprint and posted on the wall or blackboard. Each group hears the results of the others along

with any suggested solutions so maximum group information is shared.

(6) Categorizing the problems: The purpose of this step is to bring together all the generated information into a more understandable and workable format. The problems can be broken down into functional areas or into broad areas such as communications. This step can be done as one group or again as separate groups.

(7) Establishing problem solving groups: At this step the emphasis now shifts toward problem solving. Again, depending on size, this can be done as a group or as separate problem-solving teams. If done separately, the teams will reconvene with their suggestions and group discussion will follow. The purpose of this phase is threefold. First, priorities are to be set up. Second, action plans are designed. Third, specific recommendations to management are made.

(8) Making a progress review: Scheduled into the post-meeting time are periodic dates when the groups meet again and review what has happened. If results have been successful, management should positively reinforce the group. If new areas of concern have been identified, these are now dealt with and further plans are made.

E. SUMMARY

What has been covered in this section is only a very small number of the organizational development techniques in use. Those which are oriented towards psycho-therapy are not

considered appropriate or acceptable for the military environment and, as such, are not dealt with here. Others have simply been omitted due to the overall number of specific variations. Appendix A is a list of some of the workshops which have been designed by the Navy's Human Resource Management Center in San Diego. Appendix B is a workshop designed by the author to be used in a Marine Corps unit.

IV. APPLICABILITY OF ORGANIZATIONAL DEVELOPMENT TECHNIQUES IN THE MARINE CORPS ENVIRONMENT

A. INTRODUCTION

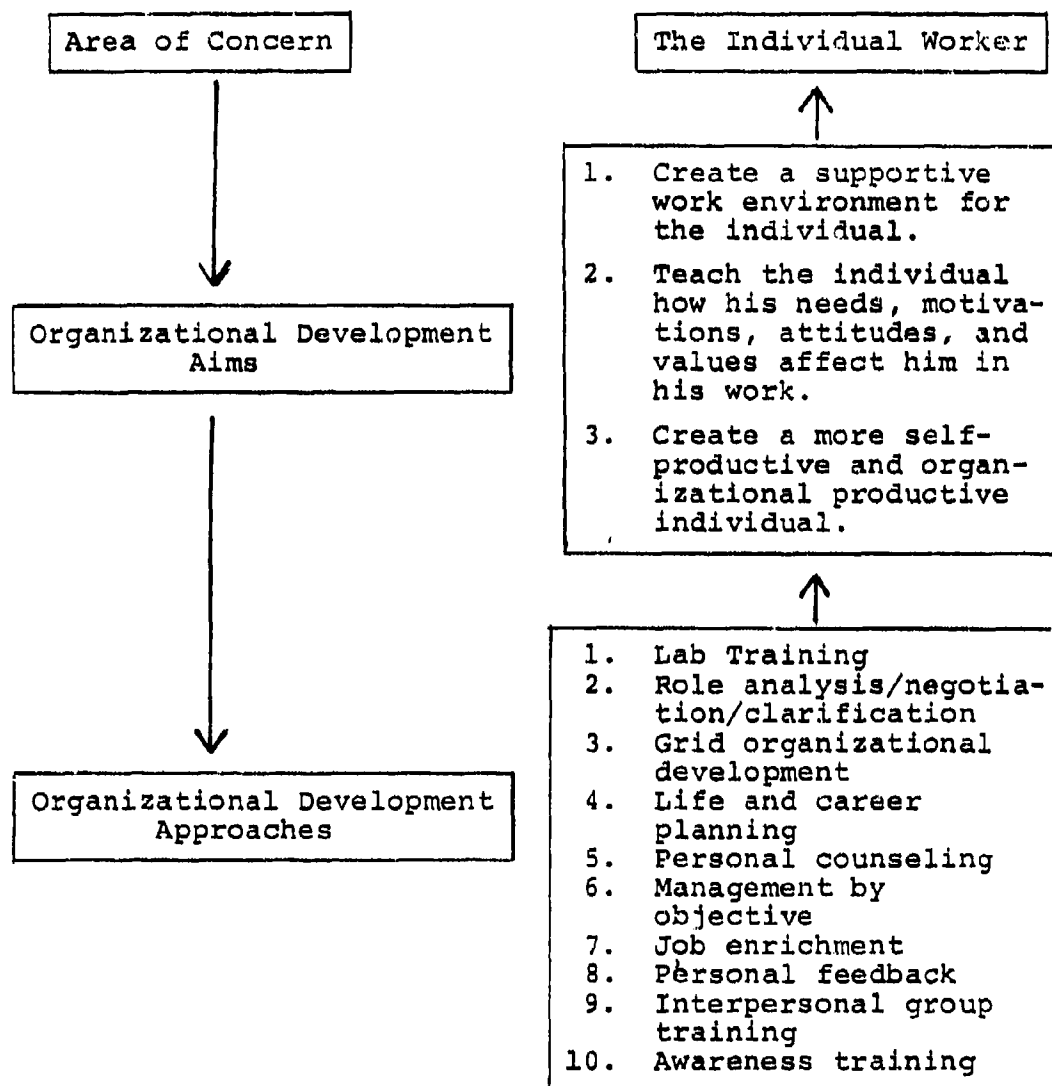
In any attempt to persuade an organization to engage in a change program, the proponent of the change must show first a need for such a change. The organization must be shown that the new program which is proposed will address and help solve or decrease existing organizational problems in a better manner than these problems are now handled. Change, like medicine, is good only when there is a need for it. In proposing that the Marine Corps adopt some form of organizational development as an aid in coping with its current problems, the same requirement of showing a need for the change exists. In an attempt to clarify such a need, the author has reviewed the past three and a half years of Marine Corps Gazette to see what if any problem areas are discussed which could be dealt with in an organizational development framework. It is assumed that significant problems and concerns of the Marine Corps are discussed in this forum. This discussion can range from non-productive "bitching" up to constructive problem solving. Somewhere toward the problem solving end, (possibly a part of it) is the area where this discussion of troubled areas becomes written and published. The analysis of any organization's "trade journal" can give insights into areas of organizational concern. Using this assumption, approximately thirty articles have been found which discuss problems of a type that have been successfully dealt with by organizational development techniques.

B. METHOD OF APPROACH

These articles are broken down into four basic areas of concern. These areas are: the individual Marine, the operational level group, the larger organizational unit or the staff/operational interface, and structural change. Each article is placed in one of these groups in an attempt to show some of the possible organizational development approaches which could be used. These proposed solutions will not be article specific but only area specific in that the various approaches proposed have been used in generally similar circumstances. It is believed that by identifying this number of articles which are written by Marines about problems in the Marine Corps environment, it will be shown that there is a need for some form of organizational development program in the Corps.

C. THE INDIVIDUAL MARINE

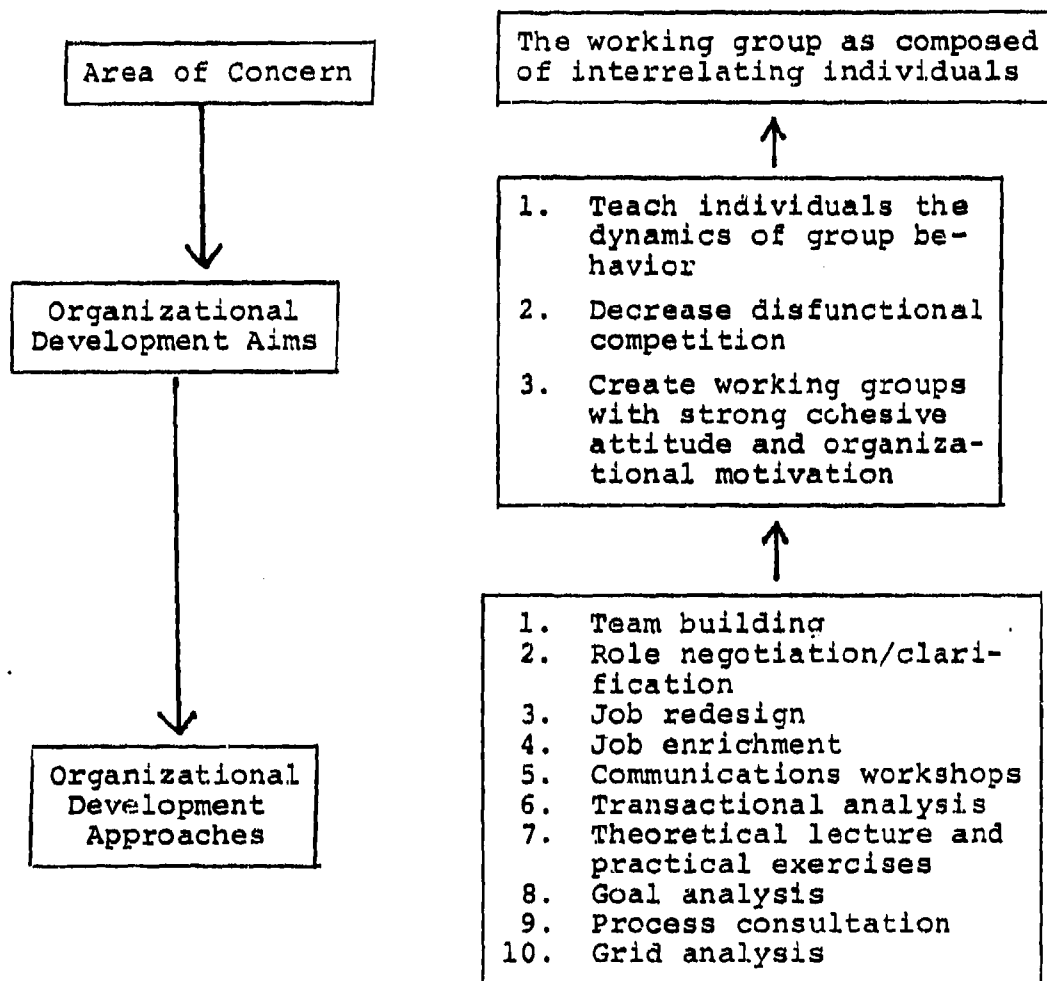
FIGURE IV-1



1. Organizational Development Related Problems Raised by Marine Authors on the Individual Marine Within the Organization
 - a. Motivating Positively is Another Way of Saying Leadership (June 1978).
 - b. Listen Marine, You Gotta Treat People Like People (December 1977).
 - c. Leaders Must Know Human Values (February 1977).
 - d. A Kick in the Butt Isn't the Answer (October 1978).
 - e. Planning for the Marine Getting Ready to Retire (January 1977).

D. OPERATIONAL LEVEL MARINE CORPS UNITS

FIGURE III-2

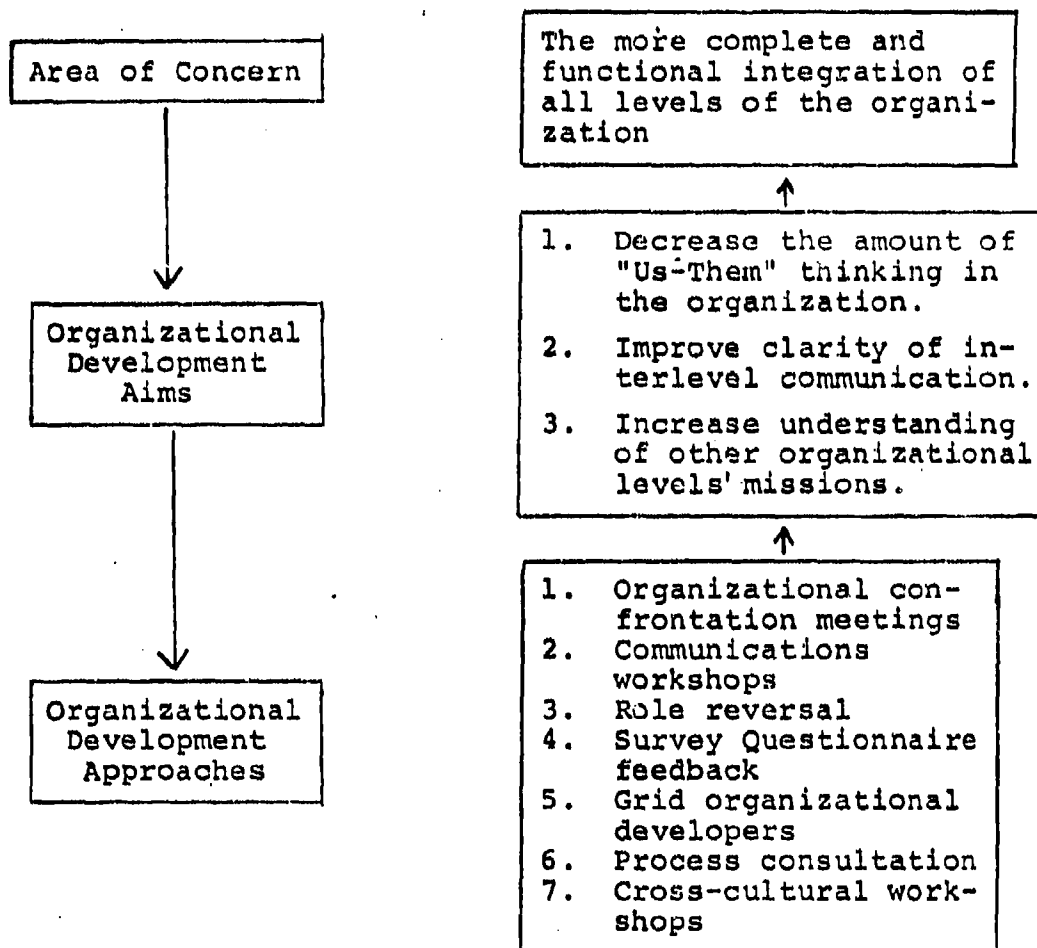


1. Organizational Development Related Problems Raised By Marine Authors on the Marine Working Team

- a. Use of Women as Warriors Threatens Our Society (September 1978).
- b. The Personnel Campaign Issue is No Longer In Doubt (January 1978).
- c. Leadership Failures (August 1976).
- d. Marines and Alcohol (December 1976).
- e. Job Satisfaction (September 1976).

E. THE STAFF/OPERATIONAL INTERFACE

FIGURE III-3

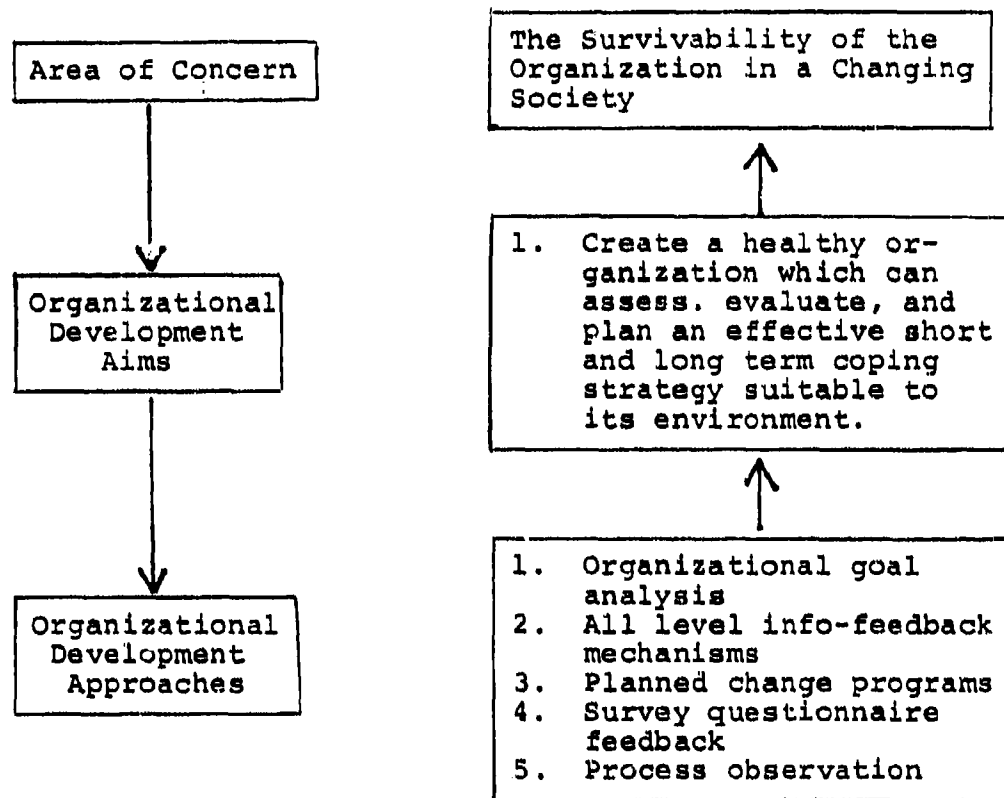


1. Organizational Development Related Problems Raised By Marine Authors on the Largest System Interface

- a. The Age of Management Impacts Adversely on the Military Profession (June 1978).
- b. Its About Time the Corps Redesigned Personnel Gear (July 1979).
- c. Some Implications of Increasing Use of Sophisticated Technology (March 1979).
- d. Marine Corps Marksmanship Ain't What It Used To Be (February 1974).
- e. Three Strikes Is the Union Out (August 1978).
- f. Civilian Combat Casualties, Our Moral and Legal Responsibilities (October 1976).
- g. Look For the Union Label (June 1977).
- h. What Can the Military Expect from Unionization and Collective Bargaining (June 1977).
- i. Unit Rotation: Making Unaccompanied Tours Easier on People (November 1977).
- j. Managing the Marine Corps Major Asset: Its Manpower (November 1977).

F. PLANNED MARINE CORPS ADAPTION CAPABILITY

FIGURE III-4



1. Organizational Development Related Problems Raised By Marine Authors on the Role of Systemwide Change Capability

- a. Mission and Force Structure (December 1975).
- b. Instilling More Direction and Vitality into Marine Aviation Tactical Training (May 1979).
- c. Is the Marine Corps Officers Education an Institution for Ignorance? (March 1979).
- d. Some Implications of Increasing Use of Sophisticated Technology (March 1979).
- e. Are Our CAS Tactics Keeping Up With a Shifting Combat Arena? (March 1977).
- f. For Professionalism, Marine Air Control Needs a Complete Overhaul (May 1977).
- g. Keeping Quality Marines Is a Challenge to Leadership (November 1977).
- h. Recruiting An All Volunteer Force (November 1977).

G. SUMMARY

In the preceding section several articles written by Marines about Marine Corps problems have been listed. The twenty-eight articles are not a large number, but they are only the visible tip of the iceberg (approximately 15% of the overall articles surveyed). First of all, the number of people who carry their problems all the way to the publication stage is a small percentage of the total population. Secondly, only one publication was selected. What has been shown, however, is that this number multiplied by some factor represents a level of problem awareness in our Corps. There are problems which we now face which are clearly in the realm of organizational development. To say we have no need for this management tool would be inconsistent with the preceding review which shows a clear need and place for organizational development in the Marine Corps.

Having arrived at this conclusion, let us now look at the Navy and Army programs before presenting possible scenarios for the Marine Corps.

V. THE NAVY EXPERIENCE IN ORGANIZATIONAL DEVELOPMENT

A. HISTORY

On January of 1971 the United States Navy took its first tentative steps in establishing a Human Resource Management program. Admiral Elmo Zumwalt, then Chief of Naval Operations, began a one-year pilot program with a cadre of twenty-four active duty Naval personnel. The stated purpose of this team was to "develop and evaluate new ideas and techniques in the human relations area." [Ref. 9, p. 4] After a period of study of both government and civilian existing programs in this field, the final recommendation was the creation and adoption of a Navy-wide organizational development program. [Ref. 9, p. 5]

During March of 1971 a Human Relations Project Office was created within the Bureau of Naval Personnel to provide overall control and integration to the various uncoordinated programs throughout the Navy. By the end of 1971 a full scale planned change effort was outlined by the project members as the desired approach for implementing the Organizational Development Program into the Naval environment. The overall design was a synthesis of existing strategies in organizational development and was labeled Command Development. It consisted of seven interrelated and sequential steps which were to be carried out by the individual command under the guidance of a military Organizational Development Consultant. The first step consisted of a one-week introductory seminar. Step two consisted of data

gathering by use of both individual interviews and the Human Resource Management survey. Step three was the follow-on of data analysis from the survey. During step four the information which had been gathered during the interviews and survey was fed back to the client unit. Step five was concerned with interpretation of these data as regards to improved organizational functioning. Step six went into action planning for future performance improvement. The final step consisted of an overall evaluation of the results of the entire developmental effort.

At the same time that this plan was proposed, several important decisions were made concerning the program's implementation. R. Forbes, one of the original members of the project, states these decisions as:

1. Resources

The commitment of scarce money and people on a priority level to a long-range effort on the basis of largely undemonstrated potential in a time of resource scarcity.

2. Program Scope

The establishment of new regional consulting centers geographically positioned so as to provide service to concentrations of operational units on a voluntary, first-come/first-served basis.

3. Structure

Maintaining the embryo organization development program as a staff function, under centralized control, as one service among many offered by the regional centers.

4. Top Management Support

Continually seeking demonstration of top management support and commitment in the form of obtaining requested resource allocations, protection of program members from hostile organizational elements, public and private endorsement of program goals, and actual participation in some developmental activities.

5. Education and Training

The creation of a staff selection and training pipeline to provide the organizational development program with a large number (100) of organizational development practitioners in a short period of time (one year).

6. Evaluation and Continued Development

Initiation of a medium scaled evaluation effort with an operations-oriented subsystems (a cruiser-destroyer flotilla) while continuing ongoing program development and refinement.

7. Staffing

The utilization of Navy line management people with limited training to act in an internal consultant capacity vice employment of professional external change agents. [Ref. 9, p. 7]

B. PROBLEMS ENCOUNTERED

1. Command Involvement

Whenever any organization attempts a large scale change effort, resistance should be expected. In an organization such as the military, the level of resistance will normally be high. In order to possess the force needed to overcome such resistance,

commitment or involvement at three levels of command are needed. First and foremost is the commitment of the organizational leader or leaders. In the Navy's implementation of an organizational development program, this high level involvement was present. The then present Chief of Naval Operations, Admiral Zumwalt, mandated the program thus ensuring that the highest level of command gave its blessing and force to carry out the program.

The second command group which must be involved in any change effort is the intermediate level of senior managers who in the military equate to the staff and various headquarter levels. In any large organization this level exists as the basic communication network for information flow both upward and downward. If this level is not committed, or worse, is against the change, they can effectively hinder, distort, or just ignore the information flow which deals with the change effort. These people are of key importance, since they comprise a unique part of the power base of the organization. In any change effort the aim must be on both individual change of personal behavior toward the desired goal and an accompanying change of organizational structure as needed to implement the change. If only people are changed, and as a result employ new behaviors inside an old structure, conflict, frustration, and problems will result. The head of the organization can mandate structural change, but the intermediate level managers will be the one who actually carry out and institutionalize this change. It is imperative from this point of view, that the senior level managers are involved and committed to such change. In the Navy's implementation of organizational

development this has been the weakest link. The main thrust has been at the operating unit level partly because this is the most evident area of concern and is also the least resistant area. It would seem that a major thrust of emphasis is needed at this previously ignored area.

The final level of command is the operating unit level, where the ultimate effectiveness of the unit is shown and measured. Because of the importance of this level, any change program must be aimed at incorporating it in the program. Not only is this level important as the ultimate measure of effectiveness but it also constitutes an invaluable source of information on real world data. In the Navy program, the heaviest emphasis has been here.

In summary, the Navy has experienced some problems by failure to fully incorporate the middle command level into their Organizational Development Program.

2. The Individual Consultants

In the early interventions by Navy Consultants, problems of client-consultant identification existed. The ideal consultant is one who has both behavioral science knowledge and actual experience in the client organization. The Navy consultants fit this description. In the very early stages some of them lost; however, a certain credibility with the Navy units they worked with by dressing in civilian clothes, operating on an officer/enlisted first name basis, and failing to observe Navy haircut regulations. These few perhaps identified too closely with civilian consultants rather than more appropriate Naval role models.

3. Resource Capability

Because the Navy program was new and as such required a large build-up to meet desired goals, there existed the inability to reach a large percentage of the target organization. This, however, is not considered a Navy specific problem so much as an inevitable consideration at the beginning of any large change effort which requires specific skill training.

4. Scheduling Priorities

The Navy, just as any other United States military force, exists today in a heavy workload environment. Adding the Human Resource Management survey into the already tight schedule alienated many units who perceived it as another "busy work" commitment from above. Too often surveys were scheduled for operating units without consideration for their present work schedules. The consultant then faced the additional resistance of possible client hostility. Improved scheduling and more lower level unit input could have decreased this problem.

5. The Rice Bowl Syndrome

With the initial implementation of the program was a failure to clearly define the overall coverage of organizational development. Since its inception, various programs which are related to organizational development have arisen as separate projects. As in any bureaucratic organization, there has been a tendency for these varying programs to each protect their own "rice bowl" as opposed to more cooperative team oriented functioning. A clear program definition could aid in eliminating this problem.

C. PRESENT STATUS

1. Becoming Established

In the course of approximately nine years of implementation, the Navy has reached a state in their organizational development change effort where the program is now solidified and becoming institutionalized. The goals as stated in NAVPERS 15513 are to improve mission effectiveness and to improve individual performance of assigned personnel in support of mission effectiveness. The objectives which are given to the Human Resource Management Centers/Detachments are to:

- a. Assist Commanding Officers/Commanders in establishing organizational goals.
- b. Assist Commanding Officers/Commanders in identifying management issues and concerns related to Human Resource Management.
- c. Provide data-based analysis to command leadership.
- d. Assist in diagnosis of existing organizational issues.
- e. Assist Commanding Officers/Commanders in the assessment and development of unit programs in the following areas that are applicable:
 - (1) Leadership and Management
 - (2) Equal Opportunity (including Equal Employment Opportunity)
 - (3) Drug Abuse Control
 - (4) Alcoholism Prevention
 - (5) Overseas Diplomacy

f. Assist command leadership in integrating individual and organizational goals.

g. Assist command leadership in goal setting and planning.

h. Assist Commanding Officers/Commanders in developing and updating action plans.

i. Provide command leadership with a method of continuing self-evaluation of action programs.

j. Assist command leadership in developing skills and knowledge necessary to create a self-sustaining HRM capability.

2. Required Individual Training

To support the present Human Resource Management Program the Navy has established the following schools to train individuals to function within the present system.

<u>Course Title</u>	<u>Length</u>	<u>Location</u>
HRMS Basic	12 weeks	HUMRESMANSCOL Memphis
HRMS Management	3-6 weeks	HUMRESMANSCOL Memphis
Equal Opportunity Program Specialist (EOPS)	11 weeks	Defense Race Relations Institute (DRRE), Patrick AFB
Drug and Alcohol Program Advisor (DAPA)	5 days	Rota, Charleston, Norfolk, Pearl Harbor, San Diego
Collateral Duty Alcoholism Counselor (CODAC)	2 weeks	Alcohol Training Unit (ATU), San Diego
Alcohol Training Specialist (ATS)	10 weeks	Alcohol Training Unit (ATU), San Diego
Drug Abuse Counselor (DAC)	9 weeks	NDRC, Miramar, Navy Drug Rehabilitation Center
Overseas Diplomacy Coordinator (ODC)	5 days	NAVPHIBSCOLS, Coronado, Little Creek
HRM Masters Degree	18 months	PGSCOL, Monterey

3. Present Cycle

Fleet units are presently assigned for a Human Resource Management cycle on the normal quarterly employment schedule. This scheduling is done on recommendation from Type Commanders. Shore activities are scheduled by the Second Echelon Commander or upon request of the shore activity Commander. The present cycle consists of a five-day working period and is broken down into nine steps. These steps are introductory activities, data gathering, analysis, feedback and diagnosis, planning, Human Resource Management availability, unit action, continuing assistance, and follow-up.

4. System Structure

The present organization of organizational development within the Navy has evolved into a headquarters and an operating level structure. On the headquarters side N-6, Human Resource Management Operations, which is responsible for day-to-day monitoring of the system, reports through OP-15 which is responsible for overall policy in the Human Resource Management program. OP-15 in turn reports through OP-01 to CNO. The schooling responsibility also comes under the headquarters section with Naval Postgraduate School and HRMS Memphis under the Cognizance of CNET. The operating levels are broken down to support CINCPAC, CINCLANT and CINCUSNAVEUR. Each CINC has control of one or more Human Resource Management Centers which are in turn further subdivided into Human Resource Management Detachments. These centers and detachments work directly for the respective CINC Commander and are responsible for the OD support of their respective operating level clients.

VI. ORGANIZATIONAL EFFECTIVENESS IN THE U.S. ARMY

A. INTRODUCTION

The initial use or application of organizational development techniques (called O.E., Organizational Effectiveness) by the Army were first implemented during 1973-1974. Drawing heavily on then existent operational development philosophy and methods in the civilian world, the Army created militarily oriented programs which were tried on a partial implementation timetable. Having received favorable feedback and perceived results from the trial application, the Organizational Effectiveness Program was then begun on an Army-wide basis. During this early stage, the program received strong backing from the Chief of Staff of the Army, General Rogers. The original aim of this approach was largely at the personal interaction level of the operating units: i.e., battalion level. Recent development of the present program has been more inclusive of a macro level outlook with the purpose of changing not only the personnel in the organization but also the existing organizational structure when needed.

B. PRESENT ENVIRONMENT

Compared to the Navy program, the Army has used a more decentralized design. At the headquarters level, organizational effectiveness comes under the Human Resources Department which

is a subunit of Office of the Deputy Chief of Staff Personnel. The individual Organizational Effectiveness Staff Officer (OESO) is assigned to one of the four major commands: United States Army Europe, Forces Command, Training and Doctrine Command, or Material Development and Readiness Command. OESO's are assigned at the division level and are responsible to that unit commander. Use of the O.E.'s expertise is on a voluntary basis by any level unit commander and once the initial assessment has been completed, continual involvement in the remainder of the four step process is up to the commander's discretion.

C. THE ORGANIZATIONAL EFFECTIVENESS OFFICER

Selection of officers to be trained in the program has been on a voluntary basis for the greatest part. Individuals can be selected by their command or by the Military Personnel Center to be trained enroute to a new assignment. Originally only officers were used as OESO's, but recently the Army has begun a trial program of senior SNCO's who will work with an OESO. Criteria for selection to the school are designed to ensure a high quality of personnel input. The officer must be in the grade of Captain through Lieutenant Colonel and be assigned or projected to an authorized OESO billet. He must have attended an advance officer training course and possess a baccalaureate degree. Finally, he must have promotion potential to next higher grade and have had command experience at a platoon, company, or higher level.

Once selected, the individual officer attends a 16 week course at the Organizational Effectiveness Training Command at

Fort Ord, California. Emphasis at the school is on system theory, organizational theory, intrapersonal skills, and group process. The last five weeks of the school consist of a field trip to an O.E. unit where the student gets on-the-job training.

D. THE ORGANIZATIONAL EFFECTIVENESS CYCLE

The intervention cycle as used by the Army is divided into a four step process. Prior to any intervention beginning, the OESO must be requested by the unit commander. The OESO will then function as a special staff officer to the commander on a temporary basis. The guidelines under which the consultant officer works with the client unit states that: he must be a fair and impartial observer; should try to make the unit more self-sufficient; has no authority to punish for breaking rules; seeks win/win solutions; describes process rather than evaluates it; is responsible to the client unit commander; seeks long and short term improvement; and is a professional soldier in his work. The request by the commanding officer is usually an informal one such as a memorandum or phone call to the O.E. unit. The first meeting of OESO and client is designed as a definition and boundary setting phase. The client and consultant will come to agreement on problem definition and general objectives. Once this agreement is reached the first step of the cycle begins.[Ref. 6, p. 19]

1. Assessment

The first stage consists of gathering a data base by the consultant. Historical data such as IG reports, UA and AWOL

rates, and ROP can be used. The survey method can also be employed at this point either in the form of the General Organizational Questionnaire (GOQ) or a more individually-oriented questionnaire. Another technique is the use of group or individual interview. Process observation is a final and least obtrusive method. The collected data is assembled into a coherent matrix and presented to the Commanding Officer.

2. Planning

The second stage is broken down in six substeps which follow a logical approach to interpret and make use of the data gathered. Data is first discussed in order to make it more meaningful. From this analysis comes problem definition and identification. Alternative courses of action and their expected results are considered. Strength and weaknesses are discussed and selected solutions are chosen.

3. Implementation

The third step consists of applying the course of action decided on in the planning phase. Part of this stage involves the use of an Evaluation Criteria column. Basically this serves as a means of giving or setting measurable standards by which to judge the intervention. Specific goals such as a 10% decrease in UA's or a 10% increase in training readiness are set up.

4. Evaluation and Follow-Up

The final stage is used first to judge the success or failure of the O.E. effort. At this time if new problems appear or original ones are only partly solved, the client and OESO can enter the cycle at step one and proceed with emphasis

on the new area. The emphasis at this point is that the O.E. program is not a one-time effort but to be effective must consist of an on-going environmentally-oriented evolving process which aids the commander adapt to change as it confronts him.

E. SELECTED INTERVENTIONS

As the final section of the coverage of the Army program of O.E., two specific interventions which are currently being used will be discussed in detail. The first of these, the Change of Command Transition Model, is designed mostly for a non-combat environment. The second which deals with Process Performance of Battle Staffs, has been tested and found useful in training situations such as Command Post Exercises and could be used in a combat arena.

1. Change of Command Transition Model

Rapid turnover of unit commanders is a problem known all too well to most military commands. As the new Commanding Officer enters a unit, he faces a time period of lower than possible Commanding Officer-influenced unit effectiveness. He must expend more of his time at first in learning the people and the unit he is taking command of. Once this initial familiarization is complete, he is then capable of functioning more effectively. In a study by Kaiser Aluminum, it was found that it normally took a new manager six months to become fully productive. Although a military command differs from the corporate unit, there is still this period of lower efficiency facing most new unit commanders. The Army's transition model was patterned after the Kaiser program and was designed specifically

to lower the down time caused by frequent succession in military units. It was first used by Colonel W. G. O'Lesky in the Personnel Systems Division, Department of the Army, and since has been employed with success in a variety of Army Commands. [Ref. 6, p. 10]

a. Conditions and Objectives

Although the model is appropriate for all command changes, it is especially appropriate if the commander is unknown; there is a short amount of time available for the transition; the new commander has a reputation; and the old and new commanders have different styles of command. The main objectives of such a meeting are to have a controlled and planned situation where the commander and his subordinates can become acquainted; concerns and expectations can be clarified; priorities and goals can be clarified; realistic action plans can be determined to achieve them, and the overall personality of the command can be examined and better understood.

b. Process

Prior to actual meetings being held, the OESO on the request of either one or both of the respective Commanders begins his job by interviewing all the selected participants. This allows the change agent to meet each person individually to gain a better understanding of the members and also serves as an information source to all these members as to the purpose, objectives, and procedures of the intervention. Each participant is asked to prepare notes on his concerns for the organization, major goals, necessary actions, expected problems, and other areas which may be of interest to the specific command. A key

point stressed here is for the group member to define for himself what support or guidance he needs from the new commander to accomplish his mission. The focus is on improving internal unit management and not on interpersonal closeness. This period is critical for the unit because it can set the future pattern for the organization. Once this pre-work has been completed, the actual meeting can be scheduled. (Appendix C is a copy of one of the detailed outlines which the Army has used.)

c. Evaluation

Once the meeting has been concluded, the OESO must ensure there is continuing evaluation of the outcome. This can be done by previously setting measurable goals prior to the meeting being held and then following up on these upon completion. Post interviews and questionnaires can be used to provide data for the Commanding Officer to assess. It is important to the programs success for the OESO to supply honest hard facts to the Commander which show him a more effective unit within a shorter period of transition time.

2. Organizational Process Performance of Battle Staff

This program as designed by the Army is the closest attempt to use OE in a combat arena by a U.S. force. Although it has only been used in simulated battle exercises so far, the transfer to a real world battle environment would appear as highly feasible. The basic scenario consists of several OESO's acting as observers during a simulated battle operation at a staff level. Observations by the OESO's are fed back to the participants both during and after the operation.

a. Background

In the summer of 1978, a study was conducted in the 8th Infantry Division to assess the feasibility of using OESO's to observe and improve the process performance of battalion command groups. As part of this training exercise, 12 command groups participated in a four-day exercise which consisted of four 24-hour modules. Each module consisted of one combat operation which was broken down into issuance of orders, terrain reconnaissance, planning, and six hours of combat operations. OESO's were assigned to each command group to observe, assess, and feedback the process performance of that particular group to its Commander and members. The process performance of each unit was broken into the separate areas of sensing, communicating information, decision making, stabilizing, communicating implementation, coping actions, and feedback. (These areas will be more fully explained in Appendix D.)

Data were collected on the performance level of each unit and the following results were determined. A high positive relationship (Correlation Index of .67) was found between Organizational Competence (as defined by the units level of process performance) and Organizational Effectiveness as measured by percent of mission accomplishment, objectives taken or defended, and resources used and remaining. If such is the case, then by improving a units process performance we will also increase its effectiveness. Measurements were taken of the mean process performance scores for each module. Even accounting for the effects of practice, the differences were considered significant. Ideally, the study would have used

OESO's in only half the groups to give a more measurable picture of the effects. With these measurements and with the favorable feedback from units commanders involved, the Army considered that using OESO's in such a setting was worthy of further implementation. [Ref. 4]

b. Method of Application

Before beginning the actual observation process the OESO must first define the organization he will be working with. The system should be looked at as a bounded unit functioning as part of a greater whole. This could consist of an entire battalion or could be restricted to the staff headquarters. In the case of a staff unit, the boundaries would be the points of interaction between the higher and lower units it works with. With the organization defined the key elements in the information flow are then selected. These could consist of the S-1, S-2, S-3, and S-4 and other special staff officers. These key elements will be the focal points of the OESO's observation. The areas of interest which the consultant looks at are broken down into seven categories of interaction. (See Appendix D.) Using these processes as a guidelines, the OESO first briefs the members of the organization on what will happen during the process evaluation. Members of the organization should have a clear idea of what the O.E. intervention is and how it will be implemented.

As mentioned earlier observations can be fed back during the operation and in more detail upon completion. Using a written form which follows the seven process areas, the OESO rates the particular unit from his observations. From this a process score and Organizational Competence Score can be

derived. With standard statistical tests, the unit can compare itself to more or less effective units of similar size. If problem areas are identified within the unit the OESO can further aid the group members through areas such as role clarification, team building, feedback and specific training.

VII. THREE SCENARIOS FOR IMPLEMENTATION OF
ORGANIZATIONAL DEVELOPMENT INTO THE MARINE CORPS

A. INTRODUCTION

We have by now seen what organizational development is, how it is needed by the Marine Corps, and what other branches of the Armed Forces are doing in this area. It is time, now, to show how it might be implemented in the Marine Corps. The three possible methods which will be discussed here are exactly that. They are suggestions or guidelines. They are not the only manner nor are they final in design nor inflexible. The purpose of describing them is to offer first the evidence that such implementation can be done, and secondly to give suggestions on possible methods.

A criticism might be raised here that the designs should be more definitive and detailed, so that if accepted they could be put directly into practice. There are several reasons why this is not appropriate.

First, additional analysis of Headquarters' functions is necessary for a complete on-line program. Second, by over detailing a program at such an early stage without having access to input from all concerned parties, there is a much greater chance of unnecessarily alienating some parties. And, finally, the time frame to completely incorporate such a program, if system-wide implementation is desired, would be somewhere in the ten-year range. To fully research and design such a program is beyond the scope of this study. Therefore,

these proposals are only beginnings or points of departure from which an overall program can evolve.

B. DEGREE OF COMMITMENT

In describing the three possible methods of implementation, a progression of Marine Corps commitment levels has been considered. Since the Marine Corps has resource limitations which will have an effect on implementing such a program, those programs which need the least level of resource commitment are described first. The first two proposals are very limited partial implementation, whereas, the third proposal would require greater resources and would eventually lead to system-wide acceptance.

All three proposals have one factor in common. None of them could be attempted without the prior commitment and backing of the Commandant. Just as the Navy had Zumwalt's blessing, the Army Roger's, so the Marine Corps would need the existing Commandant's approval and support.

C. OPTION ONE: MINIMUM LEVEL COMMITMENT

The first proposal is not so much a design for implementation as it is for a climate evaluation. The purpose would be to determine if the overall population of the Marine Corps is ready for such change as would be involved in an Organizational Development Program. Secondary to the primary purpose would be to identify any small areas of resistance, the objections, and possible means of enlisting support.

The tools which would be used for such evaluation would be either a mailed survey, actual interviews, or both. Manpower requirements would be the minimum of one person who has training in survey design and interviewing technique. Such an individual could be attached to an existent section at Headquarters for administrative and clerical support, thus requiring no new organizational restructuring.

The thrust of the survey could be as is described. First, a basic program description would be listed. The terms "Organizational Development" or "Human Resource Management" would not be used but rather it would simply describe a new management program. Some of the previously mentioned areas such as team building, CPX process observation, change of command transition models, analysis of communication channels, role clarification, and job enrichment would be described. The descriptions would be brief and would cover areas such as purpose, methods, and results. Feedback on each program description would be elicited by means of having the survey respondent mark his/her feelings on the particular program by use of a graded scale.

This first section would be important since it would attempt to measure receptiveness on basic organizational development programs without being affected by previous false perceptions concerning organizational development and human resource management.

A second area of the survey would be a more open ended questionnaire which would have individuals identify a number of problem areas as they see them and then prioritize them.

Such a section could list example areas of concern such as pay, benefits, etc., and then have the individual list any areas of individual concern.

A third area would identify by name Organizational Development and Human Resource Management techniques. The purpose would be to measure perceptions which are currently held which would be a deterance to implementation. Here one would be looking for incorrect perceptions concerning the true nature and purpose of organizational development. If such areas are identified, they would have to be dealt with prior to starting any implementation. Such a survey could be broken down into demographics such as MOS, age, rank, sex, and others as determined useful. If such a program were to be set up on a year basis, the project manager, after completion, could brief the Commandant as to whether, at this time, it was feasible to begin development of an Organizational Development Program or if organizational resistance would be too great.

D. OPTION TWO: INTERMEDIATE COMMITMENT LEVEL

Option two moves out of the evaluation phase into the trial application stage. Since it has a larger target goal, it also has greater resource requirements. The manpower requirements for these members would be: a volunteer, a graduate degree in Organizational Development (e.g., a Masters Degree from NPS, MIT, Brigham Young, Case Western, or comparable high quality curricula), a strong interest in the Marine Corps and the individual Marine; and the ability to manage programs which

have mostly long term payoffs. Time requirements would be two and a half years.

The team leader, a Lieutenant Colonel, would originally be selected by CMC and briefed on the scope, intent and expectations for the trial program. He would then participate in the selection of the remainder of the team members. Once the total team was selected, they would be assembled at Headquarters Marine Corps as a special project team operating in the Manpower Section. The team would spend one month here being briefed and oriented on the program.

Once the team orientation has been completed, the next step would consist of an experience tour. Since the Marine Corps would have no facility for such a tour at this time, an interservice agreement would have to be worked out to send half the members to the Navy Memphis School and half to the Army Fort Ord School to attend the standard Organizational Development/Organizational Effectiveness curriculum. Prior informal liaison by the author with personnel from both services indicated a willingness to help in any area. By sending Marine Corps personnel to both schools, a two-fold purpose is achieved. First, the team members will get consultant training and secondly, they will be made more aware of what areas are being emphasized by these two sister services. This should help them when they reach the stage of design to have a better first-hand knowledge of techniques and results available.

Having completed the schools, it would be desirable if the members could be then incorporated into active Navy and

Army teams at one or more of the centers to get on-hand experience from a complete Human Resource Management cycle. The most immediate results could be achieved if the interventions were held on Navy and Army units which had Marine Corps personnel in them or on units which were comparable to Marine units. Once this cycle was complete, the team would be reformed at HQMC to analyze their experiences. Effective and non-effective measures could be identified along with Marine Corps related and non-related techniques.

With the project now having reached a point where a trained nucleus has been achieved, a trial unit would be selected. The unit chosen would be a squadron or battalion-size Marine unit. The criteria being used for this selection being first that it is not too large for the team to work with, and secondly, that it is a large enough organization to possess a full range of organizational processes.

Once the trial unit has been selected by Headquarters and the team with the consent of the subject unit, the team would spend a one-month period briefing the organizational members about the project aims and then surveying and interviewing them about their subject organization. With the information which has been gathered, the team would then plan the initial consultation cycle to address areas which had been identified in the entrance cycle. This consultation cycle would continue for a year with the team working on any new areas identified, following up previous work, and gathering measurable data for eventual evaluation. Criteria for judgment of results would have been identified as part of

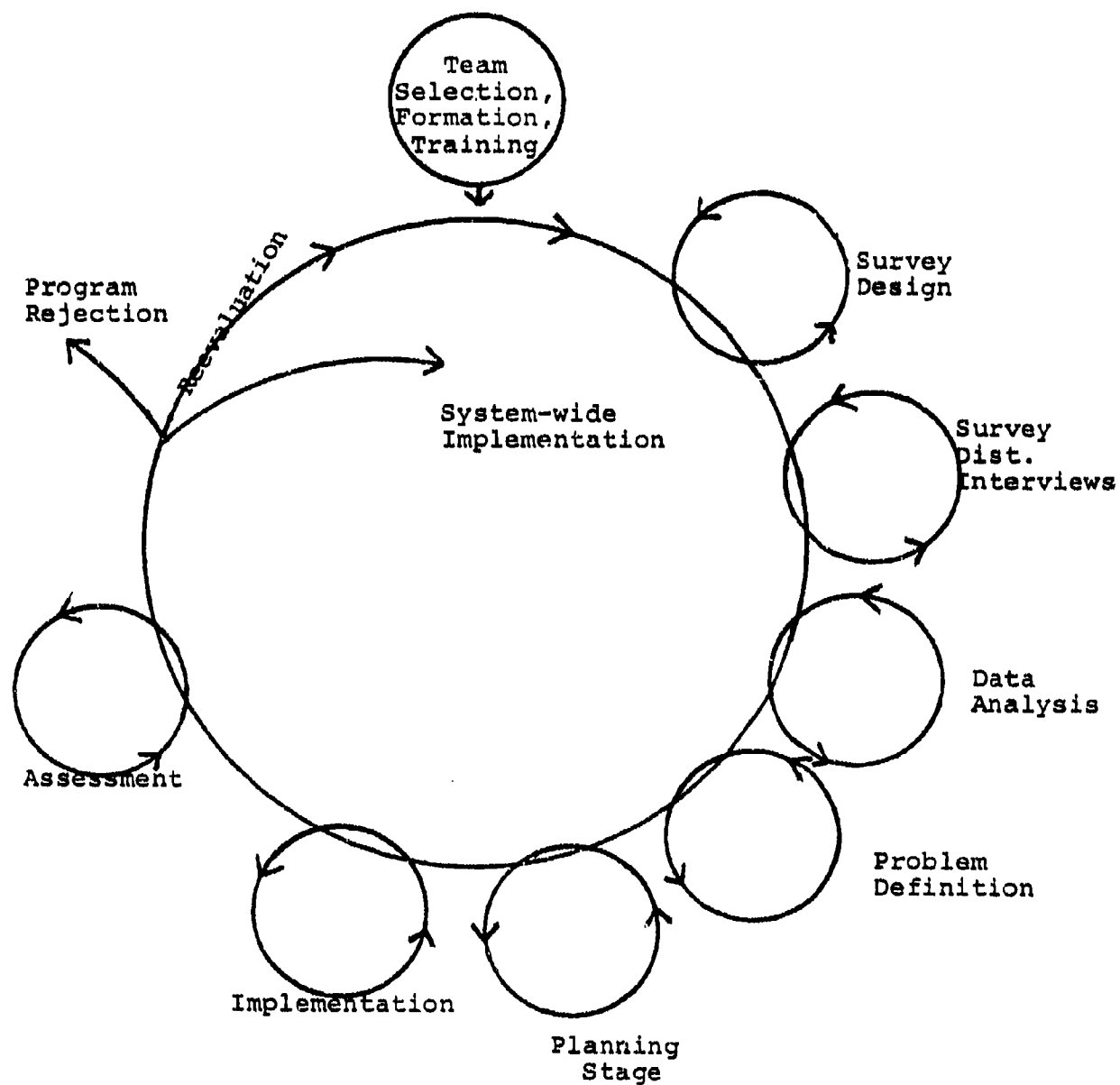
the front end unit evaluation. Having completed the planned program life cycle, data would be gathered from both the team and the unit members to determine overall success. Based on the results which have been gathered, Headquarters can then make a decision concerning the future direction, if any, of organizational development in the Marine Corps.

E. OPTION THREE: MAXIMUM COMMITMENT LEVEL

The final implementation option which will be described is similar in some respects to Option Two in its basic structure but has both a greater manpower and time requirement. Both the resource increases result from the greater in depth planning and wider scope which it possesses. It is designed as a partial implementation which will serve as the groundwork and testing area for systemwide implementation. Figure VII-1 is a graphic illustration of the overall cycle.

A necessary condition which must be met early in the development of such a program is the formation of a dedicated and knowledgeable team which will act as both the main driving and guiding force for program achievement. A project manager must first be selected who has a background and interest in both the Marine Corps and Organizational Development. This individual would be a colonel and would have to have the backing of the Commandant so that there are more resources available to overcome expected areas of resistance. Having selected a project leader, who would act as a special staff officer to the Commandant, a team of individuals would now have to be formed. The requirements for these individuals should be: a volunteer, a graduate

FIGURE VII-4
IMPLEMENTATION CYCLE



education in Organizational Development (e.g., a Master Degree from NPS, MIT, Brigham Young, or a comparable curricula), a strong interest in the Marine Corps and the individual Marine, and the ability to manage programs which have long-term payoffs.

1. Team Training

Having selected ten team members and assembled them at Headquarters Marine Corps, these individuals must be integrated into a goal functioning team. This could be done in a two or three months period during which first team building techniques are used and a basic level of common theory knowledge is achieved. It would be crucial at this time that close liaison between the team and CMC are maintained to insure that the command's and the team's aims are consistent. The team's goal formation at this time should emphasize the overall aims of the program since specific problem areas may not be accurately assessed initially.

Once the team building and goal analysis had been completed, the next step would consist of an experience tour. This phase of training would be similar to that described in the previous option.

2. Problem Area Assessment

At the stage in the program where the team has built up a core of expertise to deal with organizational problems it is necessary to identify the problem areas. In the problem area identification stage, it is essential that all resources of information be used. A representative spectrum of the Marine Corps' personnel would be polled for information. This could be done first by the use of questionnaires which would be designed to be given in similar peer groups by team members at various selected commands. The questionnaires would be

designed to survey senior levels, intermediate levels and operational levels of command, in order to clarify their perceptions of organizational strengths and weaknesses. The survey could also be designed to break down responses by age, sex, race, rank or other areas which are determined to be necessary. Also, the survey could be used to check values or attitudes of different ages or times in service to see if these are significant demographic variables. The advantage of having team members give the survey on-site would be to first off all ensure a better return rate and explanation of interviews purpose. Secondly it would allow the team members to conduct personal interviews on a smaller representative cross section. The interviews being less structured would allow for more input and possible identification of previously missed areas. Scheduling both interview and survey together would be efficient in time and money. When this stage has been completed and the information sorted into an intelligible manner, the team would now have a guide of where most of their efforts should be directed.

3. Implementation Planning Stage

The critical stage is when the input has been received and now has to be translated into programs which attempt to deal with the areas of concern. If, for instance, there are certain areas which must be addressed, the team can formulate a general outline of what instructional techniques can be used. Specific workshops, lectures, simulation strategies can be designed as part of the overall approach. These specific techniques which would be designed are not to be considered

as the only way of problem solution but rather general guides which would be tailored to each specific unit during actual implementation. A problem which was seen in several of the Navy Human Resource Management Centers was overdependence on standard techniques and workshops without real unit problem definition. One of the main benefits of organizational development is that it can and should be unit specific. The natural human tendency is to become comfortable with a specific approach and then use it as an instructional straight jacket. The system must design some internal check system which insures new ideas are continuously brought into the instructional/consultant environment, and that some form of front end problem assessment and goal analysis technique is designed which can be used by Marine Corps consultants to ensure they are actually dealing with the real problem in a realistic manner. A second problem which should be dealt with at this time is to ensure the designing of measurement techniques into the program. From the consultant's point of view it is easier not to put in some measurable criterias since it allows him more room to hedge around when pinned down for results. If, however, the program is to gain credence, there must be hard quantifiable results which can be shown, such as reduction in UA, increase in retention, etc. Another area to address is the creation of a Marine Corps Organizational Development Survey and an interview guideline which can serve as the main entry tools for the consultant.

Once a basic package has been designed by the team, a smaller initial change effort can be designed. The reason for this package is that in a change program such as Organizational

Development, an effort to significantly change the prevailing environment is being made. In order to facilitate this change, a basic level of openness and behavioral knowledge is required. As a form of ensuring some standard level of knowledge throughout the organization, a group of techniques such as team building, communications, role analysis, and mission goal analysis could be stressed. Whatever areas were to be used in the initial approach could be determined partly from the survey and interview results and from a consensus of case techniques for Organizational Development.

4. Implementation

In the implementation stage there are two major considerations which should be kept in mind. First, the initial experimental unit which is chosen should be small enough to allow for control by the still small project team. Secondly it should be large enough to possess a full range of organizational processes. For these reasons an overall organization-wide implementation would be inappropriate. A unit of battalion or squadron size would lend itself to such an approach.

The technique used would be to set a time frame of about a year for the team to work with the specific unit. The initial entry would be to brief the overall organization concerning what was to be done to decrease the number of misperceptions as to intent and scope. This could be followed by a survey and interviews. The standard entry packet could be given and then more specific unit areas addressed. The aims here are not only to change the people but also, when appropriate and possible, to restructure the organization to fit the new behavior. If the

present structure blocks effective communication, goal achievement, etc., then change should be considered. A series of questions which follow could be used as a guideline for the overall direction. First, what is the unit's mission? Second, what is our perceived level of mission achievement? Third, what are we doing right? Fourth, what are we doing wrong? The last two questions are important, because here direction and solution are chosen. Fifth is, what can we do to improve our weak areas? And finally, what can we do to maintain our strong areas? Throughout the specified time, continuous reappraisal of the work would be maintained, necessary changes made, and measurements and results gathered. When the time has elapsed, assessment begins.

5. Assessment

The critique of the results should take place at three levels. These levels would be the organizational members, the project teams, and CMC. Having previously designed in quantifiable measures the results can be summarized in both subjective and objective means. With these results in hand, a decision can be made to terminate the program, or go on-line throughout the organization. If the latter choice is made, the team must now reenter the planning phase on how such a task will be implemented. Decisions concerning time schedules, resource availability, training, etc., must be made. It is at this time the real volume of work begins. (See Figure VII-2 for time frames of all three options.)

PROGRAM TIME REQUIREMENTS

System-Wide Implementation
10 years

VIII. SUMMARY AND CONCLUSIONS

A. SUMMARY

This study has, by this point, hopefully clarified certain important points concerning organization development and the Marine Corps. It has shown first that organizational development is not some vague pie-in-the-sky theory about "nice" things to do, but rather a fairly vigorous discipline on human behavior in an organizational setting which stresses improving the overall organization by strengthening the individual members. Secondly, it attempts to create an organization which is capable of planned change needed to cope with a changing environment. It has also been shown by actual Marine sources that we have current problems which can be dealt with effectively in an organizational development setting. Having seen what the Army and the Navy are doing in this field, it has been demonstrated that this discipline can function in a military setting. And finally it has been shown that the Marine Corps could attempt to implement organizational development at various levels of resource commitment.

We face in the Marine Corps today various challenges to our existence. Once again our role and mission is in question. Recruitment for all branches is a serious problem. The society which is our manpower pool has changed radically. Retention of both officer and enlisted is less than desired. In general,

the environment in which we live is not ideal. If we are to cope effectively in this setting, we must use every tool available to maintain both the image and the reality of America's elite military unit; the Marine Corps. Organizational development is just such a tool.

B. CONCLUSIONS

1. Resistance

The Marine Corps is at present resisting implementation of organizational development for two reasons. First, as in any large organization, the status quo is comfortable. We like to do things as we have done them before. Changing patterns of behavior is difficult and unsettling. There is a feeling of less certainty and control, and humans seek certainty continually. Second, there is an inaccurate image of what Organizational Development really is. If terms such as job satisfaction, better communications, unit effectiveness, mission accomplishment are used, there is agreement and understanding. If the terms "Organizational Development" or "Consultant" are used, however, eyebrows are raised, questions are posed, and strong resistance is expressed. And yet we are talking about the same thing. One of the major barriers to implementing an Organizational Development Program in the Marine Corps which must be broken down is the misperceptions of what it really is. It is the author's view that if such a task is ever undertaken, much of the vocabulary of organizational development will have to be changed to fit the Marine environment. Something as simple as the Army's Organizational Effectiveness title can help reduce resistance.

2. Lessons Learned

Having looked at some of the Army and Navy programs, we have the opportunity to learn from their successes and failures, and hopefully duplicate the good and avoid the bad. If we use change agents, they must remain Marines and not become semi-civilians. Not all of the techniques used in the civilian Organizational Development field are applicable to the military setting. Our original target is the individual Marine. But we must not change him and forget his support structure. We cannot teach him new and more effective means of behavior without re-designing the system he lives in to use these new skills. We began with a micro approach but must also develop a macro overview. And finally, if we truly believe the percepts of Organizational Development, we must not become solely locked into it as the only answer. What is new and creative now may eventually need change or possible replacement. Too often the creative prophet of today becomes the rigid complacent enemy of change tomorrow.

It is easy in our youth to criticize the rigid un-changing system of today, but much harder to honestly evaluate it when we become the system.

APPENDIX A
SAMPLE NAVY WORKSHOPS

Workshop/Time	Expectations/Outcome
Command Action Planning 8-32 hours (1-4 days)	To provide information on an effective planning process in constructing a Command Action Plan.
Command Retention and Career Counseling Workshop 8-32 hours (1-4 days)	To develop/refine a functioning command career motivation team and career counseling program structure and team members roles are clearly defined.
Communications Workshop 2-6 hours	To improve understanding of the communications process, and its various elements, in organizations and inter-personal relationships.
Conflict Management 4-6 hours	To provide information regarding skills and techniques used by a manager in resolving conflict.
Decision Making 3 hours	To provide experiential learning on group decision making.
Drug and Alcohol Workshop 3-4 hours	To define supervisor responsibilities as dictated by the Navy's substance abuse program
Group Dynamics 2 hours	To improve the understanding of work group interaction and process as it relates to productivity.
Job Enrichment 2-8 hours	To provide information on steps a manager can take to enhance the motivational aspects of job and work assignment.

Workshop/Time	Expectations/Outcome
Leadership/Management Theory 4-8 hours	Cognitive training on leadership/management theories. The participant will have an understanding of the management process, its elements and application.
Leadership and Management 2-2½ days	A look at the practical application of Leadership and Management theory in the day-to-day work environment.
Management by Objectives/Goal Development and Setting 2-4 hours	To provide cognitive information on a systematic procedure for planning toward and establishing realistic, viable goals, with enhancement of communications in the chain of command.
Motivation 2-6 hours	To increase the knowledge of motivation as a management tool and its relationship to various management styles.
Overseas Diplomacy Workshop 4-12 hours	To assist commands in preparation for overseas port visits. To develop specific CAP items and assign responsibilities for addressing overseas issues.
Planning/Time Management 4-6 hours	An understanding of the planning process, its elements and some planning tools that can be used in the Navy. To examine some pitfalls of poor management of time, and some means to more effectively manage time.
Power and Authority 1-1½ hours	To provide an understanding of the impact of power and authority relationships that exist in the naval organization.
Role Clarification and Definition 4 hours	To examine and clarify roles in each echelon of the chain of command.

Workshop/Time	Expectations/Outcome
Team Building 4-8 hours	To provide active participation in team problem solving and cohesion.
Values 2-4 hours	To reflect on individual value systems and how they affect organizational communications and leadership.
Women in the Navy Workshop 4-6 hours	To provide information relative to effective utilization of female personnel. Develops an understanding of sexist behavior and factors which may contribute to underutilization of all personnel resources.

APPENDIX B

A SAMPLE WORKSHOP FOR A MARINE CORPS UNIT

I. Goals

This workshop is designed to improve the interface of senior to junior level of commands. Its main emphasis is on first increasing the amount of direct person-to-person communication vice written and staff interaction. It is not meant to supplant or replace normal staff and chain of command functions but, rather, to act as a "reality" check or quality control agent for normal filtered or second-person information flow. It's second emphasis is in creating a command atmosphere where junior level feedback (both positive and negative) is encouraged as a valuable information resource for the decision-making commander. It is a basic premise of this workshop that most large organizations suffer from systematic information distortion which is directly attributable to the two variables of size and the resultant staff function. The direct causes of such distortion are attributable to individual perception and value or need factors and their influence upon condensation, memory bias, expectation, closure, adaptation, association, and individual differences effect on information transmission.

II. Objectives

- A. Increase the amount of direct personal communications between different levels of command.

B. Create an atmosphere where negative feedback from junior to senior levels can be objectively received.

Section 2

WORKSHOP DESIGN OUTLINE

- I. Pre-Questionnaire (Given out before workshop)
 - A. Attempt to assess present level of command communication effectiveness.
 - B. Attempt to assess individual attitudes on more open command communication.
- II. Lecture (15 minutes)
 - A. Explain dynamics of communications.
 - B. Cover what is needed for clear communication.
 - C. Cover problem areas in communication.
 - 1. Distance - physical
 - 2. Time - delay
 - 3. Staff - filters - distortion
 - 4. Negative feedback - personal ego-threat
- III. Simulation Exercise (40 minutes)
 - A. Written message (15 minutes)
 - B. Verbal message (10 minutes)
 - C. Discussion (10 minutes)
 - D. Summary (5 minutes)
- IV. Explain Simulation II (5 minutes)
 - A. Give reasons for design
 - B. Give guidelines and rules
- V. Game Workshop (30 minutes)
 - A. Basic purposes of simulation
 - 1. Place each individual in a role reversal situation (Junior officers act as CO's; senior officers act as junior grades). Hopefully this will let

each one see better what are the present problem areas of each level of command.

2. Create a situation where the problem cannot be completed, but to move as far as possible requires better communication.

B. Required assets

1. Three telephones
2. Gameboard and material
3. Two clocks
4. Two separate rooms
5. Two instructor's/Facilitators

C. Simulation Design

1. Operations Order which gives mission situation, enemy, admin., etc.
2. Junior unit must capture objective (1) and then reform and take objective (2).
3. Movement will be made by drawing cards which will give required instructions.
4. Cards will create situations which weren't covered by operation order. This is designed to break down time schedule and create tension between senior and junior levels. In order to continue, clear communications must be used.
5. Communications will be
 - a. Clear voice on phone
 - b. Clear written messages
 - c. Instructor interpreted messages

VI. Feedback (20 minutes)

- A. Groups will be brought together and will discuss game.
 - 1. What did you do which hindered or helped us?
 - 2. What did we do which hindered or helped you?

VII. Role Negotiation (20 minutes)

- A. Instructors will transition and explain what role negotiation is.
- B. Purpose will be to work out real world problems in the command.
- C. An attempt will be made for individuals to express real concerns and attempt to work them out by two-way compromise.

VIII. Questionnaire (post)

- A. Questionnaire will attempt to assess any attitude change.

IX. Summary

- A. Instructor will summarize what has happened.
- B. Try to put in some post-measurement which the command can use on its own.

Section 3
QUESTIONNAIRE

A. The questionnaire is handed out before the workshop. The instructor will give the group instructions on how to fill it out, how long they will have, and stress the confidentiality of it. Its purpose is to serve as a front end assessment of the level of the command's communication/feedback effective level.

B. At present, interpretation of questionnaire answers will have to be subjective until it has been administered to a large enough number of groups to be able to establish a data base which correlates quantitative scores to command performance.

PRE/POST-WORKSHOP QUESTIONNAIRE

1. I.D. number _____ (Select any 6 digit non-sequential number---i.e., 216874.) Retain this number for the Post Questionnaire.

2. Check one:

A. Senior Level _____

B. Junior Level _____

3. In the Marine Corps (not just your unit) communication downward is:

Poor		Fair		Good
1	2	3	4	5

Check appropriate boxes:

Clear _____	Distorted _____	Your choice _____
Realistic _____	Unrealistic _____	Your choice _____
Moderate _____	Excessive _____	Your choice _____
Consistent _____	Erratic _____	Your choice _____

4. In the Marine Corps junior level feedback is:

A. Positive Feedback

Discouraged		Neutral		Encouraged
1	2	3	4	5

B. Negative Feedback

Discouraged		Neutral		Encouraged
1	2	3	4	5

5. In our unit communication downward is:

Poor		Fair		Good
1	2	3	4	5

Check appropriate boxes:

Clear_____	Distorted_____	Your choice_____
Realistic_____	Unrealistic_____	Your choice_____
Moderate_____	Excessive_____	Your choice_____
Consistent_____	Erratic_____	Your choice_____

6. In our unit communication upward is:

Poor		Fair		Good
1	2	3	4	5

7. In our unit

a. I would feel comfortable to give criticism of a senior's orders.

<u>YES</u>				<u>NO</u>
1	2	3	4	5

b. I would feel comfortable receiving a junior's criticism of my plans.

<u>YES</u>				<u>NO</u>
1	2	3	4	5

c. I encourage constructive feedback from my subordinates.

<u>YES</u>				<u>NO</u>
1	2	3	4	5

d. I believe that junior level criticism is an important resource for the commander.

<u>YES</u>				<u>NO</u>
1	2	3	4	5

8. The following quote is from a well-known author:

"An army in which juniors are methodically 'covering up' for fear they will reap criticism for using unorthodox methods in the face of unexpected contingencies is an army which is slow to learn from its own mistakes."

"An army in which juniors are eager because they have found it easy to talk to their superiors will always generate a two-way information current.

Such an army will in time develop senior commanders who will make it their practice to get down to troops in quest of information which may be used for the common good."

This author is:

- a. A civilian _____ A military man _____
- b. A Democratic author _____ A Communist author _____
- c. I agree _____ I disagree _____

Section 4

LECTURE

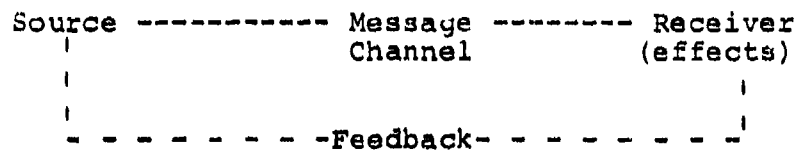
I. Introduction

As the lecture on communication is begun, a short two-minute film clip on any pertinent combat footage can be shown. Volume should be excessive and gradually turned down. When sound level is low enough, instructor can begin. Main emphasis is to stress the need for effective communication for an organization's survival. Pointing out that good communication is difficult in any environment. In combat, the ultimate test of a military unit, physical and emotional noise is at a maximum. Such organizations must have, prior to such a test, have established strong open communication lines. The lecture can be given verbatim or tailored to fit the instructor's style. Areas which are considered as necessary are indicated in the text.

COMMUNICATION

I. General

Let us quickly recapitulate our ideas about communication. We know that communication is a process by which an idea is transferred from a source to a receiver with the intention of changing his or her behavior. The main components in the communication model are:



Source or originator of message may be an individual or a group. It has main responsibility in preparing the message.

Message is the stimulus that source transmits to the receivers. It is composed of symbols. It may be verbal, written or a gesture or picture.

Channel is the means by which a message travels from source to receiver. It may be mass media, as Newspapers, TV, or interpersonal (face-to-face exchange).

Receiver decodes messages. This is the most important element in a communication process.

Effects are changes in receiver behavior that occur as a result of transmission of a message. There may be change in knowledge, attitude or overt behavior (e.g., voting, coming to work on time).

Feedback is the response by receiver to the source's message. This must be taken into account by the source in modifying subsequent messages.

Feedback-oriented communication process is more effective but it is important to know one's audience. It is important to know that the language used has somewhat different meaning for the receiver and the source. With experience, meaning of the same message changes over time.

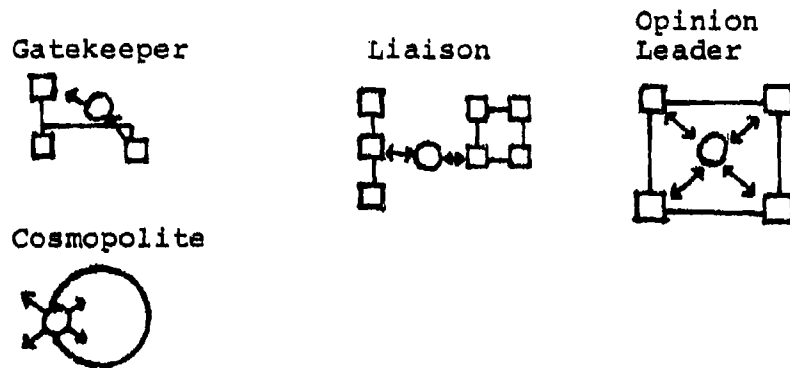
Communication as a system is a continuing process through time entailing a mutual exchange between the participants. One doesn't "communicate;" one engages in communication.

II. Individuals' Roles

Special communication roles that individuals play in organizations are:

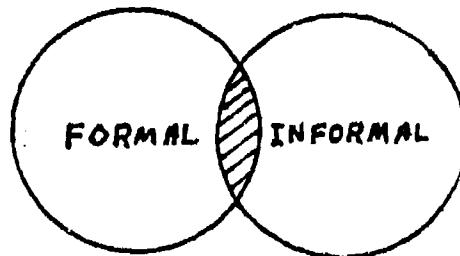
- A. Gate Keeper: An individual who is located in a communication structure so as to control the messages flowing through a given channel. He prevents information overload.
- B. Opinion Leader: An individual who has the ability to informally influence other individual's decision making in the network.
- C. Cosmopolite: An individual who has a high degree of communication with the system's environment to relate system to its environment.

D. Liaisons: Persons who interpersonally connect two or more cliques within a system, without themselves belonging to any clique.



III. Communications in Organizations

Communication in an organization occurs in a highly structured context. Generally the organizational structure limits and guides communication flows. By knowing the formal structure, we can usually predict a great deal about the nature of the communication flows within it.



In addition to its formal structure, every organization has an informal structure consisting of communication flows that do not follow formal channels. This is generally a breeding place for rumors.

Organizational structure redirects communication flows and decreases problems of information overload. But this solution of information overload causes problems of distortion and omission.

The problems of distortion and omission can be reduced by redundancy, verification and bypassing.

Horizontal and downward communication flows in an organization are more frequent. Due to scarcity of negative feedback, officials near the top of an organization may possess less operation information that individuals nearer the operational level.

IV. Analysis

A communication network in an organization can be obtained by asking questions like, "with which other individuals in this organization have you talked with in the last day?" Such networks can then be analyzed to discover interpersonal communication patterns from comparison with the formal communication patterns that are expected on the basis of organizational structure. This comparison can help in:

- A. Changing the formal structure or layout
- B. Identifying cliques with organizations
- C. Isolation of key communication role, like liaison and opinion leaders.

V. Views

As we know, there are three main "schools" of management:

- A. Scientific Management (founded by Fredrick Taylor in 1911).
- B. Human Relations (founded by Barnard and Mayo in 1938).
- C. Systems Analysis (founded by Bertalanffy, Repopore, Boulding and Parsons in late 30's).

Scientific Management: This school did not accord a very significant role to communication and it conceived of communication as limited to command and control through vertical formal channels.

Human Relations: This school saw communication as relatively more important than the Scientific Management School. They perceived of organizational communication not just as management talking to workers but of management listening to what the workers were saying. They focused attention to informal communication (horizontal flow), among peers in an organization.

Systems School: This school argues that all flows are important, some being more so for certain purposes or at certain times. They give particular attention to communication with environment and communication flows to link the sub-systems within the organization.

Section 5
SIMULATION I

I. This simulation is designed to follow the lecture on communications and act as a form of experienced behavior learning. It is divided into a written exercise and a verbal exercise.

II. Written Message Transmission

- A. The below message will be given to the first individual who will be told to phrase it in his own words while still keeping the content the same. The rewritten message will be passed on and the procedure repeated until each person has rewritten the message given to him. Each person will then have their message in their possession.
- B. "Objectives one and two are considered as the important objectives for this unit to take. The method of achieving these goals will be finalized in the order which higher headquarters should be issuing at a future date. Although our past record has been poor compared to other units, good prior planning and better morale should help us this time. Individual tasks will be given whenever orders arrive at this command. Also insure the area is well policed since rumor has it one of the heavies will give us an inspection today."
- C. When this is completed, the verbal exercise will be briefed and held.

III. Verbal Exercise

The same message will be given verbally to one of the participants who is outside the room. He will in turn pass his info on. The last person will write down what he is told.

IV. Discussion

The instructor will then display the original message which has been written out on a large newsprint tablet. He will display the two end messages which the groups derived. Any difference will be discussed. Areas to consider are distortion which can take place from:

1. Condensation
2. Memory Bias
3. Expectation
4. Closure
5. Adaptation
6. Association
7. Individual Perceptual Differences

If distortion does not occur, this will be remarked on in a positive manner for the command.

V. Real World Situations

At this point actual experiences of information distortion will be included.

Section 7
UNCLASSIFIED

Copy _____ of _____ copies
8th Group Command Force
Montauilla, ITRANIA
100800R Sep 19____
AVZ-1

Operation Order 3-_____

Ref (a) Workshop Game Board

1. SITUATION

A. Enemy Forces

(1) General: Enemy forces are composed of remnants of an enemy division which is reported to be approximately half strength. The enemy forces have been gradually driven back from the original beach head position for the past month by the 2nd MCF which you have relieved.

(2) Capabilities: Enemy air and artillery have been effectively destroyed and have played no significance in any operations within the past two weeks. Enemy forces still maintain small and medium caliber weapons plus organic mortars. Intelligence reports indicate supplies are low and resupply has been effectively blocked.

(3) Morale: From information gathered from prisoners and deserters, morale is low from their recent setbacks. Resistance is still expected but should not be as fierce as initial resistance.

B. Friendly Forces

(1) 3rd MCF occupies the low land on your left flank. 4MCF occupies the hill terrain on your right. 5th MCF is in reserve.

(2) You are MCF 1 which by T/O consists of approximately 250 men. You are one of 5 MCFs which are part of the 8th Group Command Force. There are five similar GCF's which constitute 1st Division Command Force.

2. MISSION

You will advance and seize objective 1. Upon securing objectives one and on orders from this command, you will advance and seize objective 2.

3. EXECUTION

a. Concept of Operations. 1st, 3rd and 4th MCFs will advance along our assigned front on a simultaneous attack to destroy enemy resistance and seize assigned objectives.

b. 1st MCF. You will attack along route 1 as depicted on reference (a), at 0-hour to destroy all enemy resistance and capture objective one. You will then consolidate and continue your advance to objective 2. Upon seizing objective two, you will halt your advance and await further orders.

c. 3rd MCF. As directed.

d. 4th MCF. As directed.

e. 5th MCF. You will constitute the group reserve.

4. ADMINISTRATION AND LOGISTICS

a. Artillery support is available on request through this command.

b. Air-support is available on request through this command.

c. Medi-vac is available on request through this command.

5. COMMAND AND SIGNAL

a. Direct voice communication is available along with written message capability.

ACKNOWLEDGE RECEIPT

I. M. BOSS
Very Heavy U.S. Armed Forces
Commanding

Section 6

SIMULATION WORKSHOP INSTRUCTIONS

1. The instructor will now brief the participants on the instructions and rules of simulation 2.
 - a. The senior officers will play the role of the subordinate unit commanders.
 - b. The junior officers will play the role of the command headquarters.
 - c. Chain of command authority will exist within the game roles.
 - d. You will be given an operation order which the command headquarter has disseminated.
 - e. Movement along the attack route will be governed by drawing the junior numbered cards. (One every two minutes if the dictated sequence has been completed.)
 - f. Options of the participants will be limited to the constraints listed in the cards or given by the instructors.
 - g. You will be in separate rooms and will have:
 - (1) Direct voice communication.
 - (2) Direct written communication.
 - (3) Indirect or second party communication.
 - h. You will be given five minutes to familiarize yourself with the operation order.
 - i. Your time limit to complete the exercise is 30 minutes. Your time will be compared to other workshops and the results will be given to you upon completion.
 - j. Two minutes is equivalent to one hour.

k. As the command element you will also be called by your HQs.

2. At this time the two groups will be split up and their five minutes will begin. Game requirements will be set up in advance so all required assets are ready.

Section 8

INSTRUCTORS GAME GUIDE

1. This list contains a copy of all the junior cards in the order they will be drawn. Along with the actual text will be options open to the headquarters command and instructor guidance.
2. The instructor with the junior group will start the 30 minute time limit and instruct his group to draw the first card. He will call the other instructor to signal the start.

CARD 1

It is H-10.

You have taken incoming artillery rounds, one sub-troop-unit has been destroyed as a fighting unit. You must call in medivac's and be reinforced before you can continue. Your voice comm has been temporarily broken. Your only means is to send a runner. It will take 30 minutes to HQ and 30 minutes return plus HQ's decision time. Send your written message, the instructor will deliver it and return your answer.

A. The assistant instructor will call HQs at this time and ask "What the hell is goin on?" He will demand action and information. He will stress the importance of the attack timetable.

B. Instructor: The instructor will allow them to write out a message and hand deliver it to the headquarters. When they read the message they will be informed by (s) instructor that they have received a similar request from the 4th MCF.

They can supply medivac to both units but can only reinforce one force with a full sub-troop unit or both with half a unit. They will be told voice comm is down and they must send a written message. Both these messages will be sent as written. The (j) instructor will return their message.

C. If the call HQs and pass the info and request a delay they will be given permission grudgingly. If they don't call headquarters the (s) instructor will tell them they have been called again and must reply.

D. The (j) instructor will give his group time to read the message and then tell them the attack has commenced and to draw card (2).

CARD 2

O-hour (2nd) card, your attack is launched with little resistance being met. You advance to point (A). Radio is up. Report your position to HQs.

Instructor will let call be made. When call is finished or two minutes are up, 3rd card is drawn. Senior command will pass information on up the line. (s) Instructor will inform them that 3rd and 4th MCF are roughly parallel on the attack front. The assistant instructor who receives the call will state, "Well, you finally caught up with the rest of us, lets keep it moving."

CARD 3

Your advance element has come across an unlisted mine-field. Further reconnaissance has showed it to be

impassible. You know the Group has engineer units who can clear it but you are not sure of the time element needed. Routes 2 and 3 are available. Prior intelligence and your map reading confirms route 3 is the better. You estimate about an hour extra will be needed to cover this route. You must get HQs permission to deviate. Radios are up.

A. When call comes in (s) Instructor will inform participants that:

1. Engineer clearing will take about three hours.
2. Higher intelligence reports show three to be best alternate route.
3. Higher headquarters must be notified of the delay since this will effect the overall attack.

B. When participants call senior command, assistant instructor will state, "Boy, everything is happening to the first today! Hold on and let me check out that route. (Wait $\frac{1}{2}$ minute.) "Yah, go ahead, it looks like we can hold up the other units. Get your men moving out on route 3."

C. When senior command relays message down, have junior participants draw next card.

CARD 4

You have been pinned down by heavy automatic weapons fire. If you attempt to advance without neutralizing the enemy by artillery support, you will take heavy casualties. If you want to request artillery, call Group. You are at point C.

A. Junior command will call group, group requests artillery from senior headquarters.

B. Senior headquarters will tell them it has been okayed and orders are given.

C. When group relays message down, have next card drawn.

CARD 5

Enemy resistance has been destroyed in your immediate sector. You continue your advance. Report your position to HQ.

A. When call is made or two minutes are up, draw Card 6.

CARD 6

Two enemy aircraft have located your unit and are making strafing runs. You have a hundred yard open area to cross. If you move out now, you know your men will be exposed to the aircraft fire. You are behind in your timetable for the attack and are holding back the rest of the unit. You cannot get Headquarters on the radio but have comm with an adjacent unit who will relay your message.

A. When the assistant instructor takes the message, he will pass it on but at a reduced threat level. He will make it sound as if they can advance without any real problem and don't really need friendly air.

B. The message back from (S) to (J) will change meaning, if necessary to reflect impatience of why they aren't moving out.

C. If the message is sent to advance and the junior commands accept it without question, taken Card 7(a).

D. If the junior command does not want to advance, tell them they have re-established comm with headquarters and let

then work it out. Instructor will tell enemy A/C destroyed.
Draw Card 7 (B).

CARD 7 (A)

Advance no support - you chose to move out without waiting for support. Casualties have been about one third of your force. Call in to HQ. Radios are back up.

A. Let the two groups work out problem and then draw next card.

CARD 7 (B)

You are moving out and destroying any enemy outpost you find. Things have finally started to go right and the momentum of the attack is moving you along. Report to HQs.

A. When the junior command reports this, the (s) Instructor will tell his group to tell their unit to hold for right now. He will not give a reason but state that Senior Command has ordered it. He will wait till they give the order and hang up. He will then tell them that he has to go to the Senior command to find out what is happening. In two minutes he will return and tell them that aerial recon of objective 1 shows that the enemy has concentrated most of their fire power to the western side of the objective and the attack is to be changed so that your unit sweeps in from the East and attacks along the long axis.

B. When this message is relayed to the junior command, draw Card 8.

CARD 8

You have assaulted objective 1 as ordered and captured it. Intell from HQ was incorrect. The enemy was heavily fortified on the east sector and you are down below half strength. Had you been able to stick with the original plan, you would have achieved the same results with far fewer casualties. According to the time schedule you should be moving out. You also have several casualties who will probably die unless they are medi-vaced immediately. At your present manpower level you are not sure if you can hope to take objective 2. Call HQs. Radio is up.

- A. There are no replacements available.
- B. There will be an hour delay on medi-vac.
- C. Senior command will call and demand some action.
- D. The instructor will let the game go until either a solution is reached or frustration begins to mount. At this time he will state the game is over and the groups will rejoin.

Section 9

ROLE ANALYSIS SEGMENT

1. When the two groups are together, the instructors will explain what will now happen. An attempt will be made for each group to analyze and state "What did you do that helped us? What did you do that hindered us?" As a transition each instructor will give a brief summary of what he observed in his group. The groups will then be split again. They will then be brought together and will discuss their own and the others' answers. When the instructors feel that this discussion has achieved results, they will close it and give a break.

Section 10

REAL WORLD ROLE NEGOTIATIONS

1. In the last segment of this workshop, the instructors will explain that what is now going to take place concerns the actual units operation. Personnel will revert back to their real roles and will make similar newsprint lists of the original two questions. This will again take place in separate rooms.
2. When the two groups come back together, the lists will be put up and discussed.
3. The attempt will be made for each of the groups to come to an understanding of how the unit should operate.
4. When a solution or plan is decided upon by the group, the main points will be copied by the instructors and later handed out to each member.

Section 11

POST QUESTIONNAIRE

1. The post questionnaire will now be distributed and collected when finished.

Section 12

SUMMARY

1. One instructor will now give a short summary of learning principles dealt with in the workshop. While he is doing this, the other instructor will analyze the pre/post questionnaires to see if there is any change in individual responses. In-depth analysis will be given at a later date.

APPENDIX C

CHANGE OF COMMAND WORKSHOP TIME SCHEDULE

1. 0800-0810 - Old commander initiates the session by outlining the objectives, providing some personal comments on the meeting design, and introducing the OESO(s).
2. 0810-0820 - OESO outlines day's agenda, provides theory on the transition meeting, explains his OESO role, and introduces the first activity.
3. 0820-0900 - A get-acquainted activity is conducted which should allow each participant to become more comfortable in addressing the group. Individuals are asked to describe themselves in terms of the following statements: (NOTE: The OESO models this activity.)

I am _____.

My chief responsibility is _____.

The word that best describes me as a person is _____.

The word that best describes me on the job is _____.

The way I feel about this meeting is _____.

4. 0900-0920 - Set expectations. Each participant will be asked to express what he/she hopes to achieve and to avoid during the transition meeting. The OESO will post on chart paper.

5. 0920-1020 - Each participant will be asked to respond to the following questions: "What issues/concerns should the commander/manager be aware of in order to maintain or improve the effectiveness of this organization during the next six months?" OESO will post these on chart paper.

NOTE: For this activity, participants will be separated into subgroups--a command element, a staff element, and if appropriate, a special staff element.

6. 1020-1100 - Each subgroup identifies themes and prioritizes its list of issues/concerns.

7. 1100-1130 - Subgroups reassemble into large group and a spokesperson from each subgroup presents the prioritized list of issues to the new commander/manager. The new commander selects issues from each group list and provides guidance to the groups for action planning. He states that he will not commit himself to a specific course of action today, outlines some of his management concerns, comments on those issues with which he is familiar, directs the group to be creative and specific.

8. 1130-1200 - Subgroups break out of large group and commence action planning on those top priority issues designated by the commander/manager.

9. 1200-1300 - Lunch.

10. 1300-1500 - Continue action planning.

11. 1500-1530 - Subgroup reassemble into large group and spokesperson from each subgroup presents action plan to commander. (Limit group presentation to no more than five minutes each.)

The commander should comment on the action plans, indicating that he will look at each of them separately and make decisions on which ones to take action on, that he may need more data, that he cannot make snap judgments, that his thinking was reinforced, etc.

12. 1530-1700 - Goal setting/clarification. Large group is again separated into subgroups.

NOTE: For small groups, especially at company and possibly at battalion levels, this activity may be accomplished in the large group.

a. The OESO asks the participants to think about the goals that they seek to accomplish in their organization in the next six to nine months. Each participant individually lists (on chart paper) the goals he/she seeks to accomplish, and ranks them in order of priority (most critical to improve the effectiveness of the organization). About 15-20 minutes is required for this individual work.

b. Participants are encouraged to share/discuss their goals and priorities with a partner to ensure clarification (about five minutes).

c. Participants write their names at the top of the sheet of chart paper. Additionally, each person selects a descriptive adjective that describes the way he/she feels about his/her

current work environment (establish a timeframe, e.g., "How did you feel about your work environment at 0930 hours this morning?"). Write the adjective at the bottom of the chart paper.

d. Each participant posts his sheet of paper on the wall. Participants observe each other's charts and look for common themes.

e. Each participant discusses his goals and priorities (not more than four minutes). Reserve 30 seconds for a brief discussion of the descriptive adjective.

NOTE: The purpose of this step is for each group member to understand what each other's goals are and what emphasis each places on which goals (only questions of clarification should be raised).

f. The group now looks at the individual goals and consolidates their individual work into common goals (themes). Eliminate overlaps and state the goals in as clear a way as possible.

13. 1700-1900 - Supper.

14. 1900-1930 - Presentation of goals to new commander. The subgroups reassemble into the large group and post their consolidated subgroups' goals on the wall. The new commander observes the goals and requests any clarification that he may need. He then states his goals and makes a comparison.

NOTE: At the start of this activity, the outgoing commander/manager will present his/her goals for the organization, his/her major accomplishments while in command, and his/her hopes for the organization in the future. (When completed, he exits the meeting.)

15. 1930-2030 - The participants express their concerns about the new commander; each member has the opportunity to tell the commander what he/she needs from the commander to do his/her job; and each member may indicate to the new commander things they would like to know about him. Each participant may conclude his comments with: "In order to maintain or improve my effectiveness on the job, I need the following from you: _____."

NOTE: The statement should be directed to the new commander who will listen, take notes, and request clarification (no evaluations). After the last person has made his/her statement, the commander will briefly discuss each person's needs. (Caution: The commander should not commit himself at this point.) The commander must be clear on how he plans to deal with the needs, i.e., discuss next week with each person.

16. 2030-2100 - Remarks by new commander. At this point, the new commander tells the participants what he expects from them, i.e., sound staff work, coordinated actions, the best organization in the army.

17. 2100-2115 - Review of meeting design, conduct, and attainment of transition meeting objectives.

18. 2115-2130 - Commander's final remarks.

APPENDIX D

ASSESSMENT CRITERIA USED TO EVALUATE CPX PERFORMANCE

A. Sensing

1. Accurate detection of all available information.
2. Correct interpretation (attachment of correct meaning) of all detected information, to include appropriate weighting of its importance.
3. Accurate discrimination between relevant and irrelevant information.
4. Attempts to obtain information that are relevant to mission, task, or problem.
5. Sensing activities are timely in relation to information requirements and the tactical situation.
6. Internal processing and recording of information provides ready availability to users.

B. Communicating Information

1. Accuracy of transmission of available information.
2. Sufficiently complete to transmit full and accurate understanding to receivers of communications.
3. Timeliness appropriate to unit requirements.
4. Correct choice of recipients; everyone who needs information receives it.
5. Whether message should have been communicated.

C. Decision Making

1. Adequacy - Was the decision adequately correct in view of circumstances and information available to the decision maker?

2. Appropriateness - Was the decision timely in view of the information available to the decision maker?

3. Completeness - Did the decision take into account all or most contingencies, alternatives, and possibilities?

D. Stabilizing

1. Adequacy - Action is correct in view of the operational situation and conditions which the action is intended to change or overcome.

2. Appropriateness - Timing is appropriate in view of the situation, conditions, and intended effects. Choice of target of the action is appropriate.

3. Completeness - Action fully meets the requirements of the situation.

E. Communicating Implementation

1. Accuracy of transmission of instructions.

2. Sufficient completeness to transmit adequate and full understanding of actions required.

3. Timely transmission in view of both available information and the action requirements of the participants.

4. Transmission to appropriate recipients.

5. "Discussion and interpretation" is efficient, relevant and achieves its purpose.

6. Whether message should have been communicated.

F. Coping Actions

1. Correctness of action in view of both the operational circumstances and the decision or order from which the action derives.

2. Timeliness of the action in view of both operational circumstances and the decision or order from which the action derives.

3. Correctness of choice of target of the action.

4. Adequacy of execution of action.

G. Feedback

1. Correctness of the decision and action in view of operational circumstances, the preceding actions whose results are being evaluated, and current information requirements.

2. Timeliness of the feedback decision and action.

3. Correctness of choice of target(s) of the action.

4. Appropriate use of feedback information in new actions, decisions, and plans.

The essential questions to be answered in assessment are:

1. Overall, in relation to the above criteria, how well was each process performed?

2. What were significant instances of dysfunctional performance?

3. What impact did any noted dysfunctional processes have upon combat operations and outcomes?

BIBLIOGRAPHY

1. Bennis, W. G., Organizational Development: It's Nature, Origins, and Prospects, pp.18, 2, 12, Addison-Wesely, 1969.
2. Bette, G. R., "Use of Women as Warriors Threatens Our Society," Marine Corps Gazette, V. 62, pp. 45-51, September 1978.
3. Coulter, G. C., "Three Strikes, Is the Union Out?," Marine Corps Gazette, V. 62, pp. 22-27, August 1978.
4. Department of the Army Manual RB26-5, Guide to Assessment of Organizational Process Performance of Battle Staffs, 1 December 1978.
5. Department of the Army Military Technical Manual T.C. 26-1, The Commander's Guide to Organizational Effectiveness, September 1978.
6. Department of the Army Organizational Effectiveness Training Center Manual, Change of Command Transition Model, 1 June 1978.
7. Department of the Navy Naval Personnel Manual 15513, The Human Resource Management Manual, V. 2, October 1977.
8. Eyse, J. L., "Increasing Use of Sophisticated Technology," Marine Corps Gazette, V. 63, pp. 52-54, March 1979.
9. Forbes, L., Organizational Development: An Analysis of the Navy Experience, paper presented as part of the NPS Working Paper series, Monterey, California, August 1977.
10. Gilfillan, W. and Brown, J. R., "Recruiting an All-Volunteer Force," Marine Corps Gazette, V. 61, pp. 81-85, November 1977.
11. Hafti, M. L. and Schmidt, J. W., "Look for the Union Label," Marine Corps Gazette, V. 61, pp. 20-34, June 1977.
12. Hersey, P. and Blanchard, K. H., Management of Organizational Behavior, p. 72, Englewood Cliffs, 1965.
13. Hopgood, M. T., Jr., "Leadership Failures," Marine Corps Gazette, V. 60, pp. 23-30, August 1976.
14. Huse, F. H., Organizational Development and Change, pp. 213, 157, 233, 146, West Publishing Company, 1975.

15. Jolly, J. N., Jr., "A Kick in the Butt Isn't the Answer," Marine Corps Gazette, V. 62, pp. 49-52, October 1978.
16. Kaufman, H., The Limits of Organizational Change, p. 8, University of Alabama Press, 1971.
17. Keeley, J. B., "The Age of Management Impacts Adversely on the Military Profession," Marine Corps Gazette, V. 62, pp. 28-33, June 1978.
18. Keesack, P. D., "OCS's Mission is to Evaluate Not Train," Marine Corps Gazette, V. 61, pp. 47-51, October 1977.
19. Linsl, W. S., "Mission and Force Structure," Marine Corps Gazette, V. 59, pp. 12-16, December 1975.
20. Lynn, S. J., "It's About Time the Corps Redesigned Its Personal Gear," Marine Corps Gazette, V. 63, pp. 52-57, July 1979.
21. Maier, N. R., Hoffman, L. R., Hooven, J. J., and Read, H. W., Superior Subordinate Communications in Management, p. 10, New York, 1961.
22. Margulies, N. and Raia, A. P., Organizational Development: Value, Process, and Technology, p. 3, McGraw-Hill, 1972.
23. Marshall, S. L. A., Men Against Fire, pp. 117, 115, 40, New York, 1947.
24. Masciangelo, W. R., "Leaders Must Know Human Values," Marine Corps Gazette, V. 61, pp. 35-39, February 1977.
25. McGill, M. E., Organizational Development for Operating Managers, pp. 3, 8, New York, 1977.
26. Mehl, S. P., "Civilian Combat Casualties, Our Moral and Legal Responsibilities," Marine Corps Gazette, V. 60, pp. 43-46, October 1976.
27. Moore, L. I., Human Resource Management Briefing, an unpublished report of the Human Resource Management Pilot Group, Newport, Rhode Island, 1971.
28. "Motivating Positively Is Another Way of Saying Leadership," Marine Corps Gazette, V. 61, pp. 43-45, August 1977.
29. Narris, D. J., "Job Satisfaction," Marine Corps Gazette, V. 60, pp. 40-43, September 1976.
30. North, O. L., "Unit Rotation: Making Unaccompanied Tours Easier on People," Marine Corps Gazette, V. 61, pp. 70-76, November 1977.

31. O'Donnell, H. K., "Is the Marine Corps Officer Education an Institution for Ignorance?," Marine Corps Gazette, V. 63, pp. 39-43, March 1979.
32. O'Rourke, R. J., "Are Our CAS Tactics Keeping Up With a Shifting Combat Arena?," Marine Corps Gazette, V. 61, pp. 27-33, March 1977.
33. O'Rourke, R. J., "Instilling More Vitality Into Marine Aviation Tactical Training," Marine Corps Gazette, V. 63, pp. 73-78, May 1979.
34. Pollard, R. L., "For Professionalism, Marine Air Control Needs a Complete Overhaul," Marine Corps Gazette, V. 61, pp. 61-67, May 1977.
35. Sage, H. J., "Marines and Alcohol," Marine Corps Gazette, V. 60, pp. 32-39, December 1976.
36. Schultze, R. C., "Keeping Quality Marines is a Challenge to Leadership," Marine Corps Gazette, V. 61, pp. 61-64, November 1977.
37. Schumate, K., "More Resources for a Commander in An Automated Environment, Maybe," Marine Corps Gazette, V. 61, pp. 39-48, March 1977.
38. Sheat, D. E., "Listen Marine, You Gotta Treat People Like People," Marine Corps Gazette, V. 61, pp. 38-45, December 1977.
39. Stevens, L. P. and Kope, L. A., "What Can The Military Expect From Unionization and Collective Bargaining?," Marine Corps Gazette, V. 61, pp. 35-38, June 1977.
40. Tannenbaum, S. T., Social Psychology and the Work Organization, pp. 47, Belmont, 1966.
41. Trainos, B. E., "The Personnel Campaign Issue Is No Longer in Doubt," Marine Corps Gazette, V. 62, pp. 22-38, January 1978.
42. Wieden, C., "Planning For the Marine Getting Ready to Retire," Marine Corps Gazette, V. 61, pp. 31-37, January 1977.
43. Wincentzen, B. M., "Marine Corps Marksmanship Ain't What It Used To Be," Marine Corps Gazette, V. 63, pp. 53-57, February 1979.

INITIAL DISTRIBUTION LIST

	No. of Copies
1. Defense Documentation Center Cameron Station Alexandria, Virginia 22314	2
2. Library, Code 0142 Naval Postgraduate School Monterey, California 93940	2
3. Commander R. A. McGonigal, Code 54Mb Department of Administrative Science Naval Postgraduate School Monterey, California 93940	1
4. Associate Professor Carson Eoyang, Code 54Eg Department of Administrative Science Naval Postgraduate School Monterey, California 93940	1
5. Department Chairman, Code 54 Department of Administrative Science Naval Postgraduate School Monterey, California 93940	1
6. Major Raymond M. Belongie 1616 Jackson Street Oshkosh, Wisconsin 54901	3
7. Defense Logistics Studies Information Exchange U.S. Army Logistics Management Center Fort Lee, Virginia 23801	1
8. Assistant Commandant of the Marine Corps Code ACM/CS Headquarters Marine Corps Washington, DC 20402	1
9. Director Operations Division, Code OTO Headquarters Marine Corps Washington, DC 20402	1
10. Director Training Division Code OTT Headquarters Marine Corps Washington, DC 20402	1

- | | | |
|-----|---|---|
| 11. | Director
Manpower Plans and Policy Division
Code MPA
Headquarters Marine Corps
Washington, DC 20402 | 1 |
| 12. | Director
Development Center
Marine Corps Base Quantico
Quantico, Virginia 22134 | 1 |
| 13. | Human Resource Branch
Code MPH
Headquarters Marine Corps
Washington, DC 20402 | 1 |