

FACTORS ACCOMPANYING DIFFERING PERCEPTIONS
OF SOME ORGANIZATIONAL GOALS AMONG OFFICERS
OF THE CANADIAN FOREIGN SERVICE

by

John Alfred Sims

A THESIS SUBMITTED IN PARTIAL FULFILLMENT OF
THE REQUIREMENTS FOR THE DEGREE OF
MASTER OF BUSINESS ADMINISTRATION
in the department
of
Economics and Commerce

© John Alfred Sims 1976

SIMON FRASER UNIVERSITY

March 1976

All rights reserved. This thesis may not
be reproduced in whole or in part, by
photocopy or other means, without
permission of the author.

APPROVAL


NAME: John Alfred Sims

DEGREE: Master of Business Administration

TITLE OF PROJECT: Factors Accompanying Differing Perceptions
of Some Organizational Goals Among Officers
of the Canadian Foreign Service

Supervisors:

I. Robert Andrews, Ph.D.
Senior Supervisor

 Lawrence T. Pinfield, Ph.D.
Supervisor

Date Approved:

 20 July, 1976

PARTIAL COPYRIGHT LICENSE

I hereby grant to Simon Fraser University the right to lend my thesis or dissertation (the title of which is shown below) to users of the Simon Fraser University Library, and to make partial or single copies only for such users or in response to a request from the library of any other university, or other educational institution, on its own behalf or for one of its users. I further agree that permission for multiple copying of this thesis for scholarly purposes may be granted by me or the Dean of Graduate Studies. It is understood that copying or publication of this thesis for financial gain shall not be allowed without my written permission.

Title of Thesis/Dissertation:

factors Accompanying Differing Perceptions
of some Organizational Goals Among
Officers of the Canadian Foreign
Service.

Author:

(signature)

JOHN ALFRED SIMS

(name)

March 1976

(date)

ABSTRACT

Factors Accompanying Differing Perceptions of Some Organizational Goals Among Officers of the Canadian Foreign Service

This study compares the ranks given a set of official organizational goals by organizational members in the field and by organizational members in the home office.

Comparisons of the extent to which rankings given to goals diverged from a common base were measured for Canadian foreign service officers located in the home office and in overseas offices. The extent of goal divergence was related to the nature of the field environment in which the overseas office was located, the social situation experienced by the overseas officer, and the personal attributes of the officer himself.

It was found that there was divergence from the common base in both home and overseas officers, that divergence was greater for officers located overseas than for those at headquarters, that divergence increased as the level of hardship of the posts increased, and that the highest amounts of divergence occurred where environmental variables were seen to threaten the health of the overseas officer.

ACKNOWLEDGEMENTS

This study had many contributors to whom the researcher is grateful. In addition to the foreign service officers on whose responses the study is based, the author thanks his advisors, Professor I. Robert Andrews, for the inspiration to begin, John Farquhar, for advice while conducting the survey, and Professor Lawrence T. Pinfield for his tireless guidance during the critical examination of the findings and preparation of the report.

TABLE OF CONTENTS

	<u>Page</u>
Acknowledgements	iv
Table of Contents	v
INTRODUCTION	1
FINDINGS	21
SUMMARY OF RESULTS AND CONCLUSIONS	44
APPENDIX A	48
APPENDIX B	57
APPENDIX C	66

INTRODUCTION

The purpose of this paper is to explore the perceptions of some organizational goals among officers of the Canadian Foreign Service. It focusses on the goals of their information program.

The Canadian Foreign Service, with 119 posts abroad, shares with many other geographically diffuse international organizations, problems of maintaining the focus of activities of officers in the field in line with central organizational goals.

Pursuit of goals other than those intended by the head office is thought to occur for several sets of reasons. These include:

1. differences attributable to the environment - Ordinarily, we might expect that where the environment presents few difficulties of climate, weather, etc., an officer may not be distracted by such external conditions from pursuing the official goals. Alternatively, a demanding, difficult or dangerous environment may preoccupy an officer at the expense of attention to organizational goals. For example, someone involved in trying to survive an earthquake may find informing the host society of Canada's bicultural nature a goal worthy of little immediate priority.
2. differences attributable to the social situation - In a country where the host society is seen to be hostile to visitors, or to Canadians, or is in a state of revolt or anarchy, the social situation is likely to deter an officer from pursuing official goals aimed at passing information about Canadian viewpoints to the local people. However, a Canadian Information Officer is likely to be encouraged to do so where there are few

social differences or language problems to contend with and where his presence as a speaker is actively sought by well organized, receptive and appreciative groups.

3. differences attributable to the person - It may be that some people are more susceptible to environmental and social pressures than others, and that the more susceptible ones might more readily abandon pursuit of official goals when subjected to such distractions. It may also be that personal interests affect the willingness to be distracted. A person who handles a number of unrelated programs may tend to drop the goals of the programs he favours least in order to spend more time pursuing those he favours more. The nature of the variation away from the official goals may be one of differing interpretations of the meanings of the goal statements, or one of differences in the relative importance accorded to each of the goals.

The question of differing interpretations, i.e. that one officer may read a different meaning into a statement of a goal from that read into it by another, has been dealt with extensively in the literature on semantics, and an adequate examination of this question would involve a detailed study outside the scope of this investigation. We were, however, able to examine the differences in the relative importance accorded by a number of officers to each of several goals contained in a policy document issued by their organization's headquarters. Differences were measured in two dimensions against a common standard. Difference in rank order attributed to goals was one measurement, while differences in importance accorded to them, as shown

by their positioning on an interval scale, provided the other. The use of an interval scale provided a convenient method of observing whether a particular goal was placed far ahead of another in importance or whether they were placed fairly close together. For example, in the following diagrammatic representation of the interval scale used, there is a relatively large difference in importance accorded to goal 'A' relative to goal 'B', but a relatively small difference in importance between goals 'B', 'C' and 'D'.

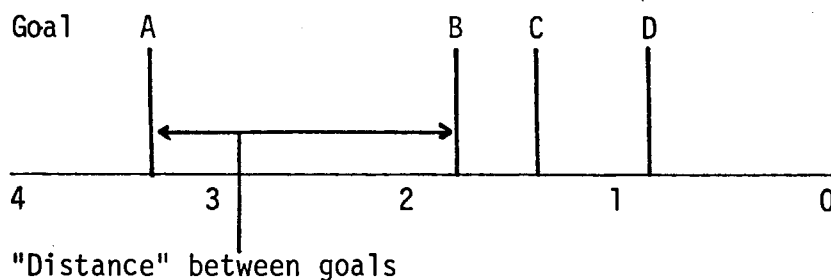


Figure 1. Representation of goal differences

The resulting choices were compared with the common standard, and the combination of differences in rank order and in distances between the goals was measured as the extent of 'goal divergence'.

The questions then asked were:

- (a) can goal divergence be detected?
- (b) if it can be detected, how extensive is it?
- (c) if shown to exist, to what extent is it associated with the environmental, societal and personality-related classes of differences listed earlier?
- (d) if shown to exist, is some divergence to be expected in any group even where they share a common environment and social situation.

As little systematic knowledge on this topic is available, the answers to these questions should have value to anyone setting organizational

goals for far-flung organizations, and be of particular significance for those administrators whose task it is to select officers for assignments abroad which carry responsibility for the conduct of government programs.

If, for example, goal divergence could be shown to vary as some function of environmental variables one might forewarn or pre-train one's people to resist environmental pressures thus minimizing divergence from this source.

If goal divergence varies as some function of the social situation one might examine ways of altering the social situation, or prepare a number of alternative goal sets, each tailored to suit probable social situations.

If goal divergence were simply a function of personal differences one could identify and then select those people having the individual characteristics accompanying the least divergence.

As no definite answers to these questions exist, it is of value to examine each of these possibilities more closely, in search of greater certainty. To know whether any of these variables is associated with goal divergence, and to know which, if any, is the more important of the three, and how much more important it may be, would serve as a useful basis for more rational planning in selection of personnel, in their training, in their postings, and in measuring their performance in different situations. Similarly, if any of the three areas identified shows apparently significant relationships with goal divergence, this would suggest a focus for future research to examine further the area of apparent significance.

For example, the Canadian Government rates its posts abroad on a number of factors which the late Dr. J. D. Blake of the Department of Health and Welfare identified as significant elements of hardship (Appendix A). The factors, as Dr. Blake identified them, are isolation, local conditions,

climate and environment, health, medical care, hostility or violence. By the Blake Scale the level of hardship of life at a post could be determined. An idea of the relative importance Dr. Blake ascribed to each of the factors can be obtained from the number of points he gave as a maximum possible for each factor. For isolation he awarded a maximum of 20 points, for local conditions 31 points, for climate and environment 25, for health 18, for medical care 16 and for hostility or violence (which Dr. Blake considered mutually exclusive) hostility carried a maximum of 15 points and violence a maximum of 65 points. A total point score of between 0 and 24 is considered of negligible importance, after which four levels of hardship are identified; level 1 - from 25 to 34 points, level 2 - 35 to 49, level 3 - 50 to 64, and over 65 - level 4.

Foreign service personnel receive an allowance known as the Post Differential Allowance which provides an increased sum of money for serving at hardship posts (levels 1 thru 4) rising as the level of hardship increases.

It would be useful for planners to know whether the level of hardship by the Blake Scale has any effect on, or relationship to, the way in which goals are seen. Dr. Blake based his scales on personal observations and visits to ten cities in Asia and ten in Africa. He did not provide for any mention or rating of the social situation or of personal variables. In fact an anomaly exists at the time of this study in that wives of non-officer ranks going to certain hardship countries are required to undergo a psychiatric examination to determine mental suitability, while wives of officers are not required to undergo the examination, though one might speculate that the need for such an examination might be at least as great. An indication that person-related variables are significant can be obtained from the following statistics of causes for which personnel at all levels were brought back from

their postings to Canada in 1975. Of 38 employees repatriated, with families where applicable, 4 were for heart attacks, 1 for a stroke, 8 were for other physical reasons and 2 were family relationship problems where husband and wife did not get along, while 18 were for emotional problems and a further 4 were classed as psychotic. Thus mental and emotional problems outweighed physical problems 22 to 13. That no statistics are available to indicate whether the underlying causes of the emotional problems were related to the environment, to the social situation or to the person, further points up the need for studies such as the present one.

Review of the Literature

(a) The Environment

The need for study of environmental considerations has been well recognized. For example, Dr. Pradip N. Khandwalla in reviewing the literature, suggests that three environmental features have been perceived by researchers to be "of the most important environmental properties affecting organizations. Environmental uncertainty - seems to have received the greatest attention. Environmental hostility - with its polar opposite of munificence - also appears to have received considerable attention. Heterogeneity has received attention from researchers...(but)...what seems to be missing is systematic theorizing about their impact on the organization."¹

Similarly, writing of the problems faced by multinational corporations whose "pluralistic nature of operations is confronting them with increased uncertainties and with complex management problems which do not arise in domestic organizations," Hans Schollhammer attributes the problems

¹P. N. Khandwalla. "Environment and its impact on the organization." International Studies of Management & Organization II (Fall 1972): 297-298.

to "a wide range of environmental differences". He maintains that multi-nationals should base their long-range objectives on "anticipated external environmental conditions".²

In common with international business firms the Department of External Affairs operates in a multiplicity of environments. Members of the Department have a similar need to understand the environments and to project probable environmental changes.

In order to study the environment experienced by FS personnel some basic ingredient variables must be identified. To identify the breakdown used by the Department in order to isolate particular elements of the environment, a separate sub-study was made of External Affairs 'post reports', treating these as part of the literature. Post reports are reports prepared by foreign service personnel serving at each post, describing the post and conditions there for the benefit of others who are considering acceptance of a posting to a particular office. The post reports normally represent the consensus view of all Canada-based personnel at the posts at the time of preparation. All of the 119 post reports surveyed had been prepared within the past three years, and were considered to give an accurate cross-section of the more significant environmental elements at the posts covered, and Canada-based employees' reactions to them.

Fayerweather³ also comments on the significance of a man's reaction to the host environment - that he has "seen repeatedly that the character of

²Hans Schollhammer, "Long Range Planning in Multinational Firms," Columbia Journal of World Business VI (September-October 1971): 79.

³John Fayerweather, The Executive Overseas, (Syracuse, New York: Syracuse University Press, 1959), p.111.

the environment" is a primary factor in establishing "the objectives which a man feels are worthwhile".

As well as the effect of the environment on a man, its effect on an organization is recognized. Cartwright and Zander have noted

"A continuing situation of necessary interaction between an organization and its environment introduces an element of environmental control into the organization. While the motives of personnel, including goal-setting officers, may be profits, prestige, votes or the salvation of souls, their efforts must produce something useful or acceptable to at least part of the organizational environment to win continued support"

- and from the same work -

"It is possible to conceive of a continuum of organizational power in environmental relations, ranging from the organization that dominates its environmental relations to one completely dominated by its environment. Few organizations approach either extreme". 4

One might scale this thought down to say that there are few men who completely dominate their organizations and few organizations which completely dominate their men.

It would seem however that one's rating of the difficulty level of various aspects of the environment would depend largely on one's own perception and be, to a considerable extent, a subjective judgement. Where an officer is a member of a large mission he has a relatively large amount of other Canadian staff with whom to check his perceptions, while at very small

⁴Dorwin Cartwright et al., Group Dynamics, (New York: Harper and Row, 1968), p.405.

missions he will have fewer. Thus one might speculate that the chances of one dominating one's environment would be greater at the smaller posts. By this reasoning, the scope and need for leadership would also appear to increase as the posts become more difficult and become smaller, yet the higher ranking officers (whom one would suppose are capable of providing more leadership if the promotion system is effective in recognizing leadership qualities) are seldom to be found at the smaller, more difficult posts, on the grounds that these are not sufficiently "important" to warrant the presence of someone of their rank.

(b) Social situation

However great may be the extent of domination of man over organization or organization over man, attitudes are not acquired in a social vacuum - but are partly determined by expectations and approval of reference groups. As Newcomb states "A person may become motivated towards membership in a group for reasons which are quite irrelevant to many of the attitudes shown by that group. Such a person may, nevertheless, come to share the group attitudes."⁵

Although studies have been carried out on responses to competing groups, and on competing national aims, particularly in multinational corporations, none exist pursued specifically from the viewpoint of the foreign service officer. The FSO has dual demands on his loyalty. He is charged with the pursuit of his own nation's goals while being sensitized to the concerns of the host society in which he works, thus experiencing pressures from both sending and receiving societies.

There is, however, some evidence that problems of competing loyal-

⁵Theodore M. Newcomb, Social Psychology, Holt-Dryden & Co. Inc., New York, 1950, p.241.

ties do confront and concern the heads of several far-flung organizations, including both the employee of the multinational corporation and the foreign service official.

"Diplomats", wrote Arthur Andrew, Assistant Under-Secretary of State for the External Affairs Department of Canada "who spend much of their lives abroad, are constantly exposed to the risk of losing their feel for their own national attitudes. Some find that they understand the country in which they work better than they do their own".⁶

A similar point is made by John Fayerweather

"Many U.S. executives have been relatively successful in working with foreign associates. The effective men seem to be those who have retained their own attitudes and values intact, but are able to depart from their dictates sufficiently to take positions in relations with foreign executives which are realistic in that they are capable of producing useful results." (in other words, by modification either of their goals or of the strategies by which they pursue those goals).⁷

Whether or not the effective men depart from their dictates, there are a number of writers who make the point that attitudes are shaped by pleasure or displeasure. Ithiel de Sola Pool writes "Obviously reactions to places enjoyed will be different from reactions to places suffered. We can predict that those individuals who have most and deepest contacts with the host will be most favourable."⁸ Andrews adds "It may be worth noting ... that a diplomat who detests the country in which he works is also liable to

⁶ Arthur Andrew, Defence by Other Means, Canadian Institute of International Affairs, Toronto, 1970, p.115.

⁷ Fayerweather, Executive Overseas, 9-10.

⁸ Herbert C. Kelman et al., International Behaviour, (New York: Holt, Rinehart and Winston, 1965), pp.109-117.

be ineffective, even if it happens that his feelings coincide with his government's attitude".⁹

A Canadian Information Officer's response to those in the host society who seek his services is likely to be affected by his liking or disliking of the local society as a whole. If he dislikes the people he would seem to be less likely to offer them his services, for example in delivering informative talks, than he would be if he likes them and enjoys their company. If he enjoys their company he would be more likely to welcome spending time with them.

At this point one might ask whether the environment really worsens or improves in fact or in the eyes of the beholders. It might be advantageous in organizations like the foreign service to carry out psychological assessments of personnel not in the relative calm of their headquarters city, but rather in the field while serving at the most difficult posts, where their ability to withstand maximal environmental pressures can be witnessed at first hand. Presently, in the Canadian foreign service such psychological assessments as are made are conducted in the calm environment of a doctor's office in Ottawa.

⁹Andrew, Defence by Other Means, p.115.

(c) Differences attributable to the person

On the effects of personal differences on group goals, Cartwright and Zander observe

"Once a particular group goal has been established, "good" group members are expected to work towards its attainment, even when their preferred goal has not been chosen. In actual fact, of course, various group members are influenced to various degrees by various group goals. For this reason, a satisfactory conception must recognize that a group goal can induce motivational forces upon members and the magnitude of such influence can vary quantitatively among goals and among members. If the group goal is not accepted...we should expect to find relatively poor co-ordination of efforts and a relatively high incidence of self-oriented, rather than group-task oriented behaviour."

This point is particularly relevant to the example of Canadian Information Officers when they are working abroad, as they are then far from the influence of others in their group who are engaged in the same work at other posts. We would expect group members who do not accept group goals to pursue self-oriented rather than group-task-oriented behaviour. We would expect this tendency to be greater in geographically diffuse organizations, where contact between group members is infrequent, than in geographically homogeneous groups having frequent intergroup contact.

If this expectation is justified, agreement over the relative importance of group goals would seem to gain significance as the group becomes increasingly diffuse.

While the literature looks at the environment, the social situation and the person separately, it is not clear which, if any, is considered to have the most impact on behaviour. For each of the three variable areas a continuum around three situations is conceivable. The environment may impinge in such a way as to distract from pursuit of the goals, or impinge in such a minor way

as to have little or no effect on the pursuit of the goals. Similarly the social situation may encourage, distract from, or not affect the pursuit of the goals. In the same way differences attributable to the person may encourage, distract from or not affect the pursuit of the goals even though the environment and social situation might be neutral. Thus a person who is self-confident, self-sufficient and determined may be able to pursue the goals with little distraction evident despite apparently distracting social and environmental situations.

We may speculate from this that:

1. If the environment impinges negatively on the person, attention to goals will diminish and goal divergence will increase.
2. If the social situation impinges negatively on the person, attention accorded to goals will diminish and divergence will increase.
3. If personality problems deeply concern the person, attention to goals will diminish and divergence will increase.

Combining these with our earlier questions, we can then advance the following hypotheses:

1. That goal divergence can be detected.
2. That even for those officers not in field environments there will be some basic divergence in views of the official goals. (The investigation of goal divergence in the field

should, therefore, be compared with the adjusted base level of divergence exhibited by the group of officers at head office.)

3. That the average goal divergence among the overseas group will exceed the average divergence of the headquarters group.
4. That in instances of extreme goal divergence some unusual level of concern can be detected with environmental conditions, or social conditions or person-related conditions.

Overall Design

The first requirement was for an organization having goals of high global consistency from the headquarters viewpoint, in order that goal divergence could be measured against a stable benchmark. The Canadian Government's information program for overseas offices of the Department of External Affairs, which has such a set of goals, was chosen.

This study is a descriptive inquiry of the explanatory survey type. With the two exceptions of access to classified documents and identity of individual respondents the study is completely replicable. The documents which are not commonly available to the public are External Affairs post reports. (See page 7). In post reports the environmental variables are discussed. The individual respondents move to new locations every few years so a repeat of this study would be unlikely to encounter the identical population. This survey was carried out via airmailed questionnaires, developed from reports in government documents, and pre-tested in a pilot telephone survey. The questionnaires were mailed to the entire population, thus eliminating the initial risk of selecting a non-representative sample.

The Population

The population comprises those foreign service officers of the Canadian Government who, at the time of the survey, were engaged partially or completely in information work at posts abroad, plus ten other foreign service officers who had worked in information roles abroad but who were at the time assigned to headquarters in Ottawa.

Completed questionnaires from anonymous respondents were the primary source of data. Secondary data sources were:

(i) External Affairs 'post reports' which describe the society and environments involved for each foreign service posting in the External Affairs Department. These are considered, by members of the department, to be extremely reliable. Post reports are prepared every two or three years, or more frequently if significant changes occur. Career members of the foreign service, serving at a post at the time of preparation, attempt to give complete and accurate descriptions of the post and conditions there, for the benefit and preparation of others who are to serve there later. Post reports are intended to present the consensus view of all Canada-based career service members on the post staff at the time of preparation. They include mention of each of the types of variable identified in this study as environmental variables, i.e. climate, cost of living, personal and family safety, health and health services, language and local attitudes towards Canadians.

(ii) External Affairs post classification system, which classified posts by a combination of such conditions as mentioned under (i) above, in terms of the relative level of hardship under the Blake Scale (see pages 5 and 6). Post Differential Allowances are paid to members of the service for serving at posts in Levels I, II, III and IV, with the amount of the allowance increasing as the level of hardship is considered to increase. A committee

in the Department of External Affairs (The Hardship Posts Committee) meets regularly and adjusts the level of posts as changing conditions there warrant.

One might expect to find less favourable attitudes towards the less desirable posts (Levels III and IV) than towards relatively more desirable posts, i.e. Levels I and II, or posts with no level specified, where there is no significant level of hardship and no Post Differential Allowance is paid. (See Appendix C for levels of posts).

The level of hardship, as well as determining the level of differential allowance payable, determines the period of a normal posting. Posts where no differential allowance is payable have a four-year tour of duty, while posts in Level IV have a two-year tour and posts at other levels fall in between these extremes.

(iii) 'A New Look at Information' - an External Affairs document containing a listing of the official goals by the department. These goals were rank-ordered by the Director of the Information Division of External Affairs at the time of the survey.

The Questionnaires

All respondents in the population abroad were sent the same questionnaire (Appendix B).

The Ottawa respondents received the same questionnaire with questions about the environment and the particular posts omitted.

Measurement Procedures

(a) Goal Divergence - was measured as follows:

- (1) The Director of the Division whose goals were used was asked to indicate by the pair-comparison method the priorities he would place on five goals taken from an official policy document issued by his division.

- (ii) Ten other officers at headquarters were then asked to do the same. The differences between the rankings and distances produced by the director and those given by the ten others were taken as representing normal divergence of views that would ordinarily occur in any group in the same general environment and social situation.
- (iii) Respondents in missions abroad were asked to rank the same goals by the same method.

Pair-Comparison Method

The pair-comparison method¹⁰ was chosen because it allows not only for rank ordering of choices but also for the creation of an interval scale on which the choices made by a respondent assign distances to indicate the importance accorded to each choice relative to each other possible choice.

Using this method each possible choice is paired with each other possible choice resulting in $\frac{n!}{2(n-2)!}$ pairs, under the formula for combinations.

Example: If we have three goals A, B and C (n=3) we might arrange them, each paired with each other as three possible choices

pick one A or B

pick one A or C $\frac{3 \cdot 2 \cdot 1}{2(3-2)!} = \frac{6}{2} = 3$ choices

pick one B or C

Each can be picked a maximum of 2 (or n-1) and a minimum of zero times. If A is picked twice it would be placed on the interval scale in position 2:

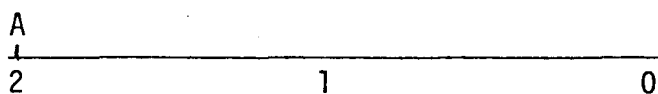


Figure 2. Interval scale positioning of a goal

¹⁰J. P. Guilford, Psychometric Methods, (New York; McGraw-Hill, 1936), p.240.

This would leave a single choice to be made between B and C. The one chosen (B) would be placed at position 1 and the one not chosen (C) at position zero:

A	B	C
2	1	0

Figure 3. Interval scale positioning of three goals.

In the questionnaire (Appendix B) five goals were used, resulting in ten pair choices, and seven environmental factors, resulting in 21 pair choices.

$$C_{5,2} = \frac{5!}{2(5-2)!} = \frac{5 \cdot 4 \cdot 3 \cdot 2 \cdot 1}{2(3 \cdot 2 \cdot 1)} = \frac{120}{12} = 10$$

Basic Standard

The ranking given to the goals by the Director at headquarters, and the distances at which he positioned the goals in importance on the interval scale by his pair-comparison choices were taken as the "basic standard" against which each individual respondent's selections were compared, to arrive at the extent to which each respondent's chosen goals diverged from the official order and position of relative importance as chosen by the Director.

The questionnaire (Appendix B) lists the five goals in pairs (questions 23 through 32) in such a way that choice must be made one pair at a time, each goal being paired with each other goal four times, and their positions being randomized so that the possible effect of the position of a goal affecting the choice should be minimal.

(b) Environmental variables

Moving into an unfamiliar environment involves adaptation to local conditions. Where these are very different from the conditions previously experienced by the newcomer, they may distract attention from work. A survey of External Affairs post reports for the 119 posts reveals that the following seven classes of variables are repeatedly mentioned as causing problems or

concern: climate, cost of living, personal and/or family safety, life-style (food, housing, social customs), attitudes of local people towards Canadians, health and health services. These appear in different orders with differing levels of significance depending on the post.

The relative significance of each of these for each respondent, (and for groups of respondents) was measured using the same pair-comparison method as was used for goal choices.

For example, in the questionnaire, respondents were asked to circle, from a number of pairs of environmental factors, the one of each pair which was of most concern to them at their post.

Question 35 asks them to pick from

climate or cost of living

Question 36 from

personal and/or or life-style (food, housing,
family safety social customs)

Each respondent's choices were analyzed in the same way as with goal choices, and their choices rank ordered and placed on an interval scale of relative importance from six to zero.

In addition, the Department of External Affairs recognized different levels of posts, judged largely on environmental factors, and generally limits the length of postings so that for an environmentally difficult post the length of posting may be two years, as described on page 16. We would then, perhaps, expect to find the greatest goal divergence and the greatest significance attached to some particular environmental variable relative to the others in posts rated as the most difficult.

(c) Social Situation Variables

A person's adjustment to a host society, and thus possibly the level of his distraction from official goals, may be influenced by his experiences in those portions of his time spent both on and off work, where he is dealing with social situations. How respondents spent their days socially and with whom, whether local people, people of their own nationality, or others, was examined, along with their attitudes towards their working and social conditions, for comparison with the extent of goal divergence exhibited. Measurement was by questions arranged with multiple choice (Likert-type) responses.

(d) Personal Variables

Measurement was made of each respondent's age group, level of education, rank, experience in the work area of the goals, opinions of the work area of the goals, locations of own and of spouse's schooling and travel experience of the respondent and the spouse. Information was obtained on each of these items by additional questions asked in the survey.

Response to Questionnaires

130 questionnaires were distributed; one to the Director, ten to the headquarters sample and 119 by airmail to missions abroad. Of these, 97 responses were received, comprising 69 completed questionnaires; one from the Director, one each from all ten of the headquarters sample and 58 from posts abroad: four respondents refused to be involved and 24 people sent letters explaining inapplicability for reasons of having no information program, no information officer at the time, or, as in the U.S. posts, having information officers who were "locally-engaged" and thus excluded from the study because they were not living in environments which were foreign to them.

FINDINGS

(A) - Director compared with headquarters respondents

The Director and the headquarters group responded to the pair-comparison questions on goals (questions 23 to 32 inclusive, Appendix B) as follows:

	1st	2nd	3rd	4th	5th	Total Individual Divergence vs. Director Goal Units
<u>DIRECTOR</u>	G ₃	G ₁	G ₂	G ₄	G ₅	
HQ RESPONDENT 1	G ₁	G ₃	G ₅	G ₂	G ₄	6
HQ RESPONDENT 2	G ₁	G ₃	G ₂	G ₅	G ₄	4
HQ RESPONDENT 3	G ₃	G ₁	G ₂	G ₅	G ₄	2
HQ RESPONDENT 4	G ₁	G ₃	G ₅	G ₂	G ₄	6
HQ RESPONDENT 5	G ₃	G ₁	G ₂	G ₄	G ₅	0
HQ RESPONDENT 6	G ₂	G ₃	G ₁	G ₅	G ₄	6
HQ RESPONDENT 7	G ₁	G ₃	G ₂	G ₄	G ₅	2
HQ RESPONDENT 8	G ₁	G ₃	G ₄	G ₅	G ₂	6
HQ RESPONDENT 9	G ₃	G ₁	G ₂	G ₄	G ₅	0
HQ RESPONDENT 10	G ₃	G ₁	G ₄	G ₅	G ₂	4

TABLE I ORDER OF GOAL CHOICES OF DIRECTOR AND HEADQUARTERS GROUP BY PAIR-COMPARISON METHOD

As shown in Table I the extent of divergence for individual respondents at Headquarters ranges from complete agreement with the Director, of respondents five and nine, to lack of agreement with the Director on any goal, as demonstrated by respondents one, four, six and eight.

While there appears to be general agreement among the group over the relative importance of goals G_1 and G_3 , and the relative unimportance of goals G_4 and G_5 , statistical tests of the responses show them to be only moderately different, with a ten percent probability that the apparent difference between the Director and the headquarters group could be due to sampling error.

(B) Discussion of these results as they relate to Hypotheses One and Two

The finding that twenty percent of the respondents agreed with the Director while forty percent disagreed on the relative importance of every goal, is considered to have substantial implications for organizational efficiency.

Number of Respondents	Total Divergence Score	Sum of Squared Individual Dev'n Scores	Z Score
10	36	54.4	1.2454

TABLE II HEADQUARTERS GROUP DIVERGENCE FROM DIRECTOR

As shown in Table II, the finding that the number of headquarters respondents who disagree with the Director outnumber those who agree with him by two-to-one has only moderate statistical significance (at the ten percent level). On the basis of the proportions, rather than the statistical support, Hypotheses One and Two are accepted.

(C) Overseas respondents compared with Director and with headquarters respondents

The choices of each overseas respondent were compared with those of the Director, then the mean of the resulting divergence scores for the overseas group was compared with the mean of the headquarters group:

	Number of Respondents	Average Divergence Score	Sum of Squared Individual Dev'n Scores	Z Score
HQ Group	10	3.6	54.4	1.2454
Overseas Group	58	4.8	283.36	2.1719

TABLE III HEADQUARTERS AND OVERSEAS GROUPS' DIVERGENCE FROM DIRECTOR

The figures in Table III show that there is a statistically significant difference between the Director and the group overseas, at the two percent level. While there was a ten percent chance that the apparent difference between the headquarters group and the Director could have been due to sampling error, there is little doubt that the overseas group is significantly different from the Director. Given the low level of doubt, the greater difference between the overseas group and the Director, at 4.8 divergence units compared with the headquarters average of 3.6 units, takes on greater organizational importance as it is the overseas group which applies the Director's information program.

The mean divergence of the overseas group, at 4.8, exceeds the mean divergence of the headquarters group, at 3.6, but their distributions overlap as shown in Figure 4.

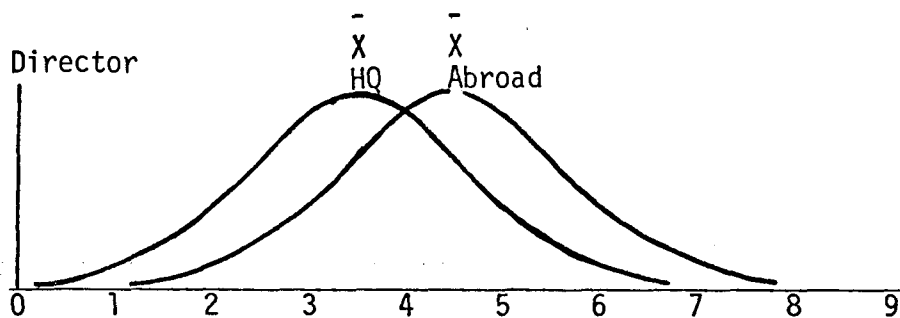


Figure 4. Distributions of divergence scores, headquarters and abroad

Figure 4 shows that there is not a large difference between the distributions of divergence scores of the groups at headquarters and abroad, but that there is a fairly significant difference between the Director and the headquarters group and a more significant difference between the Director and the group abroad.

From an organizational viewpoint the latter difference is critical as the group abroad is actively engaged in implementing the programme and it is their work which is subject to his direction.

(D) Division of overseas respondents by hardship level of the post

Respondents abroad were grouped according to the hardship level of the posts at which they were serving, as indicated by their responses to Question 8 on the questionnaire. New mean divergence scores were calculated using each respondent's divergence score from the Director. The results are shown in Table IV.

Hardship Level	Number of Respondents	Mean Divergence	Standard Dev'n	Significance of Deviation from Director
I	23	4.3	1.6132	.01
II	15	4.6	1.5152	.01
III	16	5.5	1.3169	.001
IV	4	7.0	1.2247	.001

TABLE IV HARSHIP LEVEL OF POST AND GOAL DIVERGENCE FROM DIRECTOR

It appears from Table IV that the level of disagreement with the Director increases progressively as the hardship level of the post increases. Although the small size of the sample at Level IV posts weakens the application of any statistical tests, it is considered significant that the standard deviations of the samples diminish as the hardship level of the posts increases. As hardship increases respondents appear to harden around a point of growing disagreement with their Director.

The four hardship level groups were then compared with the headquarters sample, as shown in Table V.

(E) Discussion of these results as they relate to Hypothesis Number Three (that the average goal divergence among the overseas group will exceed the average divergence of the headquarters group).

Hardship Level	Number of Respondents	Deviation Exceeds HQ Group by	S _{diff}	Degrees of Freedom	Significance of Deviation from HQ
I	23	.66	.4003	31	.11
II	15	1.00	.8022	23	.15
III	16	1.90	.7458	24	.02
IV	4	3.40	1.1146	12	.01

TABLE V HARSHIP LEVEL AND GOAL DIVERGENCE FROM HEADQUARTERS GROUP

As shown in the third column of Table V, there is a difference between the average deviation score of the headquarters group and that of each overseas group by hardship level of their posts. The extent of this difference increases as the hardship level increases.

It appears that while all overseas groups rank goals significantly differently from the Director, only posts with hardship levels of III and IV are significantly different from the headquarters group.

The level of statistical significance of the difference between the headquarters and overseas officers is greater than ten percent for hardship levels I and II but becomes quite significant (two percent and one percent) for posts with hardship ratings of III and IV.

On the basis of these tests of statistical significance Hypothesis Number Three is rejected for posts at Levels I and II, but accepted for Levels III and IV.

This finding would suggest that goals which may appear appropriate at headquarters might also be reasonably appropriate at posts with hardship levels up and including Level II, while the same goals would appear to be entirely inappropriate for Levels III and IV.

(F) Environmental Factors

The hardship levels of the posts were compared with weightings given by respondents to environmental variables. Weightings were arrived at by the same pair-comparison method used to determine relative importance given to goals, and came from responses to questions 35 to 55 inclusive on the questionnaire.

Analysis of responses yielded the breakdown in Table VI.

MEAN WEIGHTINGS OF CONCERN GIVEN TO:

Hardship Level of Post	Climate	Cost of Living	Safety	Life-style	Host Attitudes	Health	Language
I	3.09	4.18	2.18	2.8	3.13	2.9	1.7
II	2.2	4.06	3.0	3.13	2.4	3.3	2.5
III	2.06	4.0	1.93	3.6	2.7	4.06	2.3
IV	.3	3.7	2.7	3.3	3.0	5.3	.3

TABLE VI RATING OF ENVIRONMENTAL VARIABLES

As the level of hardship of the post increased so the level of importance accorded health concerns also increased progressively. At the same time the relative importance given to climate and to cost-of-living diminished.

As concern over health increased, weightings given to other environmental variables, such as cost-of-living, climate and language diminished.

Another way of analyzing the relationship between the concerns of the respondents and the level of hardship was used. This compared the frequencies with which the respondents identified the conditions which most concerned them rather than comparing the weightings they gave them. The comparisons presented in Tables VII, VIII and IX are those found to have significant differences when compared two at a time.

Greatest Difficulty Seen As:^{*}

Hardship Level	Local Attitudes Towards Canadians	Health and/or Health Services
I	15	7
II	5	9
III & IV	5	13

(* χ^2 significant at .02)

TABLE VII COMPARISONS OF CONCERNS - LOCAL ATTITUDES VS. HEALTH

Table VII demonstrates that as the hardship level of the post increases concern moves from local attitudes to concern over health. This is intuitively reasonable as health services form a part of the evaluation of level of hardship and are likely to decrease in quality and availability as the level of hardship increases.

Greatest Difficulty Seen As: *

Hardship Level	Life Style	Cost-of-Living
I	5	18
II	3	11
III & IV	10	8
(* λ^2 significant at .04)		

TABLE VIII COMPARISON OF CONCERNS - LIFE STYLE VS. COST-OF-LIVING

Table VIII demonstrates a growing concern for life style and a diminishing concern over the cost-of-living as the level of hardship increases. This finding is intuitively reasonable, as the posts with the lowest level of hardship generally have life styles most resembling that of the respondents' homeland. As the life style becomes more different it is likely also to become more noticeable. Cultural difference also provides a basis for the hardship rating of the Blake Scale.

Greatest Difficulty Seen As:^{*}

Hardship Level	Health	Climate
I	11	10
II	11	3
III & IV	16	2
(* χ^2 significant at .03)		

TABLE IX COMPARISON OF CONCERNS - HEALTH VS. CLIMATE

The findings presented in Table IX are considered by the researcher to be more significant than those presented in Tables VII and VIII as they are not intuitively reasonable. They thus provide more food for thought and future research. As both health and climate form part of the hardship evaluation base, and as both generally worsen as the hardship level increases, the growing concentration on health shows that that is, by far, the more significant of the two. This is a most useful finding as one can improve health facilities but can do little to alter climate.

EXTREME DIVERGENCE AND ENVIRONMENTAL VARIABLES

In the ten cases showing the highest levels of goal divergence some unusually high level of concern was also indicated by an unusually heavy weighting of some environmental variables by the pair-comparison selection.

Hardship Level of Post	Number of Respondents	Goal Divergence Score	Environmental Variable
I	3	6 7 9	Cost-of-living Safety Language
II	3	6 6 8	Climate Language Safety
III	2	8 8	Life Style Health
IV	2	8 8	Health

TABLE X EXTREME GOAL DIVERGENCE AND VARIABLES OF GREATEST CONCERN

The one respondent at a Level I post whose highest concern was reportedly over language difficulties had been at the post only three months. In view of his short time there the high level of concern over language is to be expected. However, the respondent showing concern over language at a Level II post had been there over thirty months.

One respondent (at a Level IV post) who showed high goal divergence wrote across the questionnaire that he was "unable to rank the environmental variables as requested". He gave no reason, but in answer to question 64 rated the social conditions at the post at the lowest option provided, and indicated that he was unwilling to extend his stay at the post.

(G) Discussion of these results as they relate to Hypothesis Number Four

(That in instances of extreme goal divergence some unusual level of concern can be detected with some environmental or social or person-related conditions).

Each of the respondents listed in Table X registered very high levels of goal divergence while indicating a maximum level of concern over some environmental variable. None of these respondents registered high concern over social or person-related conditions. Those respondents who did register high concern over person-related or social conditions did not show unusually high levels of goal divergence. Hypothesis Four is accepted in indicating a relationship between environmental conditions and goal divergence, but not for goal divergence and social or person-related conditions.

(H) Other Findings

Partly as an attempt to measure respondents' satisfaction with the list of official goals, three other goals were added to the official list of five. In the questionnaire, respondents were asked to simply rank-order these eight goals. When the selections made in response to this question were compared with the previous selections having the three non-official goals removed some differences were found.

(I) Inconsistency of goal choices made by one method versus the other

If a respondent was clear about his evaluations of the relative importance of the goals, his selection by the pair-comparison method should have produced the same rank order as was produced by the straight-forward rank ordering method. Not producing the same order by both methods was considered to reveal inconsistency.

An unexpected finding was a very high level of such inconsistency among respondents between the order of goals they chose by the two methods. Also unexpected was the finding that the level of inconsistency increased as the level of hardship of the post increased.

Hardship Level of Post

	I	II	III	IV
(a) Number of respondents	23	15	16	4
(b) Number showing any form of inconsistency	11	9	10	3
(c) (b) as % of (a)	47%	60%	66%	75%

TABLE XI INCONSISTENCY BETWEEN RESPONSES TO PAIR COMPARISON AND RANK ORDER GOAL RANKING METHODS

(J) Discussion of finding

Unfortunately inconsistency as used here provided only a very blunt and basic measure. Some respondents were quite inconsistent while others were inconsistent only to a minor degree.

One might speculate, nevertheless, that the growing level of inconsistency indicates either a growing lack of attention to detail in completing the questionnaires, or a level of doubt about the relative importance of the goals which increased as hardship increased. If the inconsistency in choosing goals is any indication of performance in other tasks it would provide grounds for serious misgivings about the effectiveness of field staffs in difficult locations. As the late Prime Minister Lester B. Pearson observed when Minister of External Affairs in 1959 "If you are unclear in the definition of your goals, you are not likely to be clear in their expression."¹¹

(K) Work Experience and Goal Divergence

Those respondents who were more experienced in information work tended to exhibit greater goal divergence than those less experienced.

Experience Level	Mean Divergence	Number of Respondents
Low	2.8571	35
Medium	3.2308	13
High	4.8333	6

TABLE XII WORK EXPERIENCE AND GOAL DIVERGENCE

¹¹The Honourable Lester B. Pearson, Diplomacy in the Nuclear Age, (Cambridge, Mass: Harvard University Press, 1959), p.49.

(L) Discussion of this result

These findings suggest that experience may cause questioning or create a different perspective. Perhaps experienced people resent having goals set for them, while less experienced people welcome the guidance the goals provide.

The degree of divergence is also considered important as the more experienced people, who were also the older and higher ranking officers, are presumably the most potentially effective and valuable to the organization yet they showed the greatest disagreement with head office over the relative importance of the goals.

(M) Opinion of Social Conditions and the Importance of Information Work

Respondents who considered social conditions pleasant tended to attach more importance to information work.

Number of Respondents	Rating of Importance of Information	Average Rating Social Conditions
20	High	4.2
19	Medium	3.5
19	Low	3.3

TABLE XIII IMPORTANCE RESPONDENTS INDICATED HEADQUARTERS SHOULD GIVE TO INFORMATION WORK COMPARED WITH RATING OF SOCIAL CONDITIONS

Comments on these findings

These findings would appear to substantiate the views of Ithiel de Sola Pool and Arthur Andrew as given on page 10. Those who enjoy or have

favourable attitudes towards the host country's people will tend to be more effective in their work.

One might assume that the level of importance they indicate headquarters should give to information work reflects their own views of its importance. If they see it as important they would seem more likely to apply themselves to tasks in that work than they might if they see the field as unimportant.

(N) Rank and Leisure Time Spent with Local People

The higher potential level of effectiveness of the more experienced people, as indicated by their rank, is borne out by their spending a larger proportion of their leisure time with host nationals outside the mission staff than did those of lower rank.

(Foreign Service Officer rank increases numerically with the range from FS1, at the bottom, to FS5, at the top. FS4 was the highest rank to respond to this survey. FS3 is the level of an ambassador at smaller posts.)

Foreign Service Rank	Percent of Leisure Time Spent with Host Nationals	Number of Respondents
FS 1	20	41
FS 2	18	10
FS 3	30	4
FS 4	35	3

TABLE XIV MEAN PERCENTAGE OF LEISURE TIME SPENT WITH
HOST NATIONALS OUTSIDE THE MISSION STAFF

One might suppose that seeing more of locals in leisure time is a voluntary act and indicates a liking for them. The following finding opposes this view.

(0) Rank and Willingness to Extend Stay in Host Country

Willingness to Extend

Foreign Service Rank	Eager or Willing	Reluctant or Unwilling
FS 1	25	16
FS 2 to 4	5	12

TABLE XV RANK AND WILLINGNESS TO EXTEND STAY IN HOST COUNTRY

The more experienced people, as indicated by their rank, were less willing to extend their stay in the host country ($P \leq .002$). This is a significant finding for departments with foreign service operations. Presumably, these departments would wish to provide incentives sufficient to persuade their more experienced people to want to stay. An independent test of their attitudes, such as this study, conducted at regular intervals, would be a useful way to check the efficiency of their incentive packages.

(P) Relationship Between Social and Working Conditions

There was a strong tendency for respondents to rate working conditions and social conditions similarly.

Social Conditions Rated As:

		Very Good	Good	Average	Poor	Very Poor
<u>Working Conditions Rated as:</u>	Very Good	10	5	2	0	0
	Good	2	11	5	1	1
	Average	2	4	6	2	1
	Poor	0	0	3	1	1
	Very Poor	0	0	1	0	0

TABLE XVI COMPARISON OF RATINGS OF SOCIAL AND WORKING CONDITIONS

Of the 58 respondents, 24 ranked social conditions and working conditions identically, and a further 22 ranked them similarly to within one scale interval (e.g. social conditions - very good, working conditions - good, or social conditions - very poor, working conditions - poor). Altogether 46 of the 58 (80 percent) were identical or within one scale interval in equating the two conditions.

(Q) Working Conditions and Willingness to Extend Stay in Host Country

Those who rated working conditions, and therefore social conditions, as favourable tended to be more willing to extend their stay in the country.

Rating of Working Conditions	Eager or Willing	Reluctant or Unwilling
Good or Very Good	23	14
Poor or Very Poor	0	6

TABLE XVII WILLINGNESS TO EXTEND STAY IN
HOST COUNTRY

These findings suggest that working conditions may be an important factor in affecting the way an employee feels about staying in a host country. This is a useful finding for any far-flung organization, in that working conditions can be improved. Alternatively it may be that dislike for the country generalizes to dislike for working conditions. Even if this is so, improvements in working conditions may tend to offset dislike for the country and further research could usefully pursue this possibility.

(R) Willingness to Extend at Headquarters and Abroad

For comparison, the respondents at headquarters were more willing to extend their stay than those abroad.

Willingness to Extend	Group Abroad	Ottawa Group
Eager or Willing	30	9
Reluctant or Unwilling	28	1

TABLE XVIII WILLINGNESS TO EXTEND: HEADQUARTERS VS. ABROAD

Discussion of this finding

The finding that 9 of the 10 officers in the Ottawa group are eager or willing to extend their stay there, while 28 of the 58 abroad were unwilling or reluctant to extend their stay, would suggest that their present incentive package is not an adequate inducement for serving at posts abroad. That only one of the Headquarters group of ten is unwilling to stay at Headquarters meaning, presumably, that he alone of the ten is eager to go abroad also suggests that the incentives to go abroad are not providing adequate motivation.

Some other factors which may be contributing to this high level of unwillingness to leave headquarters are:

- (i) rapid inflation of prices in the home housing market, which has been particularly hard on those who sold their homes before the inflationary spiral began and returned to headquarters to find that the proceeds from an earlier sale will not replace the home sold,
- (ii) a feeling that headquarters is "where the action is" for promotion prospects, and
- (iii) a growing level of violence and hostility around the world which has made life abroad less enjoyable in recent years, necessitating better incen-

tives, while financial restrictions on government departments imposed by austerity measures at home have tended to reduce the financial benefits available.

A career in the lower levels of the foreign service of the 1970's seems to be becoming increasingly suited to those with private incomes for whom the occupation is its own reward.

(S) Willingness to Extend and Locale of Spouse's Schooling

There was a high correlation between willingness to extend in the countries of postings and the locale of the education of spouses.

Respondents whose spouses received their junior and/or high schooling in Canada were more willing to extend than those whose spouses were educated elsewhere.

Elementary
Education of Spouse

Willingness to Extend

	Eager or Willing	Reluctant or Unwilling
In Canada	14	6
Elsewhere than Canada	2	11

TABLE XIX WILLINGNESS TO EXTEND AND LOCALE OF SPOUSE'S ELEMENTARY SCHOOLING

High School
Education of Spouse

Willingness to Extend

	Eager or Willing	Reluctant or Unwilling
In Canada	15	6
Elsewhere than Canada	1	10

TABLE XX WILLINGNESS TO EXTEND AND LOCALE OF SPOUSE'S HIGH SCHOOLING

Discussion of these findings

Although these findings were unexpected a possible explanation is that those of other nationalities who marry Canadians may do so in the expectation of going to live in Canada. Their pressure to do this may affect their spouse's willingness to stay at posts abroad. The sample is fairly small however, and despite their being statistically significant, the findings may not reflect a general condition. They do, nevertheless, provide some food for thought and an area for wider research.

SUMMARY OF RESULTS AND CONCLUSIONS

We now know that in a group where all of the members receive the same communications making explicit a constant set of goals, there can be extensive individual disagreement over the relative importance of each of the goals, even when the members of the group are in the same general environment. We know that disagreement over the importance of the goals is greater among older, higher ranking officers than among the younger, more junior people.

We know that where an organization operates in a variety of environments the extent of disagreement with respect to headquarters goals is greater than it is when all parts of the organization operate in the same general environment. Also, where some particular environmental variable, notably concern over health, impinges in a negative way, the amount of goal divergence shown tends to increase.

Although we did not isolate any particularly effective social situation we know that where social conditions generally were found to be pleasant, working conditions also were seen as pleasant, and respondents who saw working conditions as good tended to see more of local people and tended to be more willing to extend their stay in the locales than did those who found social conditions unpleasant. Although these are possibly all interactive, no attempt was made to test for causality.

It would be interesting to repeat the study in a group having a set of goals which is not only explicit but which is also rank ordered in the importance intended by the group's policy makers. Disagreement under such circumstances would appear to be more significant than where no order of priority is given.

For any organization able to decide on relative importance of any goal there is plainly a lesson here. It is not enough to merely list a set of goals. An unnumbered list of goals does not convey the policy makers' views of their relative importance and leaves the choice of which to pursue, and when, to the employee. Often the employee will be too far from headquarters to check his understanding of the goals' intent, and in the foreign service and other far-flung organizations may not have the benefit of direct and informed supervision.

If an order of relative importance is intended, the order should be made explicit and so should the relative importance to be accorded to each goal, unless the persons charged with their pursuit are to be allowed to follow their own selections of the goals as they see fit.

It is also suggested by the findings that people in "difficult" environments or social situations which they see as unpleasant, are more likely to show disagreement over goals and thus likely to be less effective when measured in terms of meeting those goals. Any organization sending people to work in environments or social situations which are potentially difficult should expect less goal-oriented behaviour than in less difficult situations. Extra preparation to expect and meet the conditions may be necessary. Organizations whose employees face difficult environments may need to provide unusual incentives to accompany the goals they wish to have followed.

Similarly, as mentioned above, it was learned that older, higher ranking officers tended to show slightly greater disagreement with the official goals than did the younger, more junior ones. This might mean that older people welcome less direction, or that more experience with the area of the goals leads to greater questioning. Or it may be merely that the more senior people are less hesitant to state views which conflict with the official policy.

The researcher considers that this is the more likely. Some officers in the foreign service, as they rise in rank and receive the many benefits and status symbols accorded to diplomats abroad, come to have a large degree of confidence in their own expertise. Those with a sense of self-importance come to resent the idea that others might be sufficiently well informed to set goals for them. These are likely to resent any goals they do not originate. One very senior officer described the set of official goals as "totally impractical outside of Canada and a complete waste of time". Whatever the reason for older people showing more divergence, the finding itself is useful in forewarning those setting organizational goals - to give the older people, particularly those at high rank levels, a chance to submit their views or otherwise take extra pains to win their support for the goals, or (possibly to be preferred) to decentralize more authority for goal formation depending on local conditions.

It may be that in multi-national or any other geographically far-flung organization, with people of differing ages working in different environments among different nationalities, one set of goals for all may be less effective than a number of sets of goals which are tailored to take into account the environmental variables. The establishment of a number of sets of goals could lead to a system which would be difficult to administer, and would probably create even greater confusion than now exists as to relative importance of the goals. This would seem most likely where an employee is cross-posted from a post where one goal is considered important to another where it is considered unimportant. Such a diversity of goals would impose extra correspondence as each set of posts with the same set of goals would need to be treated together, but differently from other posts. In addition, conditions could change necessitating changing of the goals.

These complications would suggest that decentralization of authority to set goals in the light of local conditions and the talents and interests of those on staff would be preferable both from the point of view of administrative simplicity and the job satisfaction of those working in the field.

Future research might be directed at comparing the achievements and job satisfaction of officers who are free to pursue general goals as they see fit, with the achievements of officers working with a set of explicit goals ranked by relative importance.

APPENDIX A

Hardship Rating Form

POST RATING FORM

N.B. For questions marked with an asterisk, ratings other than "A" will not be accepted unless detailed justification is provided.

PART ONE

SECTION ONE: ISOLATION

x 1. Geographic Restrictions

- A. Not a hardship factor.
- B. Limited geographic isolation.
- C. Considerable geographic isolation. _____
- D. Extreme geographic isolation.

Comments:

2. Size of English and French-Speaking Community

- A. Over 1,000.
- B. Under 1,000; more than 500.
- C. Under 500; more than 250. _____
- D. Under 250.

3. Language of Majority of Population

- A. English or French.
- B. Other Western European or Romance Language.
- C. All others: _____
 - (i) If English or French widely understood.
 - (ii) If English or French seldom used.

4. Cultural Patterns

- A. Limited cultural differences.
- B. Significant cultural differences. _____
- C. Extreme cultural differences.

SECTION TWO: LOCAL CONDITIONS

* 1. Living Accommodation

- A. Acceptable.
- B. Fair.
- C. Poor.
- D. Very Poor.

Comments:

* 2. Office Accommodation

- A. Acceptable.
- B. Fair.
- C. Poor.

Comments:

* 3. Recreation

(i) Active Sports

- A. Reasonable opportunities.
- B. Limited opportunities.
- C. Virtually no opportunities.

Comments:

* (ii) Social Recreation and Entertainment

- A. Reasonable facilities.
- B. Limited facilities.
- C. Virtually no facilities.

Comments:

x (iii) Libraries and Reading Material

- A. Adequate.
- B. No adequate means of obtaining reading material locally.

Comments:

x 4. Local Transportation

- A. Adequate.
- B. Public transportation facilities (streetcars, bus, taxis) poor by Ottawa standards, but alternatives (office transportation, privately owned vehicles) sufficient to meet essential needs.
- C. No satisfactory transportation facilities available.

Comments:

x 5. Local Services

- A. Satisfactory.
- B. Poor by Ottawa standards with frequent breakdowns and/or poor performance.
- C. Very unsatisfactory.

Comments:

6. Food Supplies

- A. Adequate.
- B. Sufficient acceptable food obtainable without undue difficulty, but marked lack of variety.
- C. Sufficient acceptable food unobtainable, or obtainable only with undue difficulty.

Comments:

x 7. Shopping (Excluding Food)

- A. No undue difficulty.
- B. Marked restrictions of choice and unreliable supplies.
- C. Practically all goods must be imported.

Comments:

SECTION THREE: CLIMATE AND ENVIRONMENT

1. Climate

Category A _____

Category B _____

Category C _____

Category D _____

(To be supplied by the
Department of the Environment)

2. Special Conditions

(Describe in detail any special
environmental or climatic conditions
which impose hardship on employees,
e.g. air pollution, and altitude if
over 6,500 feet)

SECTION FOUR: HEALTH

1. Water

- A. Boiling unnecessary.
- B. Should always be boiled.

NOTE: Posts where bottled water is paid for
from public funds should be rated A.

2. Milk

- A. Pasteurized fresh milk freely available.
- B. No dependable supply of pasteurized or sterilized milk.

4. Environment

- A. Fair standards of municipal cleanliness and sanitation.
 - B. General level of municipal cleanliness and sanitation considerably below Canadian standards.
 - C. Poorly controlled sanitary environment.
-

5. Diseases of Poor Sanitation

- A. No significant problem.
 - B. Risk for Canadians substantially higher than in Canada.
 - C. Risk for Canadians very high.
-

6. Malaria

- A. Not a hazard.
 - B. Prophylaxis only recommended on trips outside the post.
 - C. Prophylaxis necessary at post.
-

7. Major Epidemic Diseases

- A. Not a hazard.
 - B. Epidemic of one or more of the following diseases in the vicinity of the post during the previous twelve months: smallpox, cholera, typhus, plague.
-

8. Other Conditions

- A. No significant risk.
 - B. Other conditions prevalent amongst the local population and constituting a potential threat to the health of Canadian personnel.
 - C. Other conditions prevalent amongst the local population and constituting a significant threat to the health of Canadian personnel.
-

SECTION FIVE: MEDICAL CARE

1. General Practitioner Services

- A. Adequate general practitioner services available at the post.
- B. Limited general practitioner services due to shortage of competent physicians, or to difficulty in obtaining their services.
- C. No adequate service of general medical care. _____

2. Specialist Services

- A. Adequate.
- B. Dependable, competent coverage lacking in one or more of the following specialties: internal medicine, general surgery, paediatrics, obstetrics, gynaecology. _____

3. Hospital Services

- A. Satisfactory.
- B. Local hospitals used by Canadians, but incomplete facilities e.g. private or semi-private rooms not normally available; understaffing; low sanitary levels; food unacceptable by usual Canadian standards.
- C. Local facilities used by Canadians only when evacuation is impossible. _____

4. Drugs and Medical Supplies

- A. Adequate.
- B. Essential drugs and medical supplies scarce or of doubtful quality. _____

5. Dental Care

- A. Adequate for routine care.
- B. No adequate local facilities. _____

PART TWO

This part is to be completed only in the case of posts where local hostility, or the danger of physical violence is regarded as an important and continuing factor in hardship. Either Section 1 or Section 2 to be completed.

* Section One: Hostility

- A. Underlying hostility to Canadians or foreigners in general on part of local population or government with occasional overt manifestations, constituting hardship factor in everyday lives of staff and dependants, but not such as to necessitate physical restrictions or significant intrusion into personal lives of Canadian personnel. Some threat of violence as a consequence of hostility factor may be present.
- B. Evident hostility to Canadians or foreigners in general on part of local population with frequent overt manifestations,
AND/OR

Unfriendly or inhospitable environment for staff and dependants inspired officially by local government,

Either of these conditions resulting in continuing hardship for staff and dependants as caused by such factors as the following: minor but intentional harassments of a continuing nature, occasional organized demonstrations, restricted social contacts, discrimination against local associates, control by host government of LES, etc.

The threat of violence may similarly be present.

- C. Marked hostility to Canadians or foreigners in general on part of local population with continuing manifestations, AND/OR

Hostile environment for staff and dependants inspired officially by local government,

Either of these conditions resulting in significant hardship for staff and dependants as caused by such factors as the following: frequent organized demonstrations, constant surveillance, risk of arbitrary arrest or detention, constant threat of blackmail or other hostile acts by local authorities, close supervision of private lives of Canadian personnel combined with significant restrictions, etc.

The threat of violence may similarly be present.

Comments:

x Section Two: Violence

- A. Incidence of crime (e.g. vandalism, robberies, burglaries and molestation) significantly higher than in Ottawa, constituting hardship factor in everyday lives of staff and dependants, and involving some risk to employees but rarely resulting in injury or property damage provided certain restrictions are accepted. Police protection usually available in main thoroughfares and residential areas, although it may be somewhat less than adequate by Ottawa standards.
- B. Incidence of crime significantly higher than in Ottawa, occasionally involving personal injury and property damage to members of foreign community. Police protection is considered well below Ottawa standards.
- C. Serious acts of violence, including one or more of the following on a continuing basis: mob violence, rioting, crimes with violence, where police protection is not available. Significant incidence of personal injury.
- D. Full-scale hostilities at the post or irregular warfare continually threatening lives and properties of Canadian personnel.

Comments: (Describe nature, frequency and extent of danger to employees and protection available, including where applicable specific examples of incidents involving employees or other members of foreign community.)

A P P E N D I X B

Questionnaire

(circle one)

1. Of your total working experience, what proportion would you estimate to have been directly related to information work?

- 1. 0 - 25%
- 2. 26 - 50%
- 3. 51 - 75%
- 4. 76 - 100%

2. On a world-wide basis, in your own opinion, how much importance do you think the Department of External Affairs gives to information work compared with its other activities?

- 1. high
- 2. medium
- 3. low

3. In total, how many countries have you visited on foreign service business?

(insert #)

.....

4. In total, how many countries have you visited privately?

.....

5. If married, compared with the extent of your own travels, has your spouse travelled?

(circle one)

- 1. More widely
- 2. Approx. as widely
- 3. Somewhat less widely
- 4. Substantially less widely.

6. During your Foreign Service career, how many postings have you had outside Canada?

(insert #)

.....

7. For other than a temporary period of under 3 months, in how many of the posts have you been assigned the Information duties?

.....

8. What is the Department's classification of your present post? (Circle A, B or C)

- 1. A
- 2. B
- 3. C

(insert #)

9. Previous to the present one, how many of your postings were to -

- | | |
|-----------------------------------|--------------|
| (1) Class A Posts | 1. |
| (2) Class B Posts | 2. : : : : : |
| (3) Class C (include old Class 4) | 3. |

10. Your age group (circle one)

1. 20 - 30
2. 31 - 40
3. 41 - 50
4. over 50

11. Sex (circle one)

1. female
2. male

12. Your FS level (circle one)

FS 1, FS 2, FS 3, FS 4

13. Highest educational level completed. (circle one)

- | | |
|----------------------|-----------------------|
| 1. High school | 2. Some College |
| 3. University Degree | 4. Post Grad Degree/s |

14. Effective living arrangement -

(circle one)

1. Accompanied at the post by family.
2. Unaccompanied at the post.

15. Was your elementary education received in Canada?

1. Yes
2. No
3. Partly

16. If married, and spouse is with you at the post, was your spouse's elementary school education received in Canada?

1. Yes
2. No
3. Partly

17. Was your own high school education received in Canada? 1. Yes 2. No 3. Partly
18. If married, and spouse is with you at the post, was your spouse's high school education received in Canada? 1. Yes 2. No 3. Partly

If you have children, circle the appropriate general details:

- | | | <u>girls</u> | <u>boys</u> | <u>with you at the post</u> |
|-----|----|--------------|-------------|-----------------------------|
| | | aged | aged | |
| 19. | 1. | 0 - 5 | 2. 0 - 5 | 3. yes 4. no |
| 20. | 1. | 6 - 12 | 2. 6 - 12 | 3. yes 4. no |
| 21. | 1. | 13 - 20 | 2. 13 - 20 | 3. yes 4. no |
| 22. | 1. | over 20 | 2. over 20 | 3. yes 4. no |

Questions 23 through 32 asked respondents to select from goals paired on a random basis.

The goals were:

- A. To promote an accurate understanding of Canada's national purposes.
- B. To ensure that Canadian interests and Canadian cultural distinctiveness are favourably known and interpreted among the public and by policy-making and decision-taking institutions and individuals.
- C. To increase general knowledge about the bilingual and multicultural character of Canada.
- D. To foster recognition of Canada's achievements in all fields of endeavour.
- E. To elaborate, as required, on the federal nature of the Canadian constitution, and the division of powers between the federal and provincial governments, and to reflect the interests of the provinces.

Questions 23 to 32 were introduced by "Without consulting any official source, circle for each of the following pairs, the number at page right which represents that goal which you personally consider to be the more important of the two for the Department's information program".

Question 23 asked respondents to select from goals A and D,

Question 24 from B and C. Question 25 from C and A. Question 26 from D and E.

Each possible goal choice appeared four times and was paired with each other goal choice.

Each goal appeared in both first and last position to avoid possibly biasing respondents by the goal's order of appearance.

33. Describe briefly, on the back of this page, any additional information goals which you would suggest are appropriate at your current post.
34. Please rank order the following goals by numbering them; from number 1 for that which you would consider of the most importance to number 8 for that of the least value to the information program.

To promote an accurate understanding of Canada's national purposes.

To elaborate, as required, on the federal nature of the Canadian constitution, and the division of powers between the federal and provincial governments, and to reflect the interests of the provinces.

To increase general knowledge about the bilingual and multicultural character of Canada.

To foster recognition of Canada's achievements in all fields of endeavour.

To ensure that Canadian interests and Canadian cultural distinctiveness are favourably known and interpreted among the public and by policy-making and decision-taking institutions and individuals.

Promoting exchanges of ideas, goods and people.

Communicating Canada's interest in, and understanding of, host country's aims and objectives.

Carrying out information programs which support major mission objectives.

(circle one)

61. The normal posting period at your present post is -
1. 6 - 18 months
 2. 19 - 30 months
 3. 31 - 40 months
 4. over 40 months
62. How much of that time have you completed?
1. under 1/4
 2. 1/4 - 1/2
 3. 1/2 - 3/4
 4. over 3/4
63. Do you think the regular posting period of your present post should be -
1. increased
 2. unchanged
 3. decreased
- state briefly why
-
64. Relative to all other places you have lived, how does the country of your present post compare?
- (a) Socially, conditions at the post are:
1. very good
 2. good
 3. average
 4. poor
 5. very poor
- (b) Your working conditions at the post are:
1. very good
 2. good
 3. average
 4. poor
 5. very poor
65. In addition to yourself, how many Canadians are on the mission staff?
1. 1 - 10
 2. 11 - 20
 3. 21 - 30
 4. over 30

(circle one)

79. If asked to extend your present posting,
you would be:

1. eager
2. willing
3. reluctant
4. unwilling to extend.

A P P E N D I X C

Post Hardship Levels

POST HARDSHIP LEVELS

Level 0 to I

Athens, Greece	Nairobi, Kenya
Atlanta, USA	New Orleans, USA
Berlin, Germany	New York, USA
Berne, Switzerland	NAC, Brussels
Bonn, Germany	OAS, Washington
Bordeaux, France	Oslo, Norway
Boston, USA	Paris, France
Bridgetown, Barbados	Philadelphia, USA
Brussels, Belgium	Permanent Mission, EEC
Budapest, Hungary	Permanent Mission, EAEC
Buffalo, USA	Permanent Mission, ECSC
Canberra, Australia	Permanent Mission, OECD
Cape Town, South Africa	Pretoria, South Africa
Caracas, Venezuela	Rabat, Morocco
Chicago, USA	Reykjavik, Iceland
Cleveland, USA	Rio de Janeiro, Brazil
Copenhagen, Denmark	Rome, Italy
Dallas, USA	Sao Paulo, Brazil
Detroit, USA	San Francisco, USA
Dusseldorf, Germany	San Juan, USA
Hamburg, Germany	Santiago, Chile
Helsinki, Finland	Seattle, USA
Holy See, Italy	Stockholm, Sweden
Johannesburg, South Africa	Strasbourg, France
Lisbon, Portugal	Stuttgart, Germany
London, Britain	Sydney, Australia
Los Angeles, USA	The Hague, Netherlands
Marseille, France	Tokyo, Japan
Melbourne, Australia	United Nations: Geneva,
Mexico, Mexico	New York
Milan, Italy	Paris
Minneapolis, USA	Vienna
	Vienna, Austria
	Wellington, New Zealand
	Washington, USA

LEVEL I

Bogota, Colombia
Botswana
Bucharest, Romania
Beunos Aires, Argentina
Dakar, Senegal
Hong Kong
Kingston, Jamaica
Kuala Lumpur, Malaysia
Lesotho
Lima, Peru
Port Moresby, New Guinea
San José, Costa Rica
Seoul, Korea
Singapore, Singapore
Suva, Fiji
Tunis, Tunisia

LEVEL II

Abidjan, Ivory Coast
Accra, Ghana
Addis Ababa, Ethiopia
Algiers, Algeria
Ankara, Turkey
Bangkok, Thailand
Belgrade, Yugoslavia
Brasilia, Brazil
Budapest, Hungary
Cairo, U.A.R.
Dar-es-Salaam, Tanzania
Guatemala City, Guatemala
Kampala, Uganda
Lusaka, Zambia
Manila, Philippines
New Delhi, India
Port-au-Prince, Haiti
Port of Spain, Trinidad and Tobago
Prague, Czechoslovakia
Tehran, Iran
Tel Aviv, Israel
Warsaw, Poland

LEVEL III

Baghdad, Iraq
Bamako, Mali
Belfast, Northern Ireland
Belize, British Honduras
Colombo, Sri Lanka
Dublin, Ireland
Georgetown, Guyana
Havana, Cuba
Islamabad, Pakistan
Jakarta, Indonesia
Kinshasa, Zaire
Moscow, U.S.S.R.
Niamey, Niger
Ouagadougou, Upper Volta
Peking, P.R.C.
Yaoundé, Cameroon

LEVEL IV

Beirut, Lebanon
Dacca, Bangladesh
Jeddah, Saudi Arabia
Lagos, Nigeria
Saigon, Republic of Viet-Nam