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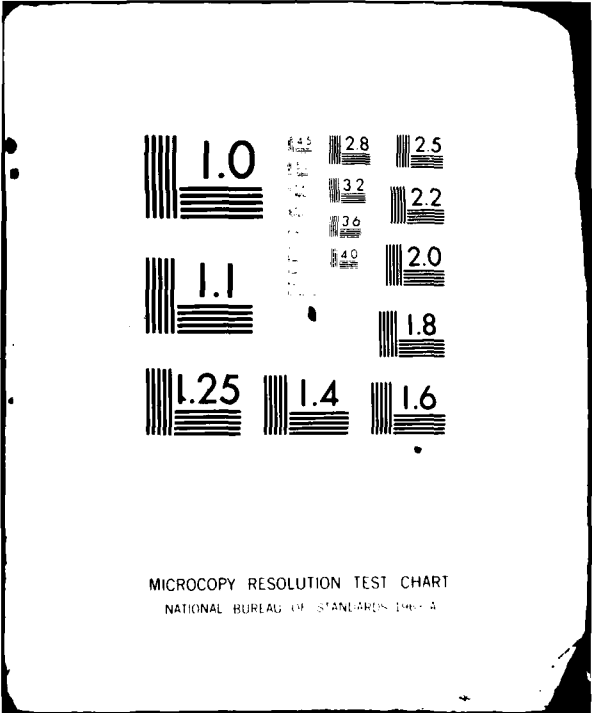
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INTEGRATION OF LOWER LEVEL SUPERVISORS INTO THE MANAGEMENT STRUCTURE

TECHNICAL REPORT

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Contract Number: SB3-4-4-8(a)80-C-2197

August 31, 1981

Study Sponsor: Directorate of Civilian Personnel
Office of the Deputy Chief of Staff for Personnel
Department of the Army

The views, opinions, and findings contained in this report are those of the author and should not be construed as an official Department of the Army position, policy, or decision, unless so designated by other official documentation.

Submitted by:

JWK INTERNATIONAL CORPORATION
7617 Little River Turnpike, Suite 800
Annandale, Virginia 22003
(703) 750-0500

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20. ABSTRACT (Continue on reverse side if necessary and identify by block number) The report indicated that alienation among lower level supervisors is not a major problem. This is partially due to strong reliance on chain of command. Supervisors are receiving information required for their jobs. Supervisors feel that excessive regulations, particularly in personnel and procurement areas, hamper them in getting their jobs done. There is little satisfaction with rewards/incentives program. Extra benefits accruing to supervisors are often not worth the extra hassles inherent in the job.		

Report recommends; (a) continued emphasis on chain of command, (b) review of regulations to reduce paperwork burden, (c) preselection and training of supervisors prior to assignment to supervisory positions, (d) expansion of supervisory training to include sessions in areas where weaknesses are identified, (e) increased use of recognition and awards, and (f) establishment of a feedback system from lower level supervisors to executive management at each facility.

INTEGRATION OF LOWER LEVEL
SUPERVISORS INTO THE
MANAGEMENT STRUCTURE (U)

FINAL REPORT

August 31, 1981

Submitted to:

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JWK INTERNATIONAL CORPORATION
7617 Little River Turnpike, Suite 800
Annandale, Virginia 22003

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EXECUTIVE SUMMARY

A. Introduction

This exploratory study assesses the extent to which lower level civilian supervisors feel alienated from the Army's management team. This assessment leads to specific recommendations aimed at increasing the identification of first and second level civilian supervisors with the Army's management objectives. The problem of supervisory alienation is potentially serious for the Army, particularly since the Civil Service Reform Act of 1978 requires lower level civilian supervisors to identify critical job elements and to establish performance standards and goals for each employee.

The literature suggests that the factors which contribute to supervisor alienation from management include the following problematic areas:

- The definition of the supervisor's role;
- The quality of communication throughout the organization;
- The assignment of appropriate levels of responsibility and authority;
- The selection, training, and orientation of supervisors; and
- A range of motivation variables.

The study methodology involved a literature review and the development of a research plan, an analysis of data from the Army's 1979-80 Supervisory Questionnaire, the collection and analysis of data from mailed questionnaires completed by lower level supervisors in five Army facilities, and the collection of additional site visit data from each facility. Factor analysis was used to help cluster the questionnaire items into the categories of analysis used in the study: supervisor's perceived alienation from management, role clarity, communication, role conflict, responsibility and authority, training, resources, and tangible and intangible rewards. The survey and site visit data were analyzed using these cluster areas, and separate case studies were prepared for each of the facilities studied (see Appendices). Although the study findings are not representative of the Army as a whole, they do describe aspects of the supervisory environment in five very diverse Army facilities.

The study findings suggest that the alienation of first and second level supervisors is not perceived as a major problem by supervisors in the five Army facilities studied. However, variations were observed among the facilities studied and among the various factors which were identified in the literature review as contributing to supervisory alienation.

In general, the supervisor's role is clearly defined in the Army. The Army's strict adherence to the chain of command and its reliance on regulations to describe the limits of position actions help to explain these

findings. Army supervisors reported comparatively high levels of self-confidence and little confusion or frustration in understanding job requirements.

The study's measures of communication indicated that most supervisors (70%) feel they are receiving the information they need to do their jobs. However, the study did not carefully measure whether supervisors perceive that their management is obtaining enough information from supervisors--an issue which was raised repeatedly during the site visits.

Role conflict emerged as one of the more overtly perceived problem areas. This appears to be attributable to the nature of the lower level supervisory position. However, many government regulations, especially those affecting procurement and personnel practices, are perceived by lower level supervisors as creating conflict. In particular, supervisors regard the paperwork and delays associated with these regulations as requiring a great deal of the supervisor's time and as having the potential to ruin a person's career, but as contributing little to or detracting from the accomplishment of assigned tasks. Supervisors generally indicated that they have as much authority and responsibility as needed, except in some areas of personnel practices. They also reported that they have little ability to organize their own work units.

Although training issues did not surface as a major concern, a number of comments and suggestions were made during the site visits which indicate that improvements might be warranted. The most general complaints related to budgetary and time constraints. Supervisors registered the least amount of satisfaction with the availability of resources--personnel and materials. Again, problems centered primarily on the Army's regulations and procedures which limit the supervisor's ability to get his or her job accomplished within time and budgetary constraints.

The supervisors in the five facilities studied also registered comparatively low levels of satisfaction with the Army's reward/incentive programs. Some felt that the increased pay received by the lower level supervisor does not compensate for the "hassles"; in fact, when asked in interviews why a person would aspire to a supervisor's job, many lower level supervisors immediately responded with, "I don't know," followed by "money." Generally speaking, incentive award systems are not directed to lower level supervisors, and there are few "perqs" associated with the job. Of the five facilities studied, only one (Fort Campbell) reported special recognition for outstanding supervisors, and most lower level supervisors indicated that their supervisory skills are not formally evaluated. Whether true or not, the supervisor's perception that good supervisory skills are not valued is troubling. Equally disturbing was the repeated observation by supervisors, when asked how they know whether they're doing a good job, that "I hear about it when things go wrong." Most supervisors maintained that positive feedback about a job well done was a rarity.

B. Recommendations

The primary purpose of this study is to recommend actions to the Army to reduce alienation among lower level supervisors. In considering this task, the study team identified four major constraints which governed our

formulation of recommendations and which should govern their consideration by the Army.

First, the survey conducted as part of the study measured the extent to which lower level civilian supervisors report feelings of alienation from higher management. The survey findings suggest that alienation among lower level civilian supervisors is not a major problem in the five facilities studied. Evidently a great deal is being done "right," and as a result, many current practices should be continued or reinforced.

Second, the study findings varied in the five facilities studied. Many of these variations can be traced to the differing functions of the facilities and to the leadership environment established over time by senior military officers and civilian managers. As a result, we feel that the recommendations that we make should be implemented judiciously at the facility level, rather than through a general regulation issued by the Department of the Army. This leads to our third constraint. One point was clearly made by the study: the lower level supervisor feels that the Army's many regulations and procedures are severely hampering his or her ability to do assigned tasks. Therefore, we cannot in good conscience recommend more regulations and procedures.

The last constraint governing our recommendations is that we are less than sanguine about our ability to recommend corrective actions for an organization with many facilities of varying missions and a long and well established military tradition. Therefore, our recommendations are generic, and are meant to be tailored during implementation to meet the needs of a particular command or facility.

These recommendations are derived primarily from the site visit findings. The study team used the survey findings to identify general problem areas. During the site visits, questions were asked about these problem areas, and frequently respondents directly--or indirectly--suggested ways to resolve these problems. As a result, the recommendations which follow represent a synthesis of information developed by the study. In most instances they cannot be directly tied to specific survey findings.

1. Recommendation: Continue to stress the chain of command and the delegation of authority in all officer and civilian management training.

The site visits indicated that observance of the chain of command and rigorous delegation of authority contribute to low levels of perceived supervisor alienation.

2. Recommendation: Review the Army's personnel and procurement regulations to reduce the paperwork burden on lower level supervisors and to increase their ability to manage their employees and their working environment.

The site visit findings suggest that a typical governmental response to many problems is to issue new rules and regulations, and then to provide training in their implementation. Decreasing the quantity of these rules

and regulations and their accompanying burden of paperwork will decrease training requirements and paperwork and increase the lower level supervisor's authority and ability to accomplish assigned tasks. (These changes imply increased trust in supervisors' ability to manage resources appropriately.) In the long run, a reduction in regulations should decrease the organization's focus on protective paperwork.

3. Recommendation: Pre-select individuals for supervisory positions (using current or improved procedures in WS and low GS grades) and begin their supervisory training well before they assume supervisory responsibilities.

Although current Civil Service regulations may preclude the pre-selection of supervisors, new supervisors need to begin supervisory training prior to assuming their new responsibilities. This is particularly true when the new supervisor continues to work with former peers--he or she needs a great deal of support to effectively establish the supervisory role.

A precedent for this recommendation is available at higher GS grade levels. This recommendation assumes that the selection process simply can be moved ahead to allow up to one year of training for supervisors prior to their assumption of supervisory duties. It also assumes that these individuals will form a "pool" of potential supervisors. This change in procedure places a greater emphasis on the individual's supervisory potential than on his or her specific job skills or longevity in the position.

Pre-selected supervisors should attend the formal management training courses required of all new supervisors prior to assuming full supervisory responsibilities, assume "acting" positions when regular supervisors (in a variety of positions) are absent, and attend other management courses offered by the facility. These individuals should be formally designated as trainees, and should receive periodic evaluations (every three or four months) on their progress in developing supervisory skills. This position should be considered exploratory so that either the trainee or management could reconsider the decision to proceed with supervisory training. This recommendation is primarily derived from comments made by higher level supervisors during the site visits.

4. Recommendations: Expand supervisory training to include regularly scheduled work sessions in areas of identified weaknesses.

A number of problems were identified during the site visits which could be resolved through periodic, informal training sessions with a structured feedback component. Current training is often lengthy, with little follow-up and reinforcement of the principles and procedures established in the standard management training sessions. Brief (2-3 hour) training "work sessions" could be developed to help lower level supervisors

solve specific problems. These sessions should make use of the expertise of current supervisors. This type of training could encompass the following specific areas, which the study respondents mentioned during the interviews as needing special or ongoing emphasis:

- EEO procedures;
- Disciplinary procedures;
- Implementing the new performance appraisal system; and
- Supervising scientific and engineering personnel.

In addition, special sessions could be designed on an as-needed basis for older workers assuming their first supervisory positions, women assuming supervisory positions over a primarily male workforce, etc. These brief seminars would at a minimum reinforce the supervisor's perception of himself or herself as a manager and allow a mutual sharing of experiences. For instance, in commenting about an organizational effectiveness training course held at one of the facilities visited, one second level supervisor commented that "it helps to know that others have the same problems and concerns." These recommended working sessions should either supplement or replace some of the more formal training activities.

5. Recommendation: Each facility should add to the status of lower level supervisors and reward outstanding supervisory performance.

An issue raised during the site visits was the lack of "perqs" or benefits attached to supervisory positions which have many headaches and few rewards. Additional benefits could range from naming an "outstanding supervisor of the year" to allocating reserved parking spots for lower level supervisors. In addition, each facility should identify other ways in which positive feedback about work well done can be publicly and privately communicated to lower level supervisors on a regular basis. For instance, work units with superior performance in any area can be singled out for mention in regularly scheduled Review and Analysis meetings attended by all supervisory levels, or their achievements could be highlighted in the facility newspaper/newsletter. Another option is to award special recognition to full work units rather than to individuals; by implication, such recognition would acknowledge the supervisor's leadership abilities.

6. Recommendation: Each facility should review its own procedures and processes to assure that it hears about the problems encountered by its lower level supervisors.

During the site visits, two facilities reported varying levels of success with regularly scheduled meetings of lower level supervisors. The issue is not so much the format or procedure as the function--lower level supervisors should be well aware that management considers their work to be important and that management is responsive to issues of concern to lower level supervisors. In general, this does not appear to be the case in the facilities studied. We received the general impression that although lower level supervisors carry the heaviest paper work and task completion responsibilities, they receive the least consideration when organizational changes are considered by administration or higher levels of management.

I. INTRODUCTION

This exploratory study assesses the extent to which lower level civilian supervisors feel alienated from the Army's management team. This information is the basis for specific recommendations aimed at increasing the identification of first and second level civilian supervisors with the Army's management objectives.

The alienation of lower level supervisors has been documented in the literature as a problem area in many different kinds of organizations. The literature on supervision suggests that factors contributing to alienation might include:

- The definition of the supervisor's role;
- The quality of communication throughout the organization;
- The assignment of appropriate levels of responsibility and authority;
- The selection, training, and orientation of supervisors; and
- A range of motivation variables.

Each of these factors was studied using a mailed survey instrument which was distributed to all lower level supervisors in five diverse Army facilities. These data were analyzed, and site visits were made to each facility to explore the causes and implications of the mailed survey findings.

This final report presents a summary of the mailed survey questionnaire data and the site visit findings. A more detailed description of the methodology and data analysis procedures is presented in Appendix A; Appendix B contains frequency and percentage data from the mail respondents; and Appendix C contains a copy of the mailed questionnaire. Case studies are presented in Appendix D. The following chapter provides some background information from the literature review which was prepared for the study. It is followed by a chapter which briefly describes each facility and presents the results of the mailed survey and site visits. The final chapter summarizes the findings and presents the study recommendations.

II. BACKGROUND

Civilian supervisory personnel at all levels should function as an integral part of the Army's management team. However, first and second level supervisors often do not have a clear picture of their role and its relationship to other roles within the organization. The problem, which may result in low morale and supervisors' alienation from management, has been well documented in many different kinds of organizations.

The plight of lower level supervisors as "men in the middle" can be traced in the management literature back to Rothlesberger (1945) and Gardner and Whyte (1945). The literature suggests a number of problematic areas in the definition and development of the lower level supervisory role. These include, in no specific order of importance:

- Communication/lack of information;
- Role definition, conflict, and ambiguity;
- Responsibility and authority;
- Training and orientation; and
- Motivation.

This study hypothesizes that problems in one or more of the above areas may contribute to the alienation of lower level supervisors. The effect which each of these factors may have on lower level supervisors is summarized below.

Communication/lack of information: Many of the variables identified as contributing to the alienation of lower level supervisors are influenced by the type and quality of communication linkages within the organization. For instance, Patton (1974) suggests that the degree to which the foreman feels a part of management is directly proportional to the degree to which top management communicates with him or her. When a shop steward, for example, knows more about a labor contract than the first-line supervisor, the supervisor's responsibility and authority--both formally and informally among the workers--is diminished. A similar situation can occur when a staff specialist or higher level supervisor bypasses a supervisor to communicate specialized information to workers.

Melcher and Beller (1967) suggest that the successful management of human and material resources requires good communication between levels of management. Often lower level supervisors suffer from a lack of feedback on their work. For instance, Bonham (1971) indicates that the foreman often receives feedback only when something goes wrong.

Role definition: Kast and Rosenzweig (1974) suggest that the foreman's role is poorly defined in most organizations:

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On the one hand, management's expectations and related 'sendings' stress his role in the managerial system and the need for decisiveness in planning and controlling operations. On the other hand, as a first-line supervisor he often has close ties with the people in his work group, his former peers in many cases. Their expectations and sendings may not coincide exactly with those coming from the top down. Similarly, he has many inputs from other foremen and his own perception of the role to be played. All these work together to provide an extremely complex environment for individual behavior. (p. 292)

The consequences of role conflict and role ambiguity have been discussed extensively in the management literature. Stouffer's (1949) seminal study emphasized inter-role conflict and analyzed factors influencing an individual's choice between two or more conflicting roles. A recent review and synthesis of the literature (Van Sell, Brief, and Schuler, 1977) identified 110 studies completed since 1951 which focus on role conflict and/or role ambiguity. Several of these studies have strongly influenced the field in general and this study in particular. One of the most extensive, which was undertaken by Kahn and his colleagues (1964), provided the basis for much of the subsequent research in this field. Conceptual contributions of the Kahn, et al., study include:

- The differentiation of role conflict and role ambiguity;
- The identification of four discrete subsets of role conflict;
- The identification of personality variables influencing role stress; and
- The identification of organizational factors (norms) conditioning role stress.

The Kahn study examined both the causes and consequences of role conflict and role ambiguity. They found a significant positive relationship between the role conflict experienced by an individual--the clarity of each organizational unit's role or task--and the innovative requirements of a given person's position. The consequences of high role conflict and role ambiguity include negative attitudes toward role senders, low job satisfaction, and high job-related tension. Role conflict correlated positively with a high sense of futility, and role ambiguity was inversely related to self-confidence.

In their review of the literature, Van Sell, et al. (1977), isolated 15 studies which identified correlates of role conflict and/or role ambiguity for particular occupations. Since 1970, studies in this area have relied heavily on the self-report questionnaire developed by Rizzo, House, and Lirtzman (1970) for determining an individual's perceived level of

role conflict and role ambiguity. When House and Rizzo (1972a) utilized this instrument, they found that both role conflict and role ambiguity were negatively related to perceived organizational effectiveness and formal/rational organizational practices.

Bonham (1971) describes a situation that breeds role conflict for the foreman:

It can be predicted that the perceived ambiguity of the foreman's position will increase with the presence of a labor union since this increases the foreman's role group by one person, the shop steward. The shop steward absorbs some of the leadership functions previously retained by the foreman, which leads the latter to question his role within the organization. Furthermore, the addition of the labor union opens another channel of communications since top management can confer with the union business agent who, in turn, communicates to the stewards. (p. 842)

Cohen (1959) suggests that such situations reduce the "degree of structure" in a situation. Structure provides clues to acceptable behavior. When the foreman is bypassed in the communication chain, structure is reduced and the ambiguity of a given role is consequently increased. In some cases, the supervisor experiencing conflict attempts to meet the conflicting expectations of significant role senders. Thus a supervisor may take a labor-supportive position in a contractual matter, while at the same time presenting a hard line to managers. Although this tactic increases the supervisor's self-perceived control of the situation, it reinforces the conflicting expectations of each sender group (Strauss and Sayles, 1980).

Responsibility and authority: Smiley and Westbrook (1975) suggest that many first-line supervisors, while told they are a part of management, see no evidence of it. They are given neither the responsibility nor the authority to act "managerially," especially when staff specialists bypass the foreman as problem solver and employee counselor (Patton, 1974).

Boyd and Jensen's study (1972) of first-line supervisor's perceptions about their authority in 135 manufacturing firms found considerable disagreement about the delegation of authority between first and second level supervisors. Apparently second level supervisors do not effectively communicate their expectations about the extent of authority delegation to the supervisors working under them, and first-line supervisors do not seek sufficient clarification of their authority (p. 337). In a 1971 study of first-line supervisors, Patton found that when asked the question: "Why are some supervisors reluctant to exercise authority over employees in their jurisdiction?", 36 responded that they had not been delegated the authority by top management.

Pfamm (1975) suggests that in many cases foremen do not feel a part of management because they have little or no voice in budget preparation, grievance procedures, customer complaints, establishing production/maintenance schedules, selecting new employees, etc., although these and many other decisions affect the foreman's ability to manage.

Training and Orientation: A supervisor or foreman needs proper training and orientation before beginning the job. Because new supervisors and foremen seldom know organizational policies, work rules, and how to work with top management, they are often confused by the role before they start. Further, the selection of foremen and lower level supervisors is seldom based upon supervisory ability. Instead, those who initially become foremen are selected because of seniority, a good work record, or ability to get along with other workers. These are all good qualities, but not necessarily accurate predictors of successful supervisors.

Motivation: Several factors are included under the general heading of motivation. Much of the management literature talks about meeting the higher level needs of employees. In the case of the lower level supervisor, this cannot occur until security needs are addressed (Porter, 1962). Take, for example, the issue of compensation. In the case of the lower level supervisor, two issues emerge:

- Moving from an hourly wage to a fixed salary, the supervisor sometimes is paid less than the production workers supervised. This is due primarily to the loss of overtime pay.
- In situations where there is a negotiated contract, and the lower level supervisor's salary is indexed on the worker compensation schedule, there is a tendency for the lower level supervisor to favor the union, since collective bargaining directly affects his/her wages.

One of the key authors on motivation is Frederick Herzberg (1968). In his Motivation-Hygiene Theory, Herzberg suggests that some "hygiene" factors can be labeled dissatisfiers. When these hygiene factors are neglected, low performance and negative attitudes result. However, these factors do not necessarily produce job satisfaction--they prevent job dissatisfaction. These hygiene or maintenance factors include:

- Policies and procedures;
- Supervision (how directives are given, how close supervision is, etc.);
- Working conditions (physical environment, physical strain, etc.);

- Salary (both amount and equity of distribution); and
- Security (fear of losing one's job).

Motivators, on the other hand, contribute to increased job satisfaction. The motivation factors identified by Herzberg are:

- Achievement--The individual must feel a sense of accomplishment.
- The work itself--Individuals can only be motivated by jobs that they recognize as meaningful and offer a sense of satisfaction.
- Responsibility--A sense of trust on the part of the organization is important. Individuals want to know that they have some responsibility for their actions.
- Recognition--Recognition is needed from inside and outside of the organization.
- Professional and personal growth--People want to feel that they are becoming more skilled and competent as a result of their job experiences.
- Advancement--Persons seek advancement within their organization and their occupation.

The factors discussed above provided the basis for a review of secondary data sources and the collection of new data for this study. The chapter which follows briefly describes the study methodology.

III. METHODOLOGY¹

This exploratory study assesses the extent to which lower level civilian supervisors feel alienated from the Army's civilian management team. Several factors identified in the review of the literature as contributing to the alienation of lower level supervisors are examined to determine the extent to which they affect lower level civilian supervisors in five Army facilities. The method involved an analysis of data from the Army's 1979-80 Supervisory Questionnaire, the collection of data from questionnaires mailed to a random sample of lower level supervisors in five Army facilities, and the collection of additional data during site visits to each facility from a much smaller number of randomly selected supervisors and the people who directly affect their job performance.

Although there is no guarantee that the study findings are representative of the Army as a whole, they do describe aspects of the supervisory environment in five very diverse Army facilities. As a result, the study was expected to help identify critical elements of the supervisory structure which are common to many Army facilities.

Five Army facilities with very different missions were selected by the sponsoring agency to participate in the study:

- Tobyhanna Depot (DARCOM), an industrial facility located in Pennsylvania, with a storage and electronics repair and assembly mission;
- Fort Campbell (FORSCOM), the home base in Kentucky of the 101st Airborne Division. Fort Campbell is a major training facility for Army military personnel;
- Fort Eustis (TRADOC), a major transportation facility located in Virginia;
- The Army Finance and Accounting Center, located at Fort Benjamin Harrison in Indianapolis; and
- Harry L. Diamond Laboratories, a research center located near Washington, D.C.

A representative of the Civilian Personnel Office at each facility was asked to serve as facility coordinator for the project. The JWK project team received excellent support and cooperation from each of the facilities which participated in the study.

¹ A more detailed description of the methodology is provided in Appendix A.

For purposes of the study, lower level supervisors are defined as foremen and first level supervisors--persons supervising no other supervisors--and second level supervisors--persons supervising first level supervisors. Team leaders, individuals with some supervisory responsibility but no formal supervisory authority, were not considered supervisors in this study. A small number of higher level supervisors participated in the study, either because they were named by another participant as having a significant effect on his or her job performance or because they have functional responsibilities as second level supervisors.

The review of the literature identified three research questions to be addressed by the study. The first question is whether supervisors at various levels differ in their perceptions of factors identified as problematic for first-line supervisors. Data from the Army's 1979-80 Supervisory Questionnaire for the various commands participating in the study were examined, controlling for level of supervision and several other variables: pay system, sex, race, time supervised Army civilians, length of time since last promotion, and civilian grade. The analysis indicated no significant difference between the perceptions of first and second level supervisors for the study factors examined. As a result, first and second level supervisors were not differentiated in data collection procedures nor for the bulk of the data analysis.

The second question concerned factors identified in the management literature as problematic for first-line supervisors and asked which of these factors contribute to or alleviate the alienation of lower level supervisors in the five Army facilities selected for the study. A questionnaire addressing these factors was mailed to all first and second level supervisors in each facility (Exhibit 1).

Response to the mail survey questionnaire was as follows:

EXHIBIT 1
RESPONSE TO MAIL SURVEY
(Number and percentage of questionnaires)

Facility	No. Mailed	No. Returned	Return Rate
Tobyhanna Depot	194	152	78%
Fort Campbell	204	156	76%
Fort Eustis	182	130	71%
Finance and Accounting Center	178	142	80%
Harry L. Diamond Laboratories	121	92	76%
Total	879	672	76%

A five point scale was used in the supervisory questionnaires. Interpretation of the two "agree" and the two "disagree" response categories was relatively straightforward. However, the interpretation of a neutral response (neither agree nor disagree) is an issue, particularly since a significant percentage of the responses to many of the questionnaire items fell in the neutral category. For example, 18.6 percent, or 125 out of 659 respondents, reported neutral feelings on the five items in the questionnaire relating to supervisory alienation (Items 75, 76, 77, 78, and 79). Possible interpretations include:

- No opinion
- No exposure to the problem
- Apathy or indifference to the problem
- A sense of futility about problem resolution.

The interview data collected during the site visits left us uncertain about the interpretation of "neutral" responses. As a result, neutral values should not necessarily be interpreted as indicative of no problem. If such responses represent a sense of futility, indifference, or apathy, these findings may indicate potential problem areas.

Questionnaire data were subjected to factor analysis to refine the clustering of items addressing potential problem areas. Frequency distributions were examined to identify areas about which respondents reported either a comparatively strong positive or negative response or a comparatively high or low consensus. These variations from the norm were treated as areas of potential interest and analysis.

The following topics were identified by this process:

- Alienation
- Role clarity
- Clarity of evaluation criteria
- Level of competence (Self-evaluation)
- Confusion/frustration levels
- Quality of communication
- Role conflict
- Authority and responsibility
- Resource availability
- Tangible and intangible rewards.

In the Findings Chapter which follows, the role clarity, clarity of evaluation criteria, level of competence, and confusion/frustration clusters are presented under the general heading of role clarity. Two of the clusters, "level of competence" and "confusion/frustration," produced such consistently positive responses across all facilities that they discriminated little among respondents or facilities and therefore were omitted from much of the subsequent analysis. A number of questions, including all of the questions listed under authority and responsibility, were treated as separate items under the topics listed above and were not included in the cluster analysis. Each of the topics listed above was discussed in detail during the site visits to each of the facilities.

In reporting the questionnaire findings for these topics, each person's responses to the individual items in each cluster were consolidated into a cluster score by summing the numerical value of the individual's responses to each item in the cluster. Then a frequency distribution of these summed scores was developed for each cluster. These distributions are presented in the exhibits in Chapter IV using five intervals which roughly approximate the five response categories used in the original questionnaire. For example, five questions were included in the alienation cluster. Subject X's responses are as follows:

- q. 75, 3 (neither agree nor disagree)
 - q. 76, 4 (agree)
 - q. 77, 4 (agree)
 - q. 78, 1 (strongly disagree)
 - q. 79, 3 (neither agree nor disagree)
- 15

This summed response of 15 would place the individual in the neutral range of the alienation cluster.

The third study question asked what can be done about those factors which were identified in the mail questionnaire as contributing to or alleviating lower level supervisor alienation from the management team. This question was addressed using data from an extensive interview procedure at each of the five sites selected for the study. Twelve supervisors were randomly selected from each facility's list of supervisors. Each of these supervisors was asked to complete a Role Set Mapping Form (RSMF), a questionnaire designed to provide the research team with additional information about the interpersonal dynamics of a specific work setting. In addition, these supervisors were asked to participate in a one-hour interview with the research team and to name several persons who had a significant effect on their job performance. These persons, called role set members for purposes of the study, were asked to participate in a 30-minute interview with a study team member. Generally speaking, "neutral" questions were asked during the interview, e.g., "what are the incentives for becoming a supervisor?" and "how do you get the information you need to do your job?" Participation in any part of this phase of the study was voluntary.

The research team estimated that approximately six supervisors at each site would consent to participate in this third phase of the study, and that, for each supervisor, approximately five role set members would consent to participate. The actual participation rates for each of the facilities are as follows:

EXHIBIT 2
FACILITY PARTICIPATION IN THE STUDY
 (Number of respondents)

Facility	Completed RMSF Questionnaires	Supervisor Interviews	Role Set Member Interviews	Other*
Tobychanna Depot	8	8	26	4
Fort Campbell	9	8	25	1
Fort Eustis	3	10	9	—
Finance and Accounting Center	3	6	7	2
Harry L. Diamond Laboratories	6	6	11	2
Total	29	38	78	9

* Entrance and exit interviews, and interviews with other persons who were knowledgeable about particular aspects of concern to the study.

Although participation rates varied considerably at the five facilities, no standard explanation can be given for these variations. Participation in the study was voluntary, and most supervisors at Fort Eustis and the Finance and Accounting Center declined to name co-workers to participate in the study. Since fewer than six individuals initially consented to participate in the study at the Finance and Accounting Center, additional supervisors were randomly selected and asked to participate in the interview process when the study team arrived on site. A total of 125 persons participated in the site visit process at the five facilities visited by the JWK study team.

The study findings are presented in the following chapter.

IV. FINDINGS

A. INTRODUCTION

This chapter begins with a brief description of each of the Army facilities which participated in the study. It is followed by a discussion of the study's measurement of supervisor alienation, which was not found to be a major problem in the five facilities studied. The remainder of the chapter explores the data collected on two major topic areas: role definition and motivational factors. These two topics incorporate the following factors which the review of the literature suggested impact on lower level supervisors:

- Role definition/role clarity
- The flow of communication
- Role conflict
- Supervisors' perceptions of responsibility and authority
- Training issues
- Motivation; focusing on the allocation of resources and the organization's reward structure.

The mail questionnaire presented a series of statements which were clustered during data analysis into the general categories listed above. Each respondent was asked to indicate, using a five point scale, whether he or she strongly agreed (5), agreed (4), neither agreed nor disagreed (3), disagreed (2), or strongly disagreed (1) with each statement. Frequency distributions of individuals' summed responses to groups of items representing each of the study variables (e.g., role conflict) are presented in this report. These clusters were examined for each facility and for the entire study population to determine perceived levels of alienation and the extent of respondents' concern about the related issues examined by the study.

Frequency and percentage data are reported for each of the mail survey questionnaire items in Appendix B. The questionnaire data are organized according to their cluster categories. The questionnaire is presented in Appendix C. The frequency distributions for the cluster variables are presented in the text which follows. The case studies on which the information presented in this report is based are presented as separate Appendices (D).

B. THE FACILITIES

The JWK study team visited five Army sites during the course of the study. Each is briefly described below to establish a general context for the study findings. Exhibit 3 summarizes the demographic data on the respondents to the mail survey.

1. Tobyhanna Army Depot

Tobyhanna Army Depot is located in the Pocono Mountains of Northeastern Pennsylvania. The Depot, which is the largest employer in the region, is part of the U.S. Army Materiel Development and Readiness Command (DARCOM), a nationwide network of 65 military installations and 74 activities. The nearly 3,500 civilian employees are responsible for the receipt, storage, assembly, disassembly, repair, preservation, and shipment of Army electronics and communications equipment. The Depot maintains a major electronics assembly and repair operation which bids competitively on major military repair and overhaul procurements. The Depot is organized around seven directorates.

The Tobyhanna workforce is made up largely of male (87%) wage grade (67%) employees. Approximately six percent of the workforce are supervisors, for an overall supervisor/employee ratio of one supervisor per fifteen employees. A large percentage of Tobyhanna employees are veterans.

The mail questionnaire was distributed to 194 first and second level supervisors in the Depot. Approximately 76 percent of these questionnaires (152) were included in the data analysis. Of these respondents, 102 (67%) were first-line supervisors, 39 (26%) were second-line supervisors, and 11 (7%) fell in an "other" category. Nearly all were white (97%) and male (93%); slightly over half (55%) were GS employees. Approximately 25 percent were over age 56, and nearly 60 percent were between 41 and 55 years of age. Approximately one-half reported more than six years of supervisory experience; nearly four percent reported less than two years since their last promotion. The majority (62%) reported grade levels between 9-12; 14 percent reported a grade of GS 13 or above.

The site visit to Tobyhanna Depot was conducted by two JWK study team members. One hour interviews were conducted with eight supervisors, and one-half hour interviews were conducted with twenty-six persons named by the supervisors as significantly affecting their job performance. One minority member and one woman were interviewed; the other thirty-two people interviewed were white males.

2. Fort Campbell

Fort Campbell, which is located in Southwest Kentucky on the Tennessee border, is part of the Army's Force Command (FORSCOM). It is responsible for the support, training, and combat readiness of the 101st Airborne Division. The Fort's approximately 2,000 civilian employees provide support services for approximately 20,000 military personnel who make their home on or near the Fort.

The headquarters of the 101st Airborne Division (Air Assault) and Fort Campbell combine a partially integrated Division (tactical) and Post (management-support) staff elements. Principal staff positions are held by six directors who serve as principal staff assistants to the Deputy Post Commander. The majority of the directors are military personnel; most have a civilian

EXHIBIT 3

SUMMARY OF DEMOGRAPHIC DATA FROM MAIL SURVEY
(Number² and Percentage of Respondents)

Level of Supervision	Facility (% of Respondents)				All Respondents		
	Tobyhanna Depot	Fort Campbell	Harry L. Diamond	Fort Entles	Finance & Accounting Center	No.	%
<u>Level of Supervision</u>							
1st	67.11	58.97	58.70	60.00	65.49	419	62.15
2nd	25.66	29.49	39.13	29.23	25.35	195	29.02
3rd and above	4.61	7.69	2.17	10.77	8.45	47	6.99
<u>Race</u>							
Black	2.63	3.85	17.39	14.62	43.66	107	15.92
Other	97.37	96.15	82.61	85.38	56.34	672	84.08
<u>Sex</u>							
Male	93.42	80.13	91.30	73.08	48.59	515	76.64
Female	5.92	17.31	8.70	26.92	51.41	152	22.62
<u>Age</u>							
Under 30	.66	1.28	--	2.31	1.41	8	1.19
31-40	13.82	14.10	46.74	15.38	74.79	99	14.71
41-55	59.21	63.67	70.65	66.93	58.45	424	63.10
56+	25.00	19.82	13.04	15.39	24.64	136	20.24
<u>Time Since Last Promotion</u>							
0-2 years	39.47	39.10	33.70	42.31	25.35	243	36.16
3-6 years	40.26	31.41	26.09	35.38	53.52	241	35.86
6+ years	29.61	27.56	40.22	21.54	21.13	181	27.23
<u>Civil Grade</u>							
1-8	24.34	37.82	8.70	24.67	50.00	207	30.80
9-12	61.84	53.21	23.91	61.54	36.62	311	49.26
13 and above	13.82	7.05	67.39	13.85	12.62	110	19.35
<u>Pay System</u>							
G.S.	55.26	66.03	82.61	75.18	97.18	499	74.26
M.S.	41.65	31.41	10.87	20.77	2.11	152	22.62
Other	2.63	0.64	6.52	3.85	.70	17	2.51

¹ Missing data is not cited here. See Appendix B for complete data.

² Total Respondents:
 Tobyhanna Depot 152
 Fort Campbell 156
 Harry L. Diamond 92
 Fort Entles 170
 Finance & Accounting Center 142
 All Respondents 672

deputy director who provides continuity when military personnel are transferred. Directorates include the Comptroller, Personnel, and Community Activities; Security, Plans, and Training (primarily military operations); Industrial Operations; and Facilities Engineering. (The last two directorates support the functional operations of housing, supply, maintenance, buildings, and grounds at the facility.) The Fort Campbell organization also includes special staff (Chaplain, Civilian Personnel Office, Provost Marshall, Assistant Chief of Staff), Headquarters Command, and a number of tenant units (medical, dental, communications, etc.).

The 2,156 civilian employees include 1,371 GS employees, 731 wage grade employees, and 54 part-time employees. Approximately 59 percent are men and 13 percent are minority members. Employees average nine years of service at Fort Campbell, and 12 years of education. The average GS grade of all employees is 6, the average wage grade is 8.¹

The mail questionnaire was distributed to 204 first and second level supervisors at Fort Campbell. Approximately 76 percent of the questionnaires (156) were included in the data analysis. Of these respondents, 92 (59%) were first-line supervisors, 46 (29%) were second level supervisors, and 18 (12%) fell in the "other" category. Approximately 4 percent were black and 17 percent were women. Approximately two-thirds were GS employees; the other one-third were wage grade employees.

The site visit at Fort Campbell involved one JWK study team member. One hour interviews were conducted with eight supervisors, and one-half hour interviews were conducted with twenty-five persons named by the supervisors as significantly affecting their job performance. Supervisors were interviewed from all of Fort Campbell's six directorates. No minority members were interviewed; 3 of the 22 supervisors interviewed were female. The median age of all supervisors interviewed was approximately 50 years; the number of years in current position ranged from 1 to 25 years.

3. Fort Eustis

Fort Eustis, the site of the U.S. Army Transportation Center and Transportation School, is located in the Tidewater area of Virginia. Both entities are Class I Army installations assigned to TRADOC. The mission of the Commanding General of the Transportation Center is

. . . to command and control all assigned and attached activities and units; to provide logistical and administrative support to designated activities; to accomplish specific missions; and to assist in the development, evaluation, and coordination of new doctrine, techniques, and operational concepts and transportation TOE organizations to meet long range requirements.

¹ Data supplied by the Civilian Personnel Office, Fort Campbell, 5/3/81.

The study focused on civilians in the five directorates which provide the bulk of facility support services, although all of the Transportation Center first and second level supervisors were queried by mail. No supervisors from the Training Support Center were interviewed.

The Directorate of Personnel and Community Activities and the Chief of Staff handle all matters pertaining to the management of military personnel, recreational services, safety policies and programs, and all morale, welfare, and personnel services, including the Post Exchange and Red Cross Field Office.

The Facilities Engineering Directorate advises on matters and policies pertaining to maintenance and repair of facilities, operation of the utility systems, and family housing. The Directorate of Industrial Operations provides advice and assistance on maintenance, supply transportation, support services, and procurement logistics. The Plans, Training, and Security Directorate is composed of the Plans and Operations, Training/AV Support, Security, Training, Aviation, and Reserve Affairs Divisions. The Directorate of Resource Management acts as the principal advisor to the Commander and Chief of Staff on all matters pertaining to total resource management.

The mail questionnaire was distributed to 182 first and second level supervisors at Ft. Eustis. Approximately 71 percent of these questionnaires (130) were included in the data analysis. Of these respondents, 78 (60%) were first-line supervisors, 38 (29%) were second-line supervisors, and 14 (11%) fell in an "other" category which included higher level supervisors. Nearly 15 percent were black; the ratio of males to females was just under three to one. Slightly over three-quarters were GS employees. Approximately 15 percent were over age 56, and nearly 67 percent were between 41 and 55 years of age. Approximately 63 percent reported more than six years of supervisory experience; 10 percent reported less than one year of experience as a supervisor. The majority (62%) reported grade levels between 9-12; 14 percent reported a grade of GS-13 or above. Ft. Eustis supervisors reported a relatively normal span of control, with 64 percent supervising 15 employees or less.

The site visit at Ft. Eustis was conducted by one JWK study team member. One hour interviews were conducted with ten supervisors, and one-half hour interviews were conducted with nine persons named by the supervisors as significantly affecting their job performance. Supervisors from five of Ft. Eustis' eight directorates were interviewed. Three of the supervisors nominated a total of nine role set members for interviews. The group was balanced between males and females, older and younger peers, and subordinates.

4. U.S. Army Finance and Accounting Center

The U.S. Army Finance and Accounting Center (USAFAC) is located at Fort Benjamin Harrison in Indianapolis, Indiana. The Commander of the U.S. Army Finance and Accounting Center/Director of Finance and Accounting serves both as an Army staff Director who is responsible to the Comptroller of the Army for the design, installation, and operation of Army financial management systems, and as the head of a field activity employing about 2,400 people.

The USAFAC is the world's largest central pay operations facility. The USAFAC Commander is responsible for accountability and internal control for the total resources of the Army, including worldwide assets of seventy (70) billion dollars at cost with a current value of several times this amount.

USAFAC is headed by a Major General (current incumbent is a promotable Brigadier General), a Principal Deputy Commander (GS-17), and a Deputy Commanding General (B.G.). The work force of approximately 2,400 persons includes approximately 200 professional accountants (including civilians from trainees to GS-17), plus a wide range of other professionals and specialists, including lawyers, computer systems analysts, budget analysts, and civilian and military pay systems specialists. The remainder of the work force is predominately clerical support personnel in positions such as military pay clerks, accounts maintenance clerks, accounting technicians, key punch operators, computer operators and mail and file clerks.

USAFAC is organized into four major offices:

- Office of Deputy Commander for Finance and Accounting Plans, Policies, and Systems;
- Office of the Comptroller;
- Office of Civilian Personnel; and
- Office of Deputy Commander for Finance and Accounting Center Operations.

The mail questionnaire was distributed to 178 first and second level supervisors at USAFAC. Approximately 80 percent of these questionnaires (142) were included in the data analysis. Of these respondents, 93 (65%) were first-line supervisors, 36 (25%) were second-line supervisors, and 13 (10%) fell into an "other" category. Approximately 44 percent were black and 51 percent of the supervisors surveyed were women. Most (99%) were GS employees. Approximately 25 percent were over age 56, and nearly 60 percent were between 41 and 55 years of age. Approximately 66 percent of the supervisors reported more than 6 years of supervisory experience; 25 percent reported less than two years since their last promotion. The majority (50%) reported grade levels between 1-8; 13 percent reported a grade of GS-13 or above. USAFAC supervisors reported a comparatively wide span of control, with 51 percent supervising more than 16 employees. Most persons supervising more than 40 employees (87%) are second level supervisors and above.

The site visit at the Finance and Accounting Center was conducted by one JWK study team member. One hour interviews were conducted with six supervisors, and one-half hour interviews were conducted with seven persons named by the supervisors as significantly affecting their job performance for a total of thirteen interviews. Ten minority members and ten women were interviewed.

5. Harry L. Diamond Laboratories

Harry L. Diamond Laboratories (HDL) is located outside of Washington, D.C., in Adelphi, Maryland. One of the major scientific establishments of the U.S. Army Materiel Development and Readiness Command (DARCOM), the Laboratories is a complex of diverse facilities with a research, development, and engineering staff. When HDL was first established as an Army laboratory in 1953, its investigations were focused primarily on ordnance fuzes and related technologies. In 1962, HDL was given a broader mission and assigned to the Army Materiel Command (AMC-now DARCOM), and in 1977, the U.S. Army Electronics Research and Development Command (ERADCOM) was assigned operational control of the Laboratories.

HDL has been adjusting to this change as it attempts to maintain its national reputation for excellence in its traditional areas of expertise (fuzing, nuclear weapons effects, fluidics) and to apply its talents to the solution of problems in ERADCOM's mission areas (radar, near-millimeter-wave technology, electronic warfare). This diversification of technical programs coincided with a significant reduction of laboratory personnel strength. During the last two years, HDL lost an important number of technical personnel because of retirements, the high-grade promotion freeze, and competition from industry and other government agencies for young engineers and scientists.

The Laboratories is organized around eleven administrative offices and four divisions: research and technology, nuclear weapons effects, development and engineering, industrial engineering, and technical support. Each of the divisions has between two and four laboratories. The Laboratories also includes 11 administrative offices. HDL employs approximately 3,000 civilian employees, many of whom are technical personnel such as engineers, physicists, and chemists. HDL also has seven military officer slots, one of which is the Commander. The majority (1,138)¹ of the civilian employees have GS grades; the average level of education is nearly 15 years.¹ Slightly under one-third of the GS employees are women; their average educational level is 13 years and their average GS grade is 7. The Laboratories has had just three technical civilian directors since its establishment in 1953, although its military commanders have changed every two or three years.

The mail questionnaire was distributed to 121 first and second level supervisors at Harry Diamond Laboratories. Approximately 77 percent (92 questionnaires) were included in the data analysis. Of these respondents, 54 (59%) were first-line supervisors, 36 (40%) were second-line supervisors, and 2 (2%) fell in an "other" category. Approximately 17 percent were black employees (16); 91 percent were males (84). Over three-fourths (83%) were GS employees. Approximately 13 percent were over age 56, and nearly 71 percent were between 41 and 55 years of age. The majority (68%) reported a grade level of 13 and above, the highest average grade level reported among the five facilities studied.

¹ Data were obtained from the HDL Civilian Personnel Office of Harry Diamond Laboratories, 5/4/81.

The site visit to Harry L. Diamond Laboratories involved three JWK study team members. One hour interviews were conducted with six supervisors, and one-half hour interviews were conducted with eleven persons named by the supervisors as significantly affecting their job performance. Supervisors were interviewed from two of Harry L. Diamond Laboratories' four directorates, and three of its eleven administrative offices. Two white women were interviewed; the other fifteen role set members interviewed were white males. The working environment of Harry Diamond Laboratories is similar to that found in a university research institute.

C. ALIENATION

The mail questionnaire included five questions which served as a general measure of the degree of supervisor alienation. These questions focused on supervisors' perceptions of their relationships with other managers and supervisors and the extent to which they identify with management rather than labor. The responses from all five facilities for this measure indicated comparatively low levels of supervisory alienation. As indicated in Exhibit 4, a large majority (71%) of the alienation cluster responses from supervisors in all facilities suggest low levels of alienation. These findings suggest that alienation among supervisors, as defined in the literature, is not a pervasive or major problem in the five facilities studied. Therefore, the site visits explored the variations between or within cluster areas, and searched for more general explanations of what the Army is doing "right" at each facility to produce generally low levels of alienation.

Supervisors at all facilities studied reported comparatively little supervisor involvement in organizational decision making (q.77), and less agreement with the statement, "My advice is sought by upper level managers on matters affecting my work area" (q.78), than for other items in the alienation cluster. The interview data suggest that some first level supervisors may not be aware of the extent to which their managers are obtaining information for decision making through their daily interaction with supervisors. The information flow upward is not nearly as obvious or explicit to supervisors as the downward flow, which typically occurs in formal meetings that follow the chain of command.

D. ROLE DEFINITION

Role definition is defined using several cluster measures of role clarity and cluster measures of communication and role conflict. Respondents' perceptions of the extent of their responsibility and authority and a discussion of training issues are also included in the role definition section.

1. Role Clarity

Role clarity measures included a general "clarity" cluster which included groups of questions about the assignment of authority and responsibility,

EXHIBIT 4
ALIENATION
 (Number and percentage of respondents)

Degree of Alienation		All Respondents	
		Number	%
High	5-9	4	.60
	10-13	54	8.04
Neutral	14-17	125	18.60
	18-21	355	52.83
Low	22-25	121	18.01
Totals		659	98.08
Missing		13	1.93

Source: Frequency distribution of the sum of each respondent's responses to questions 75, 76, 77, 78, 79.

the clarity of general job performance expectations, and supervisors' perceptions about the clarity of the organizational decision making structure and its goals, objectives, and policies. The data presented in Exhibit 5 for this cluster indicate that the civilian supervisors surveyed reported comparatively little role confusion. Approximately 70 percent of all respondents reported a good understanding of their role ("high" degree of clarity, Exhibit 5). The subcluster of questions which dealt in a general way with the extent of assignment of responsibility and authority received the highest ratings.

The clarity of the supervisor's role appears to result from the Army's heavy reliance on the chain of command. A high proportion of the persons interviewed at all five facilities indicated that the chain of command is followed fairly rigorously by facility managers. The chain is followed in correspondence, in issuing directives, and in the formal downward flow of information. Many supervisors explained their knowledge of role limits as resulting primarily from their work experience and their interactions with their own supervisors. Supervisors working in administrative areas reported considerable guidance from Army regulations, and several supervisors cited professional standards as helping to set role limits. Few supervisors indicated basic problems understanding the clarity or limits of their roles. In many instances, supervisors reported that they generally have as much responsibility as they would take on, and that their own supervisors quickly let them know when they have overstepped their roles.

Survey data on the clarity of specific evaluation criteria showed comparatively less consistency and fewer positive responses. As shown by Exhibit 6, approximately 60 percent of the supervisors surveyed reported that they understand how they are evaluated and how they could improve their chances for advancement and promotion. During the interviews, many supervisors suggested that feedback on performance is a minor area of concern. They reported that the feedback they receive is primarily negative, e.g., "I hear about it when things go wrong," and that they receive little positive feedback about good performance.

Despite these generally positive findings, just 50 percent of the supervisors agreed that they know "how I will be evaluated for a raise or a promotion" (q. 30). These findings are ambiguous, however, since some interview respondents reported that they do not receive enough feedback on their performance, while others reported the performance rating system to be unsatisfactory. Many supervisors indicated that current procedures do not discriminate among different employees' performance levels, and that as a result many people are not aware of the differences that do exist and that would contribute to advancement. The problem is most acute at the first level of supervision and at lower grade levels; professional employees and higher level supervisors appear to be much more adept at deciphering management's informal cues about performance.

The remaining two clusters in the general area of role definition indicated supervisors' perceptions about their own competence (Exhibit 7) and/or reflected the amount of confusion and frustration experienced (Exhibit 8). The data indicate that most respondents (over 90%) feel that they have enough ability to handle their jobs, and that most (85%) experience low levels of frustration and confusion on the job. However, a slightly larger number of supervisors (18%) reported feeling frustrated about having more

EXHIBIT 5
ROLE CLARITY
 (Number and percentage of respondents)

Degree of Clarity	All Respondents		
	Number	%	
Low	15-27	6	.89
	28-39	40	5.95
Neutral	40-51	108	16.07
	52-63	330	49.11
High	64-75	142	21.13
Totals		626	93.19
Missing		46	6.85

Source: Frequency distribution of the sum of each respondent's responses to questions 1, 2, 4, 6, 10, 14, 21, 22, 26, 29, 41, 44, 49, 50, 65.

EXHIBIT 6
CLARITY OF EVALUATION CRITERIA
 (Number and percentage of respondents)

Degree of Clarity	All Respondents		
	Number	%	
Low	5-9	14	2.08
	10-13	59	8.78
Neutral	14-17	181	26.93
	18-21	299	44.49
High	22-25	107	15.92
Totals		660	98.21
Missing		12	1.79

Source: Frequency distribution of the sum of each respondent's responses to questions 22, 30, 40, 43, 45.

EXHIBIT 7
LEVEL OF COMPETENCE
 (Number and percentage of respondents)

Competence Level		All Respondents	
		Number	%
Low	7-12	—	—
	13-18	2	.30
Neutral	19-24	38	5.65
	25-30	439	65.33
High	31-35	173	25.74
Totals		652	97.02
Missing		20	2.98

Source: Frequency distribution of the sum of each respondent's responses to questions 8, 9, 17, 46, 57, 64.

EXHIBIT 8
CONFUSION/FRUSTRATION LEVELS
 (Number and percentage of respondents)

Level		All Respondents	
		Number	%
High	6-10	4	.60
	11-15	13	1.93
Neutral	16-20	71	10.57
	21-25	350	52.08
Low	26-30	219	32.59
Totals		657	97.77
Missing		15	2.23

Source: Frequency distribution of the sum of each respondent's responses to questions 12, 13, 15, 18, 31, 42.

than one concurrent job assignment (q. 15). The interview data suggest that this is a problem specific to certain work areas and more common to some facilities than to others.

2. Communication

The communication cluster included questions about the quantity, quality, and accuracy of the management information received by supervisors and supervisors' perceptions about their ability to interact freely with their own supervisors about work issues. As shown in Exhibit 9, most supervisors indicated comparatively good levels of communication (70% "high" responses).

Two related questions merit some discussion, however. Comparatively few (41%) supervisors were satisfied with the timeliness of information (q. 52). The site visit did not produce a clear-cut explanation for this finding, since some, but not all, facilities maintain a formal series of meetings each week to pass information down the line of command. Although these meetings were generally described as useful, supervisors in facilities which rigorously schedule such meetings throughout the chain of command did not report higher levels of satisfaction with the quality of communication.

The interview data suggest, however, that some first level supervisors perceive higher management as withholding information. In addition, some supervisors commented that the meeting process is very time consuming, and that information is diluted and sometimes distorted as it goes through the chain of meetings. Despite these comments, our overall impression from the site visit was that the formal chain of command meetings and the other formal communication efforts helped to explain the generally positive feelings reported by supervisors about communication issues.

The number of communication-related issues which surfaced in the interview process forced the study team to recognize that the mailed survey emphasized the downward flow of information in the organization. After reviewing the site visit data, we suspect that there is a similar lack of emphasis on the upward flow of information at the Army facilities studied. For instance, few supervisors described information meetings as involving a two-way flow of information.

3. Role Conflict

The study measured considerable role conflict among supervisors at the five facilities surveyed (Exhibit 10). The majority of the responses to questions focusing on conflicting and/or incompatible work requests, policies, requirements, and expectations in the work place were neutral.

The site visits produced several explanations for these findings. The first is that all good supervisors feel conflicting loyalties to management and their employees. Examples include the need to select one person for an award or promotion when several are well qualified, to make work assignments which may not be preferred by employees, and to lay off workers when work is

EXHIBIT 9
QUALITY OF COMMUNICATION
 (Number and percentage of respondents)

Degree of Clarity		All Respondents	
		Number	%
Low	4-7	12	1.79
	8-11	47	6.99
Neutral	12-14	130	19.35
	15-17	352	52.38
High	18-20	118	17.56
Totals		659	98.07
Missing		13	1.93

Source: Frequency distribution of the sum of each respondent's responses to questions 53, 54, 55, 56.

EXHIBIT 10
ROLE CONFLICT
 (Number and percentage of respondents)

Extent of Conflict		All Respondents	
		Number	%
High	7-16	27	4.02
	17-24	167	24.85
Neutral	25-31	234	34.82
	32-38	176	26.19
Low	39-45	35	5.21
Totals		639	95.09
Missing		33	4.91

Source: Frequency distribution of the sum of each respondent's responses to questions 5, 7, 16, 24, 25, 32, 35, 47, 48.

slow. These pressures are greatest on first level supervisors, since they are working closely with line employees.

Second, the interview data suggest that different supervisors interpreted the questions differently. Some focused on the conflicting requests made by employees within their own work groups, while others accepted these demands as given and focused on conflicting expectations from outside of their immediate work group.

Third, the express purpose of many work groups is to provide services to various other work groups within the facility--such as administrative, procurement, quality assurance, and shipping services. In such cases, an even flow of work may be the exception rather than the rule.

Fourth, almost all of the supervisors interviewed commented on the restrictive and conflicting nature of many government regulations. A good example is the current emphasis on reducing the use of sick leave at Tobyhanna. The appropriate use of sick leave is an employee right, and the government provides employees with liberal sick leave benefits. Therefore, although the supervisor is urged by management to reduce the use of sick leave within the work group, the supervisor actually has very little leverage with employees. The governmental response to the abuse of its own liberal sick leave policy is increased requirements for justification of sick leave use and numerous studies, which in turn increases the paperwork burden on supervisors.

4. Authority and Responsibility

The questionnaire included 13 questions about specific areas of responsibility and authority which were not included in the cluster analysis. In the five areas presented in Exhibit 11, fewer than 70 percent of all respondents reported that they have all of the authority they need. The responsibility and authority questions, which are crosscutting in nature, are discussed in other sections of this report.

Relatively few (35%) of the supervisors surveyed reported enough authority to change the organizational structure of their work units. According to our site visit data, this is an area in which authority is not delegated to lower level supervisors. In many instances, work tasks are very stable, and precedent prevails. Precedent is reinforced by a reluctance to tamper with the existing structure because of the effect a change might have on employee job descriptions (see Exhibit 11, item b). Under the Civil Service system, a change in job description opens the door to demands for position reviews and requests for grade increases. As a result, both supervisors and the Civilian Personnel Office may resist making changes which could result in a great deal of additional paper work and potential conflict with employees.

Discipline issues and other personal procedures were raised repeatedly by supervisors and line employees during the interviews when authority and responsibility were discussed. Complaints and concerns were voiced about:

EXHIBIT 11
SELECTED¹ QUESTIONS:
AUTHORITY AND RESPONSIBILITY
 (Percent of respondents²)

Question: How much authority do you have to carry out these responsibilities properly?	Amount of Authority		
	None	Some	Enough
b. Changing job description	7.44	28.42	57.89
g. Arranging for needed training	6.10	31.85	60.27
h. Controlling employee absences	4.02	23.96	69.94
l. Changing the organizational structure of my work unit	20.98	31.99	35.86
m. Getting needed supplies and equipment	6.10	45.83	44.20

¹ Questions which received less than a 70% "all I need" rating (described here as "enough") were selected from the authority and responsibility questions "a" through "m." The responses "not part of my job" are not reported in this table.
² Total Respondents: n = 672

- The extensive paperwork and documentation associated with disciplinary actions.
- The perception that the supervisor, rather than the employee, is put in a defensive position when a negative performance evaluation is recorded or a disciplinary action is filed.
- EEO regulations which either allow or encourage employees to "manipulate" supervisors or which reduce the supervisor's ability to employ the most competent employee.
- "Quota" systems associated with the "outstanding" evaluation rating. Some supervisors felt that they were being forced to eliminate some deserving people from recognition because they could only nominate a limited number of people. (One solution might be to recognize outstanding work units rather than single employees.)

Another frequently cited problem area is the long time-lag associated with government procurement regulations. At some facilities respondents indicated that the procurement staff is too small to process the required paperwork; in others, procurement staff appeared not to be getting the right information at the right time. However, the biggest problems appeared to be the complex and time-consuming fund allocation and competitive bidding procurement processes. From the supervisor's perspective, this means that either the supplies and equipment are not available when they are needed, or that they must expend time and energy facilitating the process.

5. Training

The final topic area, related to role definition, concerns training issues. Although the survey data generally suggest few major training problems, supervisors did indicate inadequate authority to arrange training (see Exhibit 11, item g). During the interviews, supervisors' comments generally focused on budgetary difficulties and time constraints rather than authority issues. However, several persons commented in detail about the interrelated problems of selecting and training new supervisors. Since the workforce at the facilities visited is very stable and includes many employees over 50 years of age with many years of working experience, promotions come slowly and new first level supervisors may have 20 years of experience and established working relationships behind them. This longevity appears to increase the problems of integrating new supervisors into the management team, since such supervisors typically supervise former peers and often have difficulty adjusting to new role requirements--old habits are hard to break. In addition, such supervisors reportedly have difficulty disciplining former peers.

There is no established civil service procedure within the lower GS and wage grade structure to pre-select persons with supervisory potential and to

begin the grooming process prior to their selection for supervisory duties. The new supervisors typically supervise persons with whom they have worked as equal colleagues for a number of years. This role transition from within a peer group is very difficult. In addition, the new supervisor may not receive the mandatory management training until several months after the assumption of supervisory responsibilities and the formation of poor supervisory practices. All of these factors limit the supervisor's ability to immediately establish an appropriate supervisory relationship during the critical beginning steps of role formation.

Several second level supervisors and above specifically mentioned their commitment to training new supervisors on the job by spending a good deal of time with the new supervisor reviewing decisions, options, and alternative procedures. For instance, one higher level supervisor reported that he assigns problem-solving tasks (when needed) to new supervisors to prevent their doing the work and to encourage their assumption of the supervisory role. Other supervisors mentioned the importance of having a potential supervisory employee substitute for the supervisor during absences, thereby providing supervisory experience and training. One supervisor commented that this substitution process should be formalized as a training function for potential supervisors. Several higher level supervisors commented that such formal grooming is restricted by current Civil Service Regulations and union contracts.

In general, supervisors commented that the mandatory Civilian Personnel management training course is valuable. In addition, in two facilities, organizational effectiveness management training, with follow-up sessions, has been well received. Several supervisors commented that some follow-up and tracking of supervisory performance--as part of the training activity and/or as part of the supervisor's performance evaluation--would be valuable. The only specific areas in which a need for additional training was cited were disciplinary action, the special problems of managing scientific personnel, and the special needs of older supervisors without previous supervisory experience. In addition, lower grade level supervisors appear to need additional training in EEO and performance evaluation procedures.

E. MOTIVATIONAL FACTORS

Two major topic areas are included under the general topic of motivation: the availability of resources, which affects working conditions, and the organization's reward structure.

1. Resources

Comparatively few questionnaire respondents reported satisfaction with the availability of adequate materials and manpower to do the job (see Exhibit 12). Our discussions in the five facilities suggested that most problems result from substantial time delays in the hiring of personnel and procurement activities due to the complexities of the procurement and civil service hiring process, and the low wage grades and salaries associated

with some technical jobs. A number of the respondents in specific areas, e.g., procurement and engineering, maintained that the Army's grade schedule in general is too low, and that more consistency is needed across facilities to prevent "raids" on trained personnel in facilities with a comparatively low grade structure.

Problems with heavy work loads and inadequate resources also appeared to be more prevalent in some divisions than others. A related problem cited by respondents is their inability to manage their own finances in a timely fashion, particularly with respect to long range capital improvements. They stated that two to three years of lead time are required to justify expenditures for major equipment under the current system. These delays, combined with delays in obtaining basic supplies, were cited as a major headache by lower level supervisors.

2. Tangible and Intangible Rewards

This cluster (Exhibit 13) asked about respondents' satisfaction with the Army's Incentive Awards Program, the Merit Promotion System, the Equal Opportunity Program, and supervisors' ability to meet their personal occupational goals on the job.

All respondents to the mailed survey showed comparatively little enthusiasm for the reward structure for civilians. Perhaps the most striking aspect of the data is the large number of neutral responses, which indicate no opinion or neither satisfaction nor dissatisfaction with the existing structure. However, supervisors were comparatively satisfied with the job's relationship to the respondent's value system; the clarity of civil service personnel policies; the respondent's ability to accomplish personal goals, including access to training; and the absence of age discrimination. Few interview respondents volunteered comments on any of these issues.

During the interviews we asked many role set members why a person would aspire to a supervisory position. Many higher level supervisors responded by listing the challenge and sense of accomplishment associated with supervisory responsibilities. Most higher level supervisors dismissed the additional salary as being relatively insignificant. However, most line employees and first level supervisors responded with "more money" when asked the same question. Although we are not sure what this finding means in terms of supervisory alienation, it does show a fundamental difference in perception between the two groups. One explanation may be that the salary and grade differential is not as important to persons in higher grade levels.

Our site visit data suggests that there are, in fact, comparatively few benefits to compensate for the additional responsibilities associated with the lower level supervisor's job. In some instances, wage grade employees who become supervisors may experience a reduction in income since they become ineligible for overtime pay. The supervisors interviewed indicated that they receive very little private or public feedback about good performance, and that they lose status within their work group when they are unable to quickly manage disciplinary problems. In addition, several supervisors commented that lower level supervisors are rarely singled out for "outstanding" performance awards.

EXHIBIT 12
RESOURCE AVAILABILITY
 (Number and percentage of respondents)

Satisfaction Level		All Respondents	
		Number	%
Low	6-10	47	6.99
	11-15	161	23.96
Neutral	16-20	205	30.51
	21-25	198	29.46
High	26-30	33	4.91
Totals		644	95.83
Missing		28	4.17

Source: Frequency distribution of the sum of each respondent's responses to questions 3, 11, 28, 34, 39, 60.

EXHIBIT 13
TANGIBLE AND INTANGIBLE REWARDS
 (Number and percentage of respondents)

Extent of Satisfaction		All Respondents	
		Number	%
Low	7-12	4	.60
	13-18	45	6.70
Neutral	19-24	253	37.65
	25-30	299	44.49
High	31-35	30	4.46
Totals		631	93.90
Missing		41	6.10

Source: Frequency distribution of the sum of each respondent's responses to questions 20, 58, 63, 67, 68, 69, 70.

Many respondents commented extensively about the incentive programs and the Merit Promotion System. Several persons indicated that the "outstanding" rating was unfairly and/or loosely applied, and therefore had little meaning. In some instances, the "outstanding" rating produces hostility rather than the positive competitive drive among employees which should be expected. These comments were most frequently made by subordinates rather than by supervisors. Several first level supervisors complained about a "quota" system, which they felt reduced their ability to reward consistently superior performance by either one individual over a period of years or by several individuals within a work group. Several second level supervisors discussed the suggestion program; one suggested that the considerable administrative cost of screening suggestions should be factored into the cost-benefit analysis of the value of employee suggestions. A number of higher level supervisors also indicated that awards for outstanding performance were overused and therefore decreasing in value.

The performance evaluation system was discussed at length by respondents. Many indicated that the old/current evaluation system is inadequate, that it does not discriminate among employees according to level of performance, and that they would value a more objective evaluation which would assess their strengths and weaknesses. Most supervisors conceded that on a daily basis far more negative than positive feedback on performance is given; almost all persons interviewed indicated that more positive feedback would be appreciated when merited.

Few supervisors expressed enthusiasm for the "new" performance evaluation system which requires objective performance criteria. Although most admitted no experience with which to judge, they predicted that a) supervisors will not actually write more honest evaluations under the new system; b) the performance criteria are impossible to write in a meaningful way; and c) the time demands are excessive.

Many second level and above supervisors felt that the best people are promoted and that the promotion system works fairly. Some first level supervisors and many employees, however, stated that a great deal of favoritism exists in the system. Many first level supervisors also expressed distaste for the evaluation process associated with promotions; they felt that negative evaluations "cost them too much" in terms of the need for justification. This discontinuity reflects somewhat different standards of judgment; managers are looking for leadership qualities, and they may pre-select for special attention (consciously or unconsciously) persons whom they perceive as having these qualities. They certainly do try to select persons with leadership abilities for supervisory positions. Subordinates, however, tend to look at performance evaluations and longevity; when consistently "good" evaluations are received, and the employee has seniority, they perceive these attributes as ample qualification for promotion. Few first level supervisors or line employees mentioned "leadership" as a qualification for promotion.

Other, related issues include respondents' satisfaction with their salaries (q.61, 50% of all respondents are satisfied, 26% are dissatisfied); job security (q.62, 53% are satisfied, 28% are neutral); and recognition for good performance as a supervisor (q.66; 55% are satisfied, 22% are neutral, 21% are dissatisfied).

A number of questions asked about supervisors' perceptions of whether sex, race, or age affects the extent to which personnel are treated equally in their facilities. The majority of all respondents (51%) agreed that age does not affect an individual's chances for promotion (q. 70); 18 percent disagreed with the statement, and 29 percent were neutral. With respect to the extent to which supervisors perceive that gender affects the likelihood of being promoted, 43 percent of all respondents agreed that women received preferential treatment (q. 71); although 46 percent of all respondents agreed with the next statement that men received preferential treatment (q. 72), a large percentage (approximately 40%) of the respondents reported that they neither agreed nor disagreed with the statement.

We crosstabulated the responses to these statements with the race and sex of respondents in an attempt to explain these findings.¹ We found that of the 499 men and 151 women who responded to the statement about gender influencing promotions, more men (19%) than women (4%) agreed that women receive preferential treatment; more women (29%) than men (4%) agreed that men receive preferential treatment. However, a high percentage (approximately 45%) of male respondents neither agreed nor disagreed with both statements; a large percentage of the female respondents disagreed with the statement that women receive preferential treatment (q. 71, 68%) and the statement that men receive preferential treatment (q.72, 40%). Of the 105 black and 538 "other" responses to these statements about preferential treatment based on gender, fewer black (6%) than "other" (17%) respondents agreed with the statement that women receive preferential treatment for promotions; approximately 40 percent of both groups neither agreed nor disagreed. Although more black (26%) than "other" (7%) respondents agreed that men receive preferential treatment, a large percentage of both groups (42-44%) neither agreed nor disagreed with this statement.

In sum, although sex and race appear to influence the responses to these statements, a large percentage of both categories (approximately 40%) neither agreed nor disagreed with the statements.

Responses to the statements about preferential treatment for minorities (q. 73) and nonminorities (q. 74) were strongly divided between black and "other" respondents. Approximately 30 percent of all respondents agreed that minorities receive preferential treatment (q.73) and 54 percent agreed that nonminorities receive preferential treatment. Approximately 35 percent of all respondents neither agreed nor disagreed with both statements. However, just 2 percent of the 105 black and 39 percent of the 540 "other" respondents to these statements agreed that minorities receive preferential treatment for promotions (q. 73); 27 percent of the black and 37 percent of the "other" respondents neither agreed nor disagreed with this statement. Approximately 42 percent of black and 2 percent of "other" respondents agreed that nonminorities receive preferential treatment; nearly 40 percent of both groups neither agreed nor disagreed with the issue. Large percentages of both male (57%) and female (49%) respondents disagreed with the statement that minorities receive preferential treatment.

¹ These crosstabulations had a probability of a type one error of .02 or less.

V. SUMMARY AND RECOMMENDATIONS

A. Summary of Findings

The study findings suggest that the alienation of first and second level supervisors is not a major problem in the five Army facilities studied. However, variations in the findings were observed among the facilities studied and among the various factors which were identified in the literature review as contributing to supervisory alienation. These factors included role clarity, communication, role conflict, responsibility and authority, training, resources, and tangible and intangible rewards.

In general, the supervisor's role is clearly defined in the Army. The Army's strict adherence to the chain of command and its reliance on regulations to describe the limits of position actions help to explain these findings. Army supervisors reported comparatively high levels of self-confidence and little confusion or frustration in understanding job requirements.

The study's measures of communication indicated that most supervisors (70%) feel they are receiving the information they need to do their jobs. However, the study did not carefully measure whether supervisors perceive that their management is obtaining enough information from supervisors--an issue which was raised repeatedly during the site visits.

Role conflict emerged as one of the more overtly perceived problem areas. This appears to be attributable to the nature of the lower level supervisory position. However, many government regulations, especially those affecting procurement and personnel practices, are perceived by lower level supervisors as creating conflict. In particular, supervisors regard the paperwork and delays associated with these regulations as requiring a great deal of the supervisor's time and as having the potential to ruin a person's career, but as contributing little to or detracting from the accomplishment of assigned tasks. Supervisors generally indicated that they have as much authority and responsibility as needed, except in some areas of personnel practices. They also reported that they have little ability to organize their own work units.

Although training issues did not surface as a major concern, a number of comments and suggestions were made during the site visits which indicate that improvements might be warranted. The most general complaints related to budgetary and time constraints. Supervisors registered the least amount of satisfaction with the availability of resources--personnel and materials. Again, problems centered primarily on the Army's regulations and procedures which limit the supervisor's ability to get his or her job accomplished within time and budgetary constraints.

The supervisors in the five facilities studied also registered comparatively low levels of satisfaction with the Army's reward/incentive programs. Some felt that the increased pay received by the lower level supervisor does not compensate for the "hassles"; in fact, when asked in interviews why a person would aspire to a supervisor's job, many lower level supervisors

immediately responded with, "I don't know," followed by "money." Generally speaking, incentive award systems are not directed to lower level supervisors, and there are few "perqs" associated with the job. Of the five facilities studied, only one (Fort Campbell) reported special recognition for outstanding supervisors, and most lower level supervisors indicated that their supervisory skills are not formally evaluated. Whether true or not, the supervisor's perception that good supervisory skills are not valued is troubling. Equally disturbing was the repeated observation by supervisors, when asked how they know whether they're doing a good job, that "I hear about it when things go wrong." Most supervisors maintained that positive feedback about a job well done was a rarity.

B. Recommendations

The primary purpose of this study is to recommend actions to the Army to reduce alienation among lower level supervisors. In considering this task, the study team identified four major constraints which governed our formulation of recommendations and which should govern their consideration by the Army.

First, the survey conducted as part of the study measured the extent to which lower level civilian supervisors report feelings of alienation from higher management. The survey findings suggest that alienation among lower level civilian supervisors is not a major problem in the five facilities studied. Evidently a great deal is being done "right," and as a result, many current practices should be continued or reinforced.

Second, the study findings varied in the five facilities studied. Many of these variations can be traced to the differing functions of the facilities and to the leadership environment established over time by senior military officers and civilian managers. As a result, we feel that the recommendations that we make should be implemented judiciously at the facility level, rather than through a general regulation issued by the Department of the Army. This leads to our third constraint. One point was clearly made by the study: the lower level supervisor feels that the Army's many regulations and procedures are severely hampering his or her ability to do assigned tasks. Therefore, we cannot in good conscience recommend more regulations and procedures.

The last constraint governing our recommendations is that we are less than sanguine about our ability to recommend corrective actions for an organization with many facilities of varying missions and a long and well established military tradition. Therefore, our recommendations are generic, and are meant to be tailored during implementation to meet the needs of a particular command or facility.

These recommendations are derived primarily from the site visit findings. The study team used the survey findings to identify general problem areas. During the site visits, questions were asked about these problem areas, and frequently respondents directly--or indirectly--suggested ways to resolve these problems. As a result, the recommendations which follow represent a synthesis of information developed by the study. In most instances they cannot be directly tied to specific survey findings.

1. Recommendation: Continue to stress the chain of command and the delegation of authority in all officer and civilian management training.

The site visits indicated that observance of the chain of command and rigorous delegation of authority contribute to low levels of perceived supervisor alienation.

2. Recommendation: Review the Army's personnel and procurement regulations to reduce the paperwork burden on lower level supervisors and to increase their ability to manage their employees and their working environment.

The site visits findings suggest that a typical governmental response to many problems is to issue new rules and regulations and then to provide training in their implementation. Decreasing the quantity of these rules and regulations and their accompanying burden of paperwork will decrease training requirements and paperwork and increase the lower level supervisor's authority and ability to accomplish assigned tasks. (These changes imply increased trust in supervisors' ability to manage resources appropriately.) In the long run, a reduction in regulations should decrease the organization's focus on protective paperwork.

3. Recommendation: Pre-select individuals for supervisory positions (using current or improved procedures in WS and low GS grades) and begin their supervisory training well before they assume supervisory responsibilities.

Although current Civil Service regulations may preclude the pre-selection of supervisors, new supervisors need to begin supervisory training prior to assuming their new responsibilities. This is particularly true when the new supervisor continues to work with former peers--he or she needs a great deal of support to effectively establish the supervisory role.

A precedent for this recommendation is available at higher GS grade levels. This recommendation assumes that the selection process simply can be moved ahead to allow up to one year of training for supervisors prior to their assumption of supervisory duties. It also assumes that these individuals will form a "pool" of potential supervisors. This change in procedure places a greater emphasis on the individual's supervisory potential than on his or her specific job skills or longevity in the position.

Pre-selected supervisors should attend the formal management training courses required of all new supervisors prior to assuming full supervisory responsibilities, assume "acting" positions when regular supervisors (in a variety of positions) are absent, and attend other management courses offered by the facility. These individuals should be formally designated as trainees, and should receive periodic evaluations (every three or four months) on their progress in developing supervisory skills. This position should be considered exploratory so that either the trainee or management could reconsider the decision to proceed with supervisory training. This recommendation is primarily derived from comments made by higher level supervisors during the site visits.

4. Recommendations: Expand supervisory training to include regularly scheduled work sessions in areas of identified weaknesses.

A number of problems were identified during the site visits which could be resolved through periodic, informal training sessions with a structured feedback component. Current training is often lengthy, with little follow-up and reinforcement of the principles and procedures established in the standard management training sessions. Brief (2-3 hour) training "work sessions" could be developed to help lower level supervisors solve specific problems. These sessions should make use of the expertise of current supervisors. This type of training could encompass the following specific areas which the study respondents mentioned during the interviews as needing special or ongoing emphasis:

- FEO procedures;
- Disciplinary procedures;
- Implementing the new performance appraisal system; and
- Supervising scientific and engineering personnel.

In addition, special sessions could be designed on an as-needed basis for older workers assuming their first supervisory positions, women assuming supervisory positions over a primarily male workforce, etc. These brief seminars would at a minimum reinforce the supervisor's perception of himself or herself as a manager and allow a mutual sharing of experiences. For instance, in commenting about an organizational effectiveness training course held at one of the facilities visited, one second level supervisor commented that "it helps to know that others have the same problems and concerns." These recommended working sessions should either supplement or replace some of the more formal training activities.

5. Recommendation: Each facility should add to the status of lower level supervisors and reward outstanding supervisory performance.

An issue raised during the site visits was the lack of "perqs" or benefits attached to supervisory positions which have many headaches and few rewards. Additional benefits could range from naming an "outstanding supervisor of the year" to allocating reserved parking spots for lower level supervisors. In addition, each facility should identify other ways in which positive feedback about work well done can be publicly and privately communicated to lower level supervisors on a regular basis. For instance, work units with superior performance in any area can be singled out for mention in regularly scheduled Review and Analysis meetings attended by all supervisory levels, or their achievements could be highlighted in the facility newspaper/newsletter. Another option is to award special recognition to full work units rather than to individuals; by implication, such recognition would acknowledge the supervisor's leadership abilities.

6. Recommendation: Each facility should review its own procedures and processes to assure that it hears about the problems encountered by its lower level supervisors.

During the site visits, two facilities reported varying levels of success with regularly scheduled meetings of lower level supervisors. The issue is not so much the format or procedure as the function--lower level supervisors should be aware that management considers their work to be important and that management is responsive to issues of concern to lower level supervisors. In general, this does not appear to be the case in the facilities studied. We received the general impression that although lower level supervisors carry the heaviest paper work and task completion responsibilities, they receive the least consideration when organizational changes are considered by administration or higher levels of management.

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APPENDICES

- APPENDIX A - Technical Description of Methodology
- APPENDIX B - Frequency Data for All Facilities
- APPENDIX C - Supervisory Role Questionnaire
- APPENDIX D - Case Studies (Under separate cover)
 - D - 1 Tobyhanna Depot
 - D - 2 Fort Campbell
 - D - 3 Fort Eustis
 - D - 4 U. S. Army Finance and Accounting Center
 - D - 5 Harry Diamond Laboratories

TECHNICAL DESCRIPTION OF METHODOLOGY

APPENDIX A

TECHNICAL DESCRIPTION OF METHODOLOGY

This Appendix provides a more detailed description of the Study Methodology than that presented in the text of the Technical Report. The following pages describe the research questions, instrumentation, and data collection procedures; data analysis methods; and the preparation of the study reports.

A. RESEARCH QUESTIONS, INSTRUMENTATION, DATA COLLECTION

Three sets of data were employed in this study:

- Data selected from the 1979-80 Supervisory Questionnaire completed by all supervisors at each of the five facilities.
- Data from a Supervisory Role Questionnaire which was developed for the study and distributed to first and second level supervisors at each of the five facilities selected for the study.
- Data collected from approximately thirty-six interviews with selected lower level supervisors and co-workers at each of the five facilities.

Exhibit 1 summarizes the research objectives, study questions, data elements, instrumentation, and the basis for analyses that were conducted as a part of this study.

1. Instrumentation

Supervisory Role Questionnaire

The original intent of the Supervisory Role Questionnaire was to avoid duplication of data found in the 1979-80 Supervisory Questionnaire. However, data on only four of the topics of interest were covered in the 1979-80 Questionnaire. Variables represented included: responsibility/authority, role conflict, communication, and training. Although the literature suggests that role conflict/ambiguity has a significant influence on firstline supervisors, only one item related to that aspect is present in the 1979-80 Supervisory Questionnaire.

Since not all variables were represented on the 1979-80 Supervisory Questionnaire, new data was collected on all variables by this study. This called for a readministration of seven background items and eighteen informational items found in the 1979-80 Supervisory Questionnaire. In addition to the items repeated from the 1979-80 Supervisory Questionnaire, the Supervisory Role Questionnaire contains items on Role Conflict/Role Ambiguity, Motivation, and Perceived Alienation. The items on role conflict and role ambiguity were taken from scales developed by Rizzo, House, and Lurtzman (1970). The scales had been used in over 20 studies through

EXHIBIT 1

Research Objective	Study Question	Data Elements	Instrument	Analysis
To determine the degree to which factors identified in the review of management literature contribute to the alienation of lower level (first and second level) supervisors from the management team of a given facility	I. To what degree do supervisors at various levels differ in their perceptions of factors identified as problematic for first line supervisors?	A. Responsibility and Authority	Supervisory Questionnaire (1979-80) Items 2, 2B, 63C, 64 A-M	Three way cross tabs controlling for level of supervision (Item G)
		B. Role Conflict	Supervisory Questionnaire (1979-80) Item 57	Second level variables: • Pay system (item A) • Sex (item C) • Race (item E) • Time Supervised Army Civilians (item I) • How long since last promotion (item M) • Civilian grade (item B)
		C. Communication	Supervisory Questionnaire (1979-80) Items 60, 63	
		D. Training	Supervisory Questionnaire (1979-80) Item 22	

* Note: The assumption that the items selected represent the corresponding Data Element is based solely on inspection. We have been informed that no factor analysis was performed on the 1979-80 Supervisory Questionnaire.

EXHIBIT 1 (continued)

Research Objective	Study Question	Data Elements	Instrument	Analysis
		<u>Mailed Questionnaire (Appendix X)</u>		
	2. To what degree do factors identified in the management literature as problematic for firstline supervisors contribute to lower level supervisor alienation from the management team of a given facility?	<p>A. Responsibility and Authority</p> <p>B. Role Conflict/Role Ambiguity</p> <p>C. Communication</p> <p>D. Training</p> <p>E. Motivation</p> <ul style="list-style-type: none"> • Policies • Supervision • Working Conditions • Salary • Job Security • Achievement • Meaningful Work • Responsibility • Recognition & Personal Growth • Advancement <p>F. Perceived Alienation from Upper Level Management</p>	<p>Items 49-52 (a-m)</p> <p>Items 1-48</p> <p>Item 53-57</p> <p>Item 58</p> <p>Items 59-60</p> <p>Items 54</p> <p>Item 61</p> <p>Item 62</p> <p>Item 63</p> <p>Item 64</p> <p>Item 65</p> <p>Item 66</p> <p>Item 67-68</p> <p>Item 69</p> <p>Items 70-75</p> <p>Items 76-80</p>	<p>Correlation Matrix</p> <p>Factor Analysis</p> <p>Cross Tabulations</p>

EXHIBIT 1 (continued)

Research Objective	Study Question	Data Elements	Instrument	Analysis
	<p>3. What can be done to address those factors which significantly contribute to lower level supervisor alienation from the management team?</p>	<p>The data elements to be focused on in field interviews will be identified as a result of the analysis of mailed questionnaire data for each of the five facilities.</p>	<p>Interviews</p>	<p>Findings from the Mailed Questionnaire and the field interviews were reported in case studies for each of the facilities visited.</p>

1976 (Van Sell, et al., 1977). Scale analyses across six separate samples by Schuler, Aldag, and Brief (1977) confirmed the factorial independence of the role conflict and role ambiguity constructs. Within the role conflict scale, subscales focusing on intersender role conflict, intra-sender role conflict, inter-role conflict, and person-role conflict were identified (Schuler, et al., 1977).

There was not time for a full scale validation of the Supervisory Role Questionnaire. Face validity was established through an in-house review. The instrument was pilot-tested at Walter Reed Army Hospital prior to its use in the project. A change in format and some demographic items were added as a result of the pilot test.

Discussion Guides. Data collected during the site visit phase of the study were based upon the findings from the Supervisory Role Questionnaire. Discussion guides were prepared which addressed variations in the findings and/or significant problems in each of the facilities included in the study.

Interviews were conducted with up to ten supervisors at each site, and with up to five individuals who were named by the supervisor/interviewee as affecting the supervisor's performance. After the supervisor/interviewee was identified, he/she was asked to complete a role set mapping form. A sample of the form used in the study, which was developed originally by Robert Miles, is attached to this Appendix. Information from the role set mapping form was used in preparing for individual supervisor interviews at each of the facilities.

Data Collection. Data were collected at five sites:

- Tobyhanna Depot (DARCOM)
- Fort Campbell (FORSCOM)
- Fort Eustis (TRADOC)
- U.S. Army Finance and Accounting Center
- Harry L. Diamond Laboratories.

The five sites were selected by the COR because completed 1979-80 Supervisory Questionnaires were available from supervisors in each of the facilities and because of the variations among the lower level supervisory populations (e.g., wage grade, low GS, high GS). The COR provided frequency distributions for selected items from the 1979-80 Supervisory Questionnaire for each facility, for each of the three major commands represented above, and for the Army as a whole. An analysis of these data indicated that the level of supervision does not influence supervisors' views on the factors considered by the study. As a result, the Supervisory Role Questionnaire was distributed to all lower level supervisors in each wage category (General Schedule, Wage Grade, Other) in each of the facilities which participated in the study.

A site liaison person in each facility assisted JWK project staff with the logistics of the data collection. Each liaison person compiled a list of all lower level supervisors and assigned each a unique number for the

study. The list of names and numbers was retained by the liaison person; the list of numbers was sent to JWK. JWK then transferred those numbers to the questionnaires and mailed them to the liaison person.

The liaison person distributed the questionnaires through the facility mail. Each supervisor receiving a questionnaire was asked to complete it, fold and staple it, and drop the postage paid questionnaire in the mail to JWK. When received, each questionnaire was checked off the number list for that particular facility. A second mailing of questionnaires was made to one facility. Response rates from the facilities ranged from 73 to 81 percent; the overall response rate for the Supervisory Role questionnaire was 76 percent (672 questionnaires).

Participation in the site visit phase of the study was voluntary. Twelve supervisors from each facility were selected at random from the list of questionnaire numbers provided by each facility liaison person. The site liaison person issued the letter of invitation to participate after associating the number selected by JWK with the supervisor's name. A total of 38 supervisors participated in these interviews.

Each supervisor who agreed to be interviewed was asked to complete and return a Role Set Mapping Form (attached). The form was returned to JWK without any identifying names. It provided data on five people who were considered by the interviewee to significantly affect his/her performance. Each supervisor was asked for permission to contact these five people for interviews. These people, called role set members, were asked by each facility liaison person to participate in an interview. A total of 78 role set members participated in these interviews.

B. DATA ANALYSIS METHODS

The items chosen for inclusion in this study were originally grouped under six headings, based upon their content. These headings, which were derived from the existing literature on supervisor alienation, are: (1) communication, (2) role conflict and ambiguity, (3) responsibility and authority, (4) training, (5) motivation, and (6) alienation. Using item content alone as the criterion for grouping the items, some items appeared to fall into two or more groups. In order to obtain an empirically based grouping of items, a principal-components factor analysis with varimax rotation was performed on responses to the 79 numbered items on the questionnaire (a through o at the beginning and a through m at the end were excluded from the factor analysis and are treated separately in the text), using data from all 672 survey respondents. A limit of ten factors was imposed on the factor extraction process, and ten factors with eigenvalues greater than 1 were extracted. The factor loadings and communalities after rotation were used to identify clusters of items, using the following procedure:

1. Items with commonalities smaller than .5 were identified and their content examined. In cases where these items had been expected a priori to correlate with some specific set of other items, they were discarded. In cases where these low-commonality items had not been expected to correlate with any set of other items, they were set aside for separate treatment.
2. Items which clearly loaded most strongly on one factor were identified and listed according to the factor on which they loaded. The content of these items was inspected in an attempt to identify what the clusters had in common. Items whose content did not seem to fit in well with other items in the same cluster were either discarded or set aside for separate analysis.
3. Items which loaded approximately the same on two factors (loadings within .1 of each other) were identified, and items which loaded on the same pair of factors were listed together. These lists of items were examined for similarity of content.

This procedure resulted in the identification of ten fairly well defined sets of items. These groups of items (referred to as "clusters"), and the labels used by the study team to identify the content of each set, appear in Appendix B.

Within each of the item clusters, the data were prepared for tabular presentation in the technical reports in the following manner: For each respondent, a single score for the total cluster was computed by summing his or her responses on the individual items in the cluster. These summed scores were then bracketed into five equal-width categories, paralleling the five response categories on each item. This bracketing facilitates both the tabular presentation and the comparison of frequency distributions on the various clusters. Since the clusters contain differing numbers of items, meaningful comparisons of the raw summed scores would have been difficult.

In addition to the grouped items, six individual items are discussed separately in the text within the general context of the cluster topic.

Six items were excluded from discussion in the Findings chapter because, upon consideration of their frequency distributions and the way they correlated with other variables, the study team decided that they did not add useful information to the findings. These items are:

23. I often receive unclear orders from my boss.
27. I often have problems at work because I make commitments too easily.
33. There are unreasonable pressures for better performance.

36. I generally refuse to do things that are against my better judgment.
37. My boss always accepts my work.
38. I work on unnecessary things.

C. PREPARATION OF REPORTS

Case studies were prepared for each facility using data from the Supervisory Role Questionnaire and the site visits. Aggregate questionnaire data for all facilities were used as a basis for comparison in each case study. The Technical Report presents and discusses the aggregate questionnaire data, summarizes the case study findings, and presents the study recommendations.

Attachment 1: Role Set Mapping Form

DIRECTIONS

This questionnaire asks for information about your relationships with five other people who affect your work. From among the people you work for, work with, or who work for you, please select the five persons who affect your job performance. On the back of this page, list first the person who most helps or hinders your job success. Then list the next person who most affects your performance, and so on.

Please answer the attached set of questions about your working relationships for each one of the people on your list. Five identical sets of questions are provided. Be sure to follow the order of your list--answer the first set of questions about the person who most affects your job performance, the second set about the person who has the second greatest effect on your work, etc.

Please read each question carefully and circle the response which most accurately describes your working relationship. When you are finished, tear off this direction sheet (with your list on the back) and mail the questionnaire to JWK in the enclosed envelope.

YOUR RESPONSES ARE CONFIDENTIAL. YOUR COMPLETION OF THIS QUESTIONNAIRE,

OR ANY OF THE QUESTIONS ON IT, IS VOLUNTARY AND OPTIONAL.

THANK YOU FOR YOUR HELP!

EXAMPLE

d. If you asked for help with your work, would this person give it?

(1) Not at all

(2) Very little

(3) To some extent

(4) To a considerable extent

(5) To a very great extent

QUESTIONNAIRE NO.

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1. QUESTIONS ABOUT FIRST PERSON ON LIST

a. This individual is:

- (1) Within my work group (4) In the command, but outside the facility.
- (2) In my division/branch, office, but outside my work group. (5) Outside the Command (other command/agency or private contractor).
- (3) In the facility, but outside my division/branch

b. What is your formal working relationship to this individual? He/She is

- (1) My supervisor (3) Co-worker--no direct line relationship
- (2) Under my supervision (4) Other

c. How does your formal (line) authority compare to this person's?

- (1) Considerably less (3) Considerably more
- (2) About the same

d. What is the most frequent form of your work-related contact with this individual?

- (1) Telephone (3) Group meetings
- (2) Face-to-face conversations (4) Written communication

e. How frequently do you usually communicate with this person?

- (1) Once or twice a month (3) Several times a week
- (2) Several times a month (4) Several times daily

f. If you asked for help with your work, would this person give it?

- (1) Not at all (4) To a considerable extent
- (2) Very little (5) To a very great extent
- (3) To some extent

g. How often do you ask this person for advice or information?

- (1) Never (3) About once a week
- (2) Less than once a week (4) Frequently (more than once a week)

h. If this person asked you for help with his or her work, to what extent would you be willing to give it?

- (1) Not at all (4) To a considerable extent
- (2) Very little (5) To a very great extent
- (3) To some extent

- i. How often does this person come to you for information and advice?
- (1) Never
 - (2) Less than once a week
 - (3) About once a week
 - (4) More than once a week
- j. To what extent must you rely on your ability to persuade rather than your formal authority when dealing with this individual?
- (1) Not at all
 - (2) Very little
 - (3) To some extent
 - (4) To a considerable extent
 - (5) To a very great extent
- k. Must you maintain a friendly relationship with this individual to get things done?
- (1) Not at all
 - (2) Very little
 - (3) To some extent
 - (4) To a considerable extent
 - (5) To a very great extent
- l. To get things done when dealing with this individual, can you rely on your formal authority within your organization?
- (1) Not at all
 - (2) Very little
 - (3) To some extent
 - (4) To a considerable extent
 - (5) To a very great extent
- m. Is it helpful to give the impression that something is beyond your control in order to get this person's cooperation?
- (1) Not at all
 - (2) Very little
 - (3) To some extent
 - (4) To a considerable extent
 - (5) To a very great extent
- n. In obtaining cooperation, is it helpful to give this person the impression that you are doing him/her a favor?
- (1) Not at all
 - (2) Very little
 - (3) To some extent
 - (4) To a considerable extent
 - (5) To a very great extent
- o. Does this individual's job effectiveness depend on how well you do your job?
- (1) Not at all
 - (2) Very little
 - (3) To some extent
 - (4) To a considerable extent
 - (5) To a very great extent
- p. How well do you feel this person likes you?
- (1) Dislikes me
 - (2) Not very much
 - (3) Not much feeling one way or another
 - (4) Fairly well
 - (5) A lot, and would like to know me better

2. QUESTIONS ABOUT SECOND PERSON ON LIST

- q. Does this person usually let you know what he or she expects of you?
- (1) Always lets me know
 - (2) Usually lets me know
 - (3) Sometimes does, some-times doesn't
 - (4) Usually doesn't let me know
 - (5) Never lets me know
- r. Do you usually know how satisfied this person is with your work?
- (1) Always know where I stand
 - (2) Usually know
 - (3) Sometimes, some-times not
 - (4) Often in the dark
 - (5) Usually I don't know where I stand
- s. How much effect does this person have on your performance?
- (1) No effect
 - (2) Very little effect
 - (3) Some effect
 - (4) Considerable effect
 - (5) A very great effect
- t. How much effect does this person have on the rewards (raises, promotions, recognition, etc.) you get as a result of your performance?
- (1) No effect
 - (2) Very little effect
 - (3) Some effect
 - (4) Considerable effect
 - (5) A very great effect
- a. This individual is:
- (1) Within my work group (i.e., section, unit team)
 - (2) In my division/branch, office, but outside my work group.
 - (3) In the facility, but outside my division/branch
 - (4) In the command, but outside the facility.
 - (5) Outside the Command (other command/agency or private contractor).
- b. What is your formal working relationship to this individual? He/She is
- (1) My supervisor
 - (2) Under my supervision
 - (3) Co-worker--no direct line relationship
 - (4) Other
- c. How does your formal (line) authority compare to this person's?
- (1) Considerably less
 - (2) About the same
 - (3) Considerably more
- d. What is the most frequent form of your work-related contact with this individual?
- (1) Telephone
 - (2) Face-to-face conversations
 - (3) Group meetings
 - (4) Written communication

- e. How frequently do you usually communicate with this person?
- (1) Once or twice a month (3) Several times a week
 (2) Several times a month (4) Several times daily
- f. If you asked for help with your work, would this person give it?
- (1) Not at all (4) To a considerable extent
 (2) Very little (5) To a very great extent
 (3) To some extent
- g. How often do you ask this person for advice or information?
- (1) Never (3) About once a week
 (2) Less than once a week (4) Frequently (more than once a week)
 (5) To a very great extent
- h. If this person asked you for help with his or her work, to what extent would you be willing to give it?
- (1) Not at all (4) To a considerable extent
 (2) Very little (5) To a very great extent
 (3) To some extent
- i. How often does this person come to you for information and advice?
- (1) Never (3) About once a week
 (2) Less than once a week (4) More than once a week
- j. To what extent must you rely on your ability to persuade rather than your formal authority when dealing with this individual?
- (1) Not at all (4) To a considerable extent
 (2) Very little (5) To a very great extent
 (3) To some extent
- k. Must you maintain a friendly relationship with this individual to get things done?
- (1) Not at all (4) To a considerable extent
 (2) Very little (5) To a very great extent
 (3) To some extent
1. To get things done when dealing with this individual, can you rely on your formal authority within your organization?
- (1) Not at all (4) To a considerable extent
 (2) Very little (5) To a very great extent
 (3) To some extent

- m. Is it helpful to give the impression that something is beyond your control in order to get this person's cooperation?
- (1) Not at all
 - (2) Very little
 - (3) To some extent
 - (4) To a considerable extent
 - (5) To a very great extent
- n. In obtaining cooperation, is it helpful to give this person the impression that you are doing him/her a favor?
- (1) Not at all
 - (2) Very little
 - (3) To some extent
 - (4) To a considerable extent
 - (5) To a very great extent
- o. Does this individual's job effectiveness depend on how well you do your job?
- (1) Not at all
 - (2) Very little
 - (3) To some extent
 - (4) To a considerable extent
 - (5) To a very great extent
- p. How well do you feel this person likes you?
- (1) Dislikes me
 - (2) Not very much
 - (3) Not much feeling one way or another
 - (4) Fairly well
 - (5) A lot, and would like to know me better
- q. Does this person usually let you know what he or she expects of you?
- (1) Always lets me know
 - (2) Usually lets me know
 - (3) Sometimes does, sometimes doesn't
 - (4) Usually doesn't let me know
 - (5) Never lets me know
- r. Do you usually know how satisfied this person is with your work?
- (1) Always know where I stand
 - (2) Usually know
 - (3) Sometimes, sometimes not
 - (4) Often in the dark
 - (5) Usually I don't know where I stand
- s. How much effect does this person have on your performance?
- (1) No effect
 - (2) Very little effect
 - (3) Some effect
 - (4) Considerable effect
 - (5) A very great effect
- t. How much effect does this person have on the rewards (raises, promotions, recognition, etc.) you get as a result of your performance?
- (1) No effect
 - (2) Very little effect
 - (3) Some effect
 - (4) Considerable effect
 - (5) A very great effect

1. QUESTIONS ABOUT THIRD PERSON ON LIST

a. This individual is:

- (1) Within my work group (i.e., section, unit team)
- (2) In my division/branch, office, but outside my work group.
- (3) In the facility, but outside my division/branch
- (4) In the command, but outside the facility.
- (5) Outside the Command (other command/agency or private contractor).

b. What is your formal working relationship to this individual? He/She is

- (1) My supervisor
- (2) Under my supervision
- (3) Co-worker--no direct line relationship
- (4) Other

c. How does your formal (line) authority compare to this person's?

- (1) Considerably less
- (2) About the same
- (3) Considerably more

d. What is the most frequent form of your work-related contact with this individual?

- (1) Telephone
- (2) Face-to-face conversations
- (3) Group meetings
- (4) Written communication

e. How frequently do you usually communicate with this person?

- (1) Once or twice a month
- (2) Several times a month
- (3) Several times a week
- (4) Several times daily

f. If you asked for help with your work, would this person give it?

- (1) Not at all
- (2) Very little
- (3) To some extent
- (4) To a considerable extent
- (5) To a very great extent

g. How often do you ask this person for advice or information?

- (1) Never
- (2) Less than once a week
- (3) About once a week
- (4) Frequently (more than once a week)

h. If this person asked you for help with his or her work, to what extent would you be willing to give it?

- (1) Not at all
- (2) Very little
- (3) To some extent
- (4) To a considerable extent
- (5) To a very great extent

- i. How often does this person come to you for information and advice?
- (1) Never
 - (2) Less than once a week
 - (3) About once a week
 - (4) More than once a week
- j. To what extent must you rely on your ability to persuade rather than your formal authority when dealing with this individual?
- (1) Not at all
 - (2) Very little
 - (3) To some extent
 - (4) To a considerable extent
 - (5) To a very great extent
- k. Must you maintain a friendly relationship with this individual to get things done?
- (1) Not at all
 - (2) Very little
 - (3) To some extent
 - (4) To a considerable extent
 - (5) To a very great extent
- l. To get things done when dealing with this individual, can you rely on your formal authority within your organization?
- (1) Not at all
 - (2) Very little
 - (3) To some extent
 - (4) To a considerable extent
 - (5) To a very great extent
- m. Is it helpful to give the impression that something is beyond your control in order to get this person's cooperation?
- (1) Not at all
 - (2) Very little
 - (3) To some extent
 - (4) To a considerable extent
 - (5) To a very great extent
- n. In obtaining cooperation, is it helpful to give this person the impression that you are doing him/her a favor?
- (1) Not at all
 - (2) Very little
 - (3) To some extent
 - (4) To a considerable extent
 - (5) To a very great extent
- o. Does this individual's job effectiveness depend on how well you do your job?
- (1) Not at all
 - (2) Very little
 - (3) To some extent
 - (4) To a considerable extent
 - (5) To a very great extent
- p. How well do you feel this person likes you?
- (1) Dislikes me
 - (2) Not very much
 - (3) Not much feeling one way or another
 - (4) Fairly well
 - (5) A lot, and would like to know me better

2. QUESTIONS ABOUT FOURTH PERSON ON LIST

- q. Does this person usually let you know what he or she expects of you?
- (1) Always lets me know
 - (2) Usually lets me know
 - (3) Sometimes does, some-times doesn't
 - (4) Usually doesn't let me know
 - (5) Never lets me know
- r. Do you usually know how satisfied this person is with your work?
- (1) Always know where I stand
 - (2) Usually know
 - (3) Sometimes, some-times not
 - (4) Often in the dark
 - (5) Usually I don't know where I stand
- s. How much effect does this person have on your performance?
- (1) No effect
 - (2) Very little effect
 - (3) Some effect
 - (4) Considerable effect
 - (5) A very great effect
- t. How much effect does this person have on the rewards (raises, promotions, recognition, etc.) you get as a result of your performance?
- (1) No effect
 - (2) Very little effect
 - (3) Some effect
 - (4) Considerable effect
 - (5) A very great effect
- a. This individual is:
- (1) Within my work group (i.e., section, unit team)
 - (2) In my division/branch, office, but outside my work group.
 - (3) In the facility, but outside my division/branch
 - (4) In the command, but outside the facility.
 - (5) Outside the Command (other command/agency or private contractor).
- b. What is your formal working relationship to this individual? He/She is
- (1) My supervisor
 - (2) Under my supervision
 - (3) Co-worker--no direct line relationship
 - (4) Other
- c. How does your formal (line) authority compare to this person's?
- (1) Considerably less
 - (2) About the same
 - (3) Considerably more
- d. What is the most frequent form of your work-related contact with this individual?
- (1) Telephone
 - (2) Face-to-face conversations
 - (3) Group meetings
 - (4) Written communication

- e. How frequently do you usually communicate with this person?
- (1) Once or twice a month (3) Several times a week
 (2) Several times a month (4) Several times daily
- f. If you asked for help with your work, would this person give it?
- (1) Not at all (4) To a considerable extent
 (2) Very little (5) To a very great extent
 (3) To some extent
- g. How often do you ask this person for advice or information?
- (1) Never (3) About once a week
 (2) Less than once a week (4) Frequently (more than once a week)
- h. If this person asked you for help with his or her work, to what extent would you be willing to give it?
- (1) Not at all (4) To a considerable extent
 (2) Very little (5) To a very great extent
 (3) To some extent
- i. How often does this person come to you for information and advice?
- (1) Never (3) About once a week
 (2) Less than once a week (4) More than once a week
- j. To what extent must you rely on your ability to persuade rather than your formal authority when dealing with this individual?
- (1) Not at all (4) To a considerable extent
 (2) Very little (5) To a very great extent
 (3) To some extent
- k. Must you maintain a friendly relationship with this individual to get things done?
- (1) Not at all (4) To a considerable extent
 (2) Very little (5) To a very great extent
 (3) To some extent
- l. To get things done when dealing with this individual, can you rely on your formal authority within your organization?
- (1) Not at all (4) To a considerable extent
 (2) Very little (5) To a very great extent
 (3) To some extent

- m. Is it helpful to give the impression that some-thing is beyond your control in order to get this person's cooperation?
- (1) Not at all
 - (2) Very little
 - (3) To some extent
 - (4) To a considerable extent
 - (5) To a very great extent
- n. In obtaining cooperation, is it helpful to give this person the impression that you are doing him/her a favor?
- (1) Not at all
 - (2) Very little
 - (3) To some extent
 - (4) To a considerable extent
 - (5) To a very great extent
- o. Does this individual's job effectiveness depend on how well you do your job?
- (1) Not at all
 - (2) Very little
 - (3) To some extent
 - (4) To a considerable extent
 - (5) To a very great extent
- p. How well do you feel this person likes you?
- (1) Dislikes me
 - (2) Not very much
 - (3) Not much feeling one way or another
 - (4) Fairly well
 - (5) A lot, and would like to know me better
- q. Does this person usually let you know what he or she expects of you?
- (1) Always lets me know
 - (2) Usually lets me know
 - (3) Sometimes does, some-times doesn't
 - (4) Usually doesn't let me know
 - (5) Never lets me know
- r. Do you usually know how satisfied this person is with your work?
- (1) Always know where I stand
 - (2) Usually know
 - (3) Sometimes, some-times not
 - (4) Often in the dark
 - (5) Usually I don't know where I stand
- s. How much effect does this person have on your performance?
- (1) No effect
 - (2) Very little effect
 - (3) Some effect
 - (4) Considerable effect
 - (5) A very great effect
- t. How much effect does this person have on the rewards (raises, promotions, recognition, etc.) you get as a result of your performance?
- (1) No effect
 - (2) Very little effect
 - (3) Some effect
 - (4) Considerable effect
 - (5) A very great effect

1. QUESTIONS ABOUT FIFTH PERSON ON LIST

- a. This individual is:
- (1) Within my work group (i.e., section, unit team)
 - (2) In my division/branch, office, but outside my work group.
 - (3) In the facility, but outside my division/branch
 - (4) In the command, but outside the facility.
 - (5) Outside the Command (other command/agency or private contractor).
- b. What is your formal working relationship to this individual? He/She is
- (1) My supervisor
 - (2) Under my supervision
 - (3) Co-worker--no direct line relationship
 - (4) Other
- c. How does your formal (line) authority compare to this person's?
- (1) Considerably less
 - (2) About the same
 - (3) Considerably more
- d. What is the most frequent form of your work-related contact with this individual?
- (1) Telephone
 - (2) Face-to-face conversations
 - (3) Group meetings
 - (4) Written communication
- e. How frequently do you usually communicate with this person?
- (1) Once or twice a month
 - (2) Several times a month
 - (3) Several times a week
 - (4) Several times daily
- f. If you asked for help with your work, would this person give it?
- (1) Not at all
 - (2) Very little
 - (3) To some extent
 - (4) To a considerable extent
 - (5) To a very great extent
- g. How often do you ask this person for advice or information?
- (1) Never
 - (2) Less than once a week
 - (3) About once a week
 - (4) Frequently (more than once a week)
- h. If this person asked you for help with his or her work, to what extent would you be willing to give it?
- (1) Not at all
 - (2) Very little
 - (3) To some extent
 - (4) To a considerable extent
 - (5) To a very great extent

- i. How often does this person come to you for information and advice?
- (1) Never
 - (2) Less than once a week
 - (3) About once a week
 - (4) More than once a week
- j. To what extent must you rely on your ability to persuade rather than your formal authority when dealing with this individual?
- (1) Not at all
 - (2) Very little
 - (3) To some extent
 - (4) To a considerable extent
 - (5) To a very great extent
- k. Must you maintain a friendly relationship with this individual to get things done?
- (1) Not at all
 - (2) Very little
 - (3) To some extent
 - (4) To a considerable extent
 - (5) To a very great extent
- l. To get things done when dealing with this individual, can you rely on your formal authority within your organization?
- (1) Not at all
 - (2) Very little
 - (3) To some extent
 - (4) To a considerable extent
 - (5) To a very great extent
- m. Is it helpful to give the impression that something is beyond your control in order to get this person's cooperation?
- (1) Not at all
 - (2) Very little
 - (3) To some extent
 - (4) To a considerable extent
 - (5) To a very great extent
- n. In obtaining cooperation, is it helpful to give this person the impression that you are doing him/her a favor?
- (1) Not at all
 - (2) Very little
 - (3) To some extent
 - (4) To a considerable extent
 - (5) To a very great extent
- o. Does this individual's job effectiveness depend on how well you do your job?
- (1) Not at all
 - (2) Very little
 - (3) To some extent
 - (4) To a considerable extent
 - (5) To a very great extent
- p. How well do you feel this person likes you?
- (1) Dislikes me
 - (2) Not very much
 - (3) Not much feeling one way or another
 - (4) Fairly well
 - (5) A lot, and would like to know me better

q. Does this person usually let you know what he or she expects of you?

- (1) Always lets me know
- (2) Usually lets me know
- (3) Sometimes does, sometimes doesn't
- (4) Usually doesn't let me know
- (5) Never lets me know

r. Do you usually know how satisfied this person is with your work?

- (1) Always know where I stand
- (2) Usually know
- (3) Sometimes, sometimes not
- (4) Often in the dark
- (5) Usually I don't know where I stand

s. How much effect does this person have on your performance?

- (1) No effect
- (2) Very little effect
- (3) Some effect
- (4) Considerable effect
- (5) A very great effect

t. How much effect does this person have on the rewards (raises, promotions, recognition, etc.) you get as a result of your performance?

- (1) No effect
- (2) Very little effect
- (3) Some effect
- (4) Considerable effect
- (5) A very great effect

SUPERVISORY ROLE QUESTIONNAIRE

Frequency Data
for
All Facilities

APPENDIX B

FREQUENCY AND PERCENTAGE DATA

All Facilities

Variable	Count	Percent
I. DEMOGRAPHICS		
a. Level of Supervision		
1. First Line Supervisor	419	61.35
2. Second Line Supervisor	195	29.02
3. Above Second Line Supervisor	47	6.99
Missing	11	1.64
b. Pay System		
1. G.S.	499	74.26
2. W.S.	152	22.62
3. Other	17	2.53
Missing	4	0.60
c. Sex		
1. Male	515	76.84
2. Female	152	22.62
Missing	5	0.74
d. Race		
1. Black	107	15.92
2. Other	553	82.29
Missing	12	1.79
e. Age		
1. Under 20	-	-
2. 21-30 years	8	1.19
3. 31-40 years	99	14.73
4. 41-50 years	228	33.93
5. 51-55 years	196	29.17
6. 56-60 years	87	12.95
7. Over 60 years	49	7.29
Missing	5	0.74
f. Time Supervised Army Civilians		
1. Less than one year	39	5.80
2. 1-2 years	84	12.50
3. 3-5 years	131	19.49
4. 6-10 years	160	23.81
5. More than 10 years	255	37.95
Missing	3	0.43
g. How long Since Last Promotion		
1. 0-2 years	243	36.16
2. 3-6 years	241	35.86
3. More than 6 years	193	27.23
Missing	5	0.74

Variable	Count	Percent
I. DEMOGRAPHICS (CONT'D)		
h. Civilian Grade		
1. 1-6	207	30.50
2. 9-12	331	49.26
3. 13 and above	130	19.35
Missing	4	0.60
i. Age of workers supervised		
1. More than half of the workers I supervise are older than I am.	144	21.43
2. Less than half of the workers I supervise are older than I am.	502	74.70
Missing	25	3.77
j. Number of workers supervised		
1. Under 5	79	11.76
2. 6 to 10	200	29.74
3. 11 to 15	123	18.30
4. 16 to 40	175	26.04
5. Over 40	92	13.69
Missing	3	0.43
k. Dominant race of workers supervised		
1. Black	106	15.77
2. Other	559	83.19
Missing	7	1.04
l. Dominant pay system of individuals supervised		
1. G.S.	461	68.50
2. W.S.	84	12.50
3. Other	122	18.15
Missing	5	0.74
m. Dominant sex of individuals supervised		
1. Male	421	62.65
2. Female	239	35.57
Missing	12	1.78
n. My present immediate supervisor is		
1. Civilian	578	86.01
2. Military	93	13.84
Missing	1	0.15

NOTE: The letter or number beside each question refers to the letter or number of the question on the original questionnaire.

All Facilities (Cont'd)

Variable	Count	Percent
I. DEMOGRAPHICS (CONT'D)		
9. During the last five years, my supervisor changed		
1. Once	314	46.73
2. Two to four times	289	43.01
3. Five to eight times	22	3.27
4. Over eight times	8	1.19
Missing	39	5.80
II. ALIENATION		
75. I am considered to be a manager by my supervisors in this organization.		
Disagree 1	12	1.79
2	62	9.23
Neutral 3	88	13.10
4	381	56.70
Agree 5	121	18.01
Missing	3	1.19
76. I enjoy good relationships with other managers at all levels of the organization.		
Disagree 1	5	0.74
2	18	2.68
Neutral 3	59	8.78
4	410	61.01
Agree 5	176	26.19
Missing	4	0.60
77. I am appropriately involved in decision-making in the organization.		
Disagree 1	30	4.46
2	106	15.77
Neutral 3	143	21.28
4	299	44.49
Agree 5	89	13.26
Missing	5	0.74
78. My advice is sought by upper level managers on matters affecting my work area.		
Disagree 1	28	4.17
2	70	10.42
Neutral 3	93	13.84
4	165	24.32
Agree 5	114	16.96
Missing	2	0.30

Variable	Count	Percent
II. ALIENATION (CONT'D)		
79. I feel more a part of management than of labor.		
Disagree 1	19	2.83
2	62	9.23
Neutral 3	125	18.60
4	336	50.00
Agree 5	128	19.05
Missing	2	0.30
III. ROLE CLARITY		
1. I am able to determine what has to be done in my job.		
Disagree 1	3	0.45
2	13	1.93
Neutral 3	16	2.35
4	235	34.87
Agree 5	396	58.93
Missing	3	0.45
2. My authority matches my responsibility.		
Disagree 1	3	0.45
2	16	2.35
Neutral 3	66	9.72
4	278	41.17
Agree 5	305	45.31
Missing	1	0.15
*4. Planned goals and objectives are unclear.		
Disagree 5	111	16.50
4	309	45.93
Neutral 3	114	16.96
2	38	5.63
Agree 1	43	6.40
Missing	7	1.05
*6. I don't know what is expected of me.		
Disagree 5	222	33.04
4	316	47.02
Neutral 3	65	9.67
2	38	5.63
Agree 1	27	4.02
Missing	4	0.60

* Values were reversed when computing cluster values.

All Facilities (Cont'd)

Variable	Count	Percent
III. ROLE CLARITY (CONT'D)		
10. I know what is expected of me.		
Disagree 1	11	1.64
2	10	1.49
Neutral 3	18	2.68
4	150	52.08
Agree 5	281	42.11
Missing	-	-
14. Explanations are clear about what has to be done.		
Disagree 1	31	4.60
2	78	11.61
Neutral 3	139	20.68
4	328	48.81
Agree 5	89	13.24
Missing	-	1.0-
21. I feel certain about how much authority I have.		
Disagree 1	19	2.83
2	82	12.20
Neutral 3	87	12.95
4	327	48.66
Agree 5	147	21.57
Missing	10	1.49
22. My boss makes it clear how he will evaluate my performance.		
Disagree 1	55	8.18
2	95	14.14
Neutral 3	224	33.43
4	289	43.01
Agree 5	103	15.33
Missing	6	0.89
26. There are clear planned goals and objectives for my job.		
Disagree 1	38	5.65
2	81	12.05
Neutral 3	136	20.24
4	321	47.77
Agree 5	92	13.69
Missing	4	0.60

Variable	Count	Percent
III. ROLE CLARITY (CONT'D)		
29. My responsibilities are clearly defined.		
Disagree 1	25	3.75
2	66	9.80
Neutral 3	93	13.84
4	372	55.36
Agree 5	221	33.01
Missing	-	0.80
*41. I work under unclear policies and guidelines.		
Disagree 5	223	33.43
4	307	45.68
Neutral 3	223	33.43
2	91	13.55
Agree 1	38	5.65
Missing	8	1.19
44. I know exactly what is expected of me.		
Disagree 1	23	3.45
2	71	10.57
Neutral 3	123	18.30
4	331	49.25
Agree 5	113	16.85
Missing	9	1.35
49. I have enough backing and authority to carry out my supervisory duties.		
Disagree 1	28	4.20
2	70	10.44
Neutral 3	64	9.54
4	377	56.10
Agree 5	119	17.71
Missing	14	2.08
*50. It is often unclear who has the formal authority to make decisions in this organization.		
Disagree 5	143	21.43
4	239	35.61
Neutral 3	71	10.57
2	91	13.54
Agree 1	55	8.18
Missing	23	3.45

* Values were reversed when computing cluster values

All Facilities (Cont'd)

Variable	Count	Percent
III. ROLE CLARITY (CONT'D)		
65. I am given an opportunity to assume responsibility for the employees and the work that I supervise.		
Disagree	1	3
	2	19
Neutral	3	47
	4	396
Agree	5	194
Missing		13
		0.45
		2.83
		6.99
		58.93
		28.87
		1.93
IV. EVALUATION CRITERIA		
*30. I don't know how I will be evaluated for a raise or a promotion.		
Disagree	5	38
	4	249
Neutral	3	141
	2	132
Agree	1	58
Missing		4
		13.10
		37.05
		20.98
		19.64
		8.63
		0.60
*40. I don't know what the opportunities are for advancement and promotion.		
Disagree	5	146
	4	327
Neutral	3	87
	2	78
Agree	1	27
Missing		7
		21.73
		48.66
		12.93
		11.61
		4.02
		1.04
*43. I don't know how to improve my job performance.		
Disagree	5	159
	4	364
Neutral	3	77
	2	47
Agree	1	17
Missing		8
		23.56
		54.17
		11.46
		6.99
		2.53
		1.19
*45. I don't know how to develop my capabilities for future success in my job.		
Disagree	5	144
	4	368
Neutral	3	95
	2	41
Agree	1	15
Missing		9
		21.43
		54.76
		14.14
		6.10
		2.23
		1.34

Variable	Count	Percent
V. LEVEL OF COMPETENCE		
8. I am generally able to reconcile conflicting demands from different people.		
Disagree	1	3
	2	19
Neutral	3	55
	4	463
Agree	5	120
Missing		1
		0.45
		2.83
		9.25
		69.29
		17.56
		0.25
9. I know that I have divided my time properly.		
Disagree	1	3
	2	36
Neutral	3	140
	4	363
Agree	5	127
Missing		1
		0.45
		13.25
		20.98
		18.90
		0.25
17. My knowledge and skills are enough to do my job.		
Disagree	1	3
	2	14
Neutral	3	30
	4	348
Agree	5	263
Missing		1
		0.45
		2.83
		11.75
		52.50
		18.90
		0.00
19. I know how to allocate my efforts to be more effective.		
Disagree	1	3
	2	25
Neutral	3	35
	4	422
Agree	5	263
Missing		3
		0.45
		2.83
		8.25
		62.50
		18.90
		0.25
		0.25
46. When I need to solve a problem on my job, I can usually figure it out by myself.		
Disagree	1	6
	2	21
Neutral	3	56
	4	436
Agree	5	145
Missing		3
		0.45
		2.83
		8.25
		62.88
		11.58
		1.19

* Values were reversed when computing cluster values

All Facilities (Cont'd)

Variable	Count	Percent
V. LEVEL OF COMPETENCE (CONT'D)		
57. I have had adequate training or preparation to be a supervisor.		
Disagree	1	5
	2	30
Neutral	3	49
	4	385
Agree	5	191
Missing		12
		0.74
		4.46
		7.29
		57.29
		28.42
		1.79
64. My job is important to the successful operation of the facility.		
Disagree	1	3
	2	5
Neutral	3	36
	4	341
Agree	5	275
Missing		12
		0.45
		0.74
		5.36
		50.74
		40.92
		1.79
VI. CONFUSION/FRUSTRATION LEVEL		
*12. I often find that I cannot figure out what should be done to accomplish my work.		
Disagree	5	216
	4	338
Neutral	3	54
	2	42
Agree	1	20
Missing		2
		32.14
		50.30
		8.04
		6.25
		2.98
		0.30
*13. I cannot get information needed to do my job.		
Disagree	5	173
	4	340
Neutral	3	89
	2	49
Agree	1	21
Missing		-
		25.74
		50.60
		13.24
		7.29
		3.12
		-

Variable	Count	Percent
VI. CONFUSION/FRUSTRATION LEVEL (CONT'D)		
*15. I often feel frustrated because it is hard for me to work on more than one assignment at a time.		
Disagree	5	165
	4	306
Neutral	3	75
	2	78
Agree	1	41
Missing		7
		24.55
		45.54
		11.16
		11.61
		6.10
		1.04
*18. I am frequently confused about what I have to do.		
Disagree	5	230
	4	351
Neutral	3	45
	2	28
Agree	1	14
Missing		4
		34.23
		52.23
		6.70
		4.17
		2.08
		0.60
*31. I frequently don't know how to handle problems that occur in my job.		
Disagree	5	243
	4	362
Neutral	3	23
	2	24
Agree	1	15
Missing		5
		36.16
		53.87
		3.42
		3.57
		2.23
		0.74
*42. I am frequently unsure about how to do my work.		
Disagree	5	212
	4	384
Neutral	3	39
	2	17
Agree	1	11
Missing		9
		31.55
		57.14
		5.80
		2.53
		1.64
		1.34
VII. COMMUNICATION		
53. I feel free to go to my supervisor with questions or problems about my work.		
Disagree	1	20
	2	30
Neutral	3	45
	4	332
Agree	5	233
Missing		12
		2.98
		4.46
		6.70
		49.40
		34.67
		1.79

* Values were reversed when computing cluster values.

All Facilities (Cont'd)

Variable	Count	Percent
<u>VII. COMMUNICATION (CONT'D)</u>		
54. The information I get through official channels is generally accurate.		
Disagree	1	11
	2	35
Neutral	3	118
	4	425
Agree	5	71
Missing		12
		1.64
		5.21
		27.56
		63.24
		10.57
		1.79
55. My supervisor keeps me informed about matters affecting me and my job.		
Disagree	1	29
	2	52
Neutral	3	98
	4	360
Agree	5	121
Missing		12
		4.32
		7.74
		22.58
		53.57
		18.01
		1.79
56. I get enough information to do my job properly.		
Disagree	1	21
	2	50
Neutral	3	113
	4	401
Agree	5	84
Missing		13
		2.64
		7.44
		16.82
		59.67
		12.50
		1.93
<u>RELATED QUESTIONS</u>		
31. Supervisors' views are considered when top management negotiates with the union.		
Disagree	1	30
	2	79
Neutral	3	252
	4	224
Agree	5	59
Missing		28
		4.46
		11.76
		37.50
		33.33
		8.78
		4.17

Variable	Count	Percent
<u>VII. RELATED QUESTIONS (CONT'D)</u>		
*52. The information I get through official channels is usually late.		
Disagree	5	57
	4	258
Neutral	3	277
	2	222
Agree	1	29
Missing		15
		1.95
		11.14
		24.73
		17.03
		2.18
		1.95
<u>VIII. ROLE CONFLICT</u>		
*5. I have to do things that should be done differently.		
Disagree	5	48
	4	298
Neutral	3	177
	2	283
Agree	1	92
Missing		12
		3.12
		29.00
		20.75
		28.75
		10.00
		1.17
*7. I get different requirements from different people.		
Disagree	5	95
	4	206
Neutral	3	220
	2	196
Agree	1	82
Missing		3
		14.10
		30.00
		28.00
		24.00
		1.33
*16. I have to buck a role or policy in order to carry out a policy.		
Disagree	5	74
	4	236
Neutral	3	147
	2	222
Agree	1	68
Missing		10
		11.11
		38.00
		24.00
		28.00
		1.67

* values were reversed when computing cluster values.

All Facilities (Cont'd)

Variable	Count	Percent
VIII. ROLE CONFLICT (CONT'D)		
*24. I work with two or more groups who operate quite differently.		
Disagree	5	55
	4	163
Neutral	3	92
	2	239
Agree	1	113
Missing		8
		8.18
		24.26
		13.69
		35.57
		17.11
		1.19
*25. I am often asked to do things that are against my better judgement.		
Disagree	5	76
	4	231
Neutral	3	140
	2	166
Agree	1	34
Missing		5
		11.31
		34.37
		20.83
		24.70
		8.04
		0.74
*32. I do things that are apt to be accepted by one person but not by others.		
Disagree	5	71
	4	242
Neutral	3	136
	2	177
Agree	1	38
Missing		3
		10.57
		36.01
		20.24
		26.34
		5.65
		1.19
*35. I often get myself involved in situations in which there are conflicting requirements.		
Disagree	5	78
	4	308
Neutral	3	134
	2	119
Agree	1	26
Missing		7
		11.61
		45.83
		19.94
		17.71
		3.87
		1.04

Variable	Count	Percent
VIII. ROLE CONFLICT (CONT'D)		
*47. I receive incompatible requests from two or more people.		
Disagree	5	46
	4	259
Neutral	3	252
	2	265
Agree	1	39
Missing		9
		1.14
		35.54
		22.62
		24.55
		5.50
		1.34
*48. I often feel trapped between employees and higher management.		
Disagree	5	70
	4	252
Neutral	3	227
	2	272
Agree	1	52
Missing		10
		11.34
		31.36
		23.45
		24.90
		7.74
		1.74
IX. RESPONSIBILITY & AUTHORITY **		
a. Assigning work to subordinates.		
None, not part of job	1,2	5
Some	3	50
All	4	523
Missing		2
		1.14
		7.74
		90.77
		0.35
b. Changing job description.		
None, not part of job	1,2	33
Some	3	191
All	4	389
Missing		7
		11.54
		28.93
		57.20
		1.34
c. Selecting or recommending selection of employees.		
None, not part of job	1,2	51
Some	3	140
All	4	476
Missing		5
		7.59
		20.65
		70.53
		0.74

* Values were reversed when computing cluster values.
 ** Cluster values were not computed for these questions.

All Facilities (Cont'd)

Variable	Count	Percent
IX. RESPONSIBILITY & AUTHORITY ** (CONT'D)		
d. Setting standards for adequate work performance.		
None, not part of job	1,2	39 5.78
Some	3	123 18.30
All	4	487 72.42
Missing		3 0.45
e. Evaluating work performance.		
None, not part of job	1,2	11 1.64
Some	3	72 10.71
All	4	387 57.35
Missing		2 .30
f. Nominating employees for performance awards.		
None, not part of job	1,2	18 2.67
Some	3	123 18.30
All	4	525 78.12
Missing		6 .89
g. Arranging for needed training.		
None, no part of job	1,2	49 7.29
Some	3	214 31.85
All	4	405 60.27
Missing		4 .60
h. Controlling employee absences.		
None, not part of job	1,2	35 5.36
Some	3	151 23.96
All	4	470 69.94
Missing		5 .74
i. Approving leave requests.		
None, not part of job	1,2	15 2.23
Some	3	46 6.85
All	4	607 90.33
Missing	5	4 .60

Variable	Count	Percent
IX. RESPONSIBILITY & AUTHORITY ** (CONT'D)		
j. Taking disciplinary action when needed.		
None, not part of job	1,2	30 4.50
Some	3	151 22.47
All	4	487 72.47
Missing		3 0.45
k. Taking action to improve substandard performance.		
None, not part of job	1,2	20 2.98
Some	3	177 26.44
All	4	471 70.16
Missing		3 0.45
l. Changing the organizational structure of my work unit.		
None, not part of job	1,2	209 30.88
Some	3	213 31.89
All	4	241 35.56
Missing		7 1.05
m. Getting needed supplies and equipment.		
None, not part of job	1,2	53 7.82
Some	3	305 45.53
All	4	297 44.10
Missing		3 0.45
X. RESOURCES		
*3. My work load is too heavy.		
Disagree	5	30 4.50
	4	127 18.90
Neutral	3	13 1.94
	2	153 22.67
Agree	1	201 29.81
Missing		7 1.05

* Values were reversed when computing cluster values.
 ** Cluster values were not computed for these questions.

All Facilities (Cont'd)

Variable		Count	Percent
X. RESOURCES (CONT'D)			
11. The resources and materials I get are enough for doing my job.			
Disagree	1	99	14.23
	2	171	25.45
Neutral	3	94	13.99
	4	250	37.20
Agree	5	58	8.63
Missing		-	-
28. I get assignments without the manpower to complete them.			
Disagree	5	221	33.01
	4	219	32.59
Neutral	3	223	33.30
	2	160	23.81
Agree	1	42	6.35
Missing		5	0.74
34. I receive assignments without adequate resources and materials to execute it.			
Disagree	5	79	11.76
	4	188	27.98
Neutral	3	100	14.88
	2	244	36.31
Agree	1	55	8.18
Missing		6	0.89
39. I arrange to have enough manpower to complete my job.			
Disagree	1	33	4.91
	2	97	14.43
Neutral	3	166	24.70
	4	306	45.34
Agree	5	59	8.78
Missing		11	1.64
60. The Army provides me with the resources to do my job adequately.			
Disagree	1	52	7.74
	2	134	19.94
Neutral	3	144	21.43
	4	279	41.52
Agree	5	51	7.59
Missing		12	1.79

Variable		Count	Percent
XI. TANGIBLE & INTANGIBLE REWARDS			
20. My work suits my values.			
Disagree	1	27	3.99
	2	63	9.27
Neutral	3	116	17.26
	4	335	49.85
Agree	5	136	20.24
Missing		5	0.74
58. Expectations for me as a civilian employee of the U.S. Army are clearly spelled out in Army policies and procedures.			
Disagree	1	26	3.88
	2	44	6.53
Neutral	3	126	18.73
	4	367	54.02
Agree	5	103	15.30
Missing		16	2.38
63. My job provides me with the opportunity to accomplish my personal occupational goals.			
Disagree	1	30	4.40
	2	93	13.62
Neutral	3	133	19.49
	4	331	48.26
Agree	5	62	9.03
Missing		23	3.34
67. The Army's Incentive Awards Program is a good way to motivate me.			
Disagree	1	39	5.67
	2	117	17.26
Neutral	3	202	29.91
	4	160	23.52
Agree	5	49	7.19
Missing		16	2.36

* Values were reversed when computing cluster values.
 ** Cluster values were not computed for these questions.

All Facilities (Cont'd)

Variable		Count	Percent
XI. TANGIBLE & INTANGIBLE REWARDS (CONT'D)			
68. I have the opportunity for additional professional training if I request it.			
Disagree	1	28	4.17
	2	89	13.24
Neutral	3	115	17.11
	4	355	52.93
Agree	5	73	10.86
Missing		12	1.79
69. The Merit Promotion System results in the promotion of the best qualified people.			
Disagree	1	131	19.49
	2	142	21.13
Neutral	3	226	33.63
	4	133	19.79
Agree	5	25	3.72
Missing		15	2.23
70. At this installation, an employee's age will not affect his or her chances for promotion.			
Disagree	1	45	6.70
	2	75	11.16
Neutral	3	198	29.46
	4	280	41.67
Agree	5	61	9.08
Missing		13	1.93
XI. EQUAL EMPLOYMENT OPPORTUNITY **			
71. At this installation, women get preferential treatment over men for promotion.			
Disagree	1	28	4.17
	2	75	11.16
Neutral	3	266	39.58
	4	214	31.85
Agree	5	72	10.71
Missing		17	2.53

Variable		Count	Percent
XI. EQUAL EMPLOYMENT OPPORTUNITY ** (CONT'D)			
72. At this installation, men get preferential treatment over women for promotions.			
Disagree	1	15	2.23
	2	50	7.44
Neutral	3	277	41.02
	4	244	36.01
Agree	5	63	9.28
Missing		13	1.93
73. At this installation, minority employees get preferential treatment over nonminority employees for promotion.			
Disagree	1	69	10.27
	2	151	22.37
Neutral	3	233	34.77
	4	245	36.06
Agree	5	37	5.48
Missing		15	2.23
74. At this installation, non-minority employees get preferential treatment over minority employees for promotion.			
Disagree	1	26	3.87
	2	77	11.44
Neutral	3	241	35.61
	4	262	38.92
Agree	5	31	4.59
Missing		15	2.23
XI. RELATED QUESTIONS **			
59. Policies and procedures are applied fairly for all employees.			
Disagree	1	58	8.63
	2	99	14.73
Neutral	3	144	21.43
	4	279	41.52
Agree	5	79	11.76
Missing		13	1.93

** Cluster values were not computed for these questions.

All Facilities (Cont'd)

Variable	Count	Percent
XI. RELATED QUESTIONS ** (CONT'D)		
61. I believe that I am fairly paid for the work that I perform.		
Disagree 1	64	9.52
2	112	16.67
Neutral 3	81	12.05
4	326	48.51
Agree 5	75	11.16
Missing	14	2.08
62. My current job is secure.		
Disagree 1	45	6.70
2	67	9.97
Neutral 3	87	12.83
4	284	42.26
Agree 5	75	11.16
Missing	14	2.08
66. When I do a good job as a supervisor, my work is recognized.		
Disagree 1	54	8.04
2	89	13.24
Neutral 3	146	21.73
4	292	43.45
Agree 5	77	11.46
Missing	14	2.08

** Cluster values were not computed for these questions.

SUPERVISORY ROLE QUESTIONNAIRE

APPENDIX C

SUPERVISORY ROLE QUESTIONNAIRE

Code
11
12
13
14
15
16

The following information is needed to help us describe the persons who respond to this survey. While in rare instances it might be possible to identify individuals on the basis of their responses, in no case will this information be available to anyone at your installation. It is very important for our Army-wide analysis that you respond accurately and do not omit any answers.

Please mark the most appropriate response for each of the items as instructed below.

DIRECTIONS

Circle the entire correct answer.
 Erase cleanly any answer you wish to change.
 Disregard the column headed "Code."

EXAMPLE

a. Level of Supervision

1. First Line Supervisor
2. Second Line Supervisor
3. Above Second Line Supervisor

--	--	--	--	--	--	--	--

a. Level of Supervision

1. First Line Supervisor
2. Second Line Supervisor
3. Above Second Line Supervisor

b. Pay System

1. G.S.
2. W.S.
3. Other

c. Sex

1. Male
2. Female

d. Race

1. Black
2. Hispanic
3. Native American
4. Oriental
5. None of the above

e. Age

1. Under 20
2. 21-30 years
3. 31-40 years
4. 41-50 years
5. 51-55 years
6. 56-60 years
7. Over 60 years

f. Time Supervised Army Civilians

1. Less than one year
2. 1-2 years
3. 3-5 years
4. 6-10 years
5. More than 10 years

g. How long Since Last Promotion

1. 0-2 years
2. 3-6 years
3. More than 6 years

h. Civilian Grade

1. 1-8
2. 9-12
3. 13 and above

i. Age of workers supervised

1. More than half of the workers I supervise are older than I am.
2. Less than half of the workers I supervise are older than I am.

Code
1-7
8
9
10

j. Number of workers supervised

1. Under 5
2. 6 to 10
3. 11 to 15
4. 16 to 40
5. Over 40

k. Dominant race of workers supervised

1. Black
2. Hispanic
3. Native American
4. Oriental
5. White
6. None of the above

l. Dominant pay system of individuals supervised

1. G.S.
2. W.S.
3. Other

m. Dominant sex of individuals supervised

1. Male
2. Female

n. My present immediate supervisor is

1. Civilian
2. Military

o. During the last five years, my supervisor changed

1. Once
2. Two to four times
3. Five to eight times
4. Over eight times

Code

17

18

19

20

21

22

Items 1 through 79 are statements about your work and organization. Please read each item carefully. Then, using the scale below, indicate the degree to which you agree or disagree that it is true for your job by filling in the appropriate square.

- Strongly Disagree
 Disagree
 Neither Agree Nor Disagree
 Agree
 Strongly Agree

EXAMPLE:

Civilians are a significant part of the total Army.

- | | | |
|--|--|----|
| 1. I am able to determine what has to be done in my job. | <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> | 23 |
| 2. My authority matches my responsibility. | <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> | 24 |
| 3. My work load is too heavy. | <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> | 25 |
| 4. Planned goals and objectives are unclear. | <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> | 26 |
| 5. I have to do things that should be done differently. | <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> | 27 |
| 6. I don't know what is expected of me. | <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> | 28 |
| 7. I get different requirements from different people. | <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> | 29 |
| 8. I am generally able to reconcile conflicting demands from different people. | <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> | 30 |
| 9. I know that I have divided my time properly. | <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> | 31 |
| 10. I know what my responsibilities are. | <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> | 32 |
| 11. The resources and materials I get are enough for doing my job. | <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> | 33 |
| 12. I often find that I cannot figure out what should be done to accomplish my work. | <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> | 34 |
| 13. I cannot get information needed to do my job. | <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> | 35 |

Code

		Code
14. Explanations are clear about what has to be done.	5 4 3 2 1	36
15. I often feel frustrated because it is hard for me to work on more than one assignment at a time.	5 4 3 2 1	37
16. I have to buck a role or policy in order to carry out a policy.	5 4 3 2 1	38
17. My knowledge and skills are enough to do my job.	5 4 3 2 1	39
18. I am frequently confused about what I have to do.	5 4 3 2 1	40
19. I know how to allocate my efforts to be more effective.	5 4 3 2 1	41
20. My work suits my values.	5 4 3 2 1	42
21. I feel certain about how much authority I have.	5 4 3 2 1	43
22. My boss makes it clear how he will evaluate my performance.	5 4 3 2 1	44
23. I often receive unclear orders from my boss.	5 4 3 2 1	45
24. I work with two or more groups who operate quite differently.	5 4 3 2 1	46
25. I am often asked to do things that are against my better judgment.	5 4 3 2 1	47
26. There are clear planned goals and objectives for my job.	5 4 3 2 1	48
27. I often have problems at work because I make commitments too easily.	5 4 3 2 1	49
28. I get assignments without the manpower to complete them.	5 4 3 2 1	50
29. My responsibilities are clearly defined.	5 4 3 2 1	51
30. I don't know how I will be evaluated for a raise or a promotion.	5 4 3 2 1	52
31. I frequently don't know how to handle problems that occur in my job.	5 4 3 2 1	53

		Code
32. I do things that are apt to be accepted by one person but not by others.	5 4 3 2 1	54
33. There are unreasonable pressures for better performance.	5 4 3 2 1	55
34. I receive assignments without adequate resources and materials to execute it.	5 4 3 2 1	56
35. I often get myself involved in situations in which there are conflicting requirements.	5 4 3 2 1	57
36. I generally refuse to do things that are against my better judgment.	5 4 3 2 1	58
37. My boss always accepts my work.	5 4 3 2 1	59
38. I work on unnecessary things.	5 4 3 2 1	60
39. I arrange to have enough manpower to complete my job.	5 4 3 2 1	61
40. I don't know what the opportunities are for advancement and promotion.	5 4 3 2 1	62
41. I work under unclear policies and guidelines.	5 4 3 2 1	63
42. I am frequently unsure about how to do my work.	5 4 3 2 1	64
43. I don't know how to improve my job performance.	5 4 3 2 1	65
44. I know exactly what is expected of me.	5 4 3 2 1	66
45. I don't know how to develop my capabilities for future success in my job.	5 4 3 2 1	67
46. When I need to solve a problem on my job, I can usually figure it out by myself.	5 4 3 2 1	68
47. I receive incompatible requests from two or more people.	5 4 3 2 1	69

- Strongly Disagree
 Disagree
 Neither Agree Nor Disagree
 Agree
 Strongly Agree

		Code
48. I often feel trapped between employees and higher management.	<input checked="" type="radio"/> <input type="radio"/> <input type="radio"/> <input type="radio"/> <input type="radio"/>	70
49. I have enough backing and authority to carry out my supervisory duties.	<input checked="" type="radio"/> <input type="radio"/> <input type="radio"/> <input type="radio"/> <input type="radio"/>	71
50. It is often unclear who has the formal authority to make decisions in this organization.	<input checked="" type="radio"/> <input type="radio"/> <input type="radio"/> <input type="radio"/> <input type="radio"/>	72
51. Supervisors' views are considered when top management negotiates with the union.	<input checked="" type="radio"/> <input type="radio"/> <input type="radio"/> <input type="radio"/> <input type="radio"/>	73
52. The information I get through official channels is usually late.	<input checked="" type="radio"/> <input type="radio"/> <input type="radio"/> <input type="radio"/> <input type="radio"/>	74
53. I feel free to go to my supervisor with questions or problems about my work.	<input checked="" type="radio"/> <input type="radio"/> <input type="radio"/> <input type="radio"/> <input type="radio"/>	75
54. The information I get through official channels is generally accurate.	<input checked="" type="radio"/> <input type="radio"/> <input type="radio"/> <input type="radio"/> <input type="radio"/>	76
55. My supervisor keeps me informed about matters affecting me and my job.	<input checked="" type="radio"/> <input type="radio"/> <input type="radio"/> <input type="radio"/> <input type="radio"/>	77
56. I get enough information to do my job properly.	<input checked="" type="radio"/> <input type="radio"/> <input type="radio"/> <input type="radio"/> <input type="radio"/>	78
57. I have had adequate training or preparation to be a supervisor.	<input checked="" type="radio"/> <input type="radio"/> <input type="radio"/> <input type="radio"/> <input type="radio"/>	79
58. Expectations for me as a civilian employee of the U.S. Army are clearly spelled out in Army policies and procedures.	<input checked="" type="radio"/> <input type="radio"/> <input type="radio"/> <input type="radio"/> <input type="radio"/>	80
59. Policies and procedures are applied fairly for all employees.	<input checked="" type="radio"/> <input type="radio"/> <input type="radio"/> <input type="radio"/> <input type="radio"/>	81
60. The Army provides me with the resources to do my job adequately.	<input checked="" type="radio"/> <input type="radio"/> <input type="radio"/> <input type="radio"/> <input type="radio"/>	82

		Code
61. I believe that I am fairly paid for the work that I perform.	<input checked="" type="radio"/> <input type="radio"/> <input type="radio"/> <input type="radio"/> <input type="radio"/>	83
62. My current job is secure.	<input checked="" type="radio"/> <input type="radio"/> <input type="radio"/> <input type="radio"/> <input type="radio"/>	84
63. My job provides me with the opportunity to accomplish my personal occupational goals.	<input checked="" type="radio"/> <input type="radio"/> <input type="radio"/> <input type="radio"/> <input type="radio"/>	85
64. My job is important to the successful operation of the facility.	<input checked="" type="radio"/> <input type="radio"/> <input type="radio"/> <input type="radio"/> <input type="radio"/>	86
65. I am given an opportunity to assume responsibility for the employees and the work that I supervise.	<input checked="" type="radio"/> <input type="radio"/> <input type="radio"/> <input type="radio"/> <input type="radio"/>	87
66. When I do a good job as a supervisor, my work is recognized.	<input checked="" type="radio"/> <input type="radio"/> <input type="radio"/> <input type="radio"/> <input type="radio"/>	88
67. The Army's Incentive Awards Program is a good way to motivate me.	<input checked="" type="radio"/> <input type="radio"/> <input type="radio"/> <input type="radio"/> <input type="radio"/>	89
68. I have the opportunity for additional professional training if I request it.	<input checked="" type="radio"/> <input type="radio"/> <input type="radio"/> <input type="radio"/> <input type="radio"/>	90
69. The Merit Promotion System results in the promotion of the best qualified people.	<input checked="" type="radio"/> <input type="radio"/> <input type="radio"/> <input type="radio"/> <input type="radio"/>	91
70. At this installation, an employee's age will not affect his or her chances for promotion.	<input checked="" type="radio"/> <input type="radio"/> <input type="radio"/> <input type="radio"/> <input type="radio"/>	92
71. At this installation, women get preferential treatment over men for promotion.	<input checked="" type="radio"/> <input type="radio"/> <input type="radio"/> <input type="radio"/> <input type="radio"/>	93
72. At this installation, men get preferential treatment over women for promotions.	<input checked="" type="radio"/> <input type="radio"/> <input type="radio"/> <input type="radio"/> <input type="radio"/>	94
73. At this installation, minority employees get preferential treatment over nonminority employees for promotion.	<input checked="" type="radio"/> <input type="radio"/> <input type="radio"/> <input type="radio"/> <input type="radio"/>	95
74. At this installation, non-minority employees get preferential treatment over minority employees for promotion.	<input checked="" type="radio"/> <input type="radio"/> <input type="radio"/> <input type="radio"/> <input type="radio"/>	96

		Code
75. I am considered to be a manager by my supervisors in this organization.	<input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>	97
76. I enjoy good relationships with other managers at all levels of the organization.	<input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>	98
77. I am appropriately involved in decision-making in the organization.	<input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>	99
78. My advice is sought by upper level managers on matters affecting my work area.	<input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>	100
79. I feel more a part of management than of labor.	<input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>	101

Listed below are some personal management responsibilities of supervisors. How much authority do you have to carry out these responsibilities properly? Mark the best response for each.

- Not Part of My Job
- None
- Some, But Not Enough
- All I Need

a. Assigning work to subordinates.	<input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>	102
b. Changing job description.	<input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>	103
c. Selecting or recommending selection of employees.	<input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>	104
d. Setting standards for adequate work performance.	<input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>	105
e. Evaluating work performance.	<input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>	106
f. Nominating employees for performance awards.	<input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>	107
g. Arranging for needed training.	<input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>	108
h. Controlling employee absences.	<input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>	109
i. Approving leave requests.	<input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>	110
j. Taking disciplinary action when needed.	<input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>	111
k. Taking action to improve substandard performance.	<input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>	112

		Code
l. Changing the organizational structure of my work unit.	<input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>	113
m. Getting needed supplies and equipment.	<input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>	114

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FILM**

