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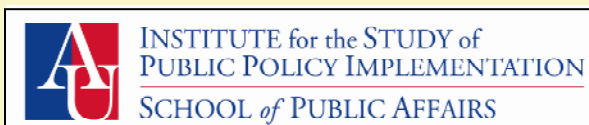
NATIONAL ACADEMY OF PUBLIC ADMINISTRATION

# AGENCIES IN TRANSITION

*A Report on the Views of the Members of the Federal  
Senior Executive Service*



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2009



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**NATIONAL ACADEMY OF  
PUBLIC ADMINISTRATION**

**February 2009**

# **AGENCIES IN TRANSITION**

*A Report on the Views of Members of the  
Federal Senior Executive Service*

**ADVISORY PANEL**

**Jonathan D. Breul\***  
**Frank J. Chellino\***  
**Nancy Kingsbury\***  
**Kristine M. Marcy\***

\* *National Academy Fellow*

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**Frank DiGiammarino**, *Vice President*  
**Lena E. Trudeau**, *Program Area Director*  
**Mara Patermaster**, *Project Director*  
**Leslie Day**, *Senior Analyst*  
**Lois Fu**, *Senior Advisor*  
**Bryna Helfer**, *Senior Director of Civic Engagement*  
**Bill Resh**, *Consultant*  
**Daniel A. Munz**, *Senior Research Associate*

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National Academy of Public Administration  
900 7<sup>th</sup> Street, N.W., Suite 600  
Washington, DC 20001-3888  
[www.napawash.org](http://www.napawash.org)

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\* *National Academy Fellow*

## FOREWORD

It is tempting to think of leadership transition in government as something that happens only once every four or eight years. While presidential transitions are undoubtedly the largest in terms of magnitude and scope, leadership transition in government is a constant process. In fact, the average tenure of Senate-confirmed appointees is only 3.3 years, while appointees at executive departments generally spend only 2.8 years in a single post.<sup>1</sup>

In a federal government made up of departments and agencies as large and complex as any Fortune 500 company, a strong leadership team is critical to effective governance. Given the broad scope of the challenges facing America today, the need for continuity that transcends the tenure of individual political leaders is even more apparent. Fortunately for all of us, there is a group of public servants who provide this critical continuity and ensure effective governance even in the face of frequent transition: the Senior Executive Service.

Members of the Senior Executive Service, or SES, serve as the primary link between political appointees and the rest of the federal workforce, operating and overseeing nearly every government activity across nearly 75 agencies. They play a significant role during presidential transitions, ensuring the continuity of our government and the multitude of programs upon which Americans depend. Members of the SES are also uniquely positioned to help incoming political leadership build on the positive reforms of the past, and provide insight from lessons learned that can inform success in the future.

The National Academy of Public Administration saw this Presidential transition as an opportunity to draw upon the experience of the SES to find ways to strengthen the partnerships between political and career leaders and build a more efficient and effective government. The results of our study reinforce the critical role played by members of the SES, while revealing that the majority of these career leaders, though experienced in government, are relatively new to managing transition issues as executives.

We believe that the 1,116 members of the SES who responded to the survey, along with thousands of others who have dedicated their lives to public service, stand eager to rise to the challenge. We hope that results of this study and its recommendations provide a practical foundation for designing capacity-building strategies to accomplish great things.



Jennifer L. Dorn  
President and Chief Executive Officer

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<sup>1</sup> Marchbanks, III, Miner P. and B. Dan Wood. "What Determines How Long Political Appointees Serve?" *Journal of Public Administration Research and Theory*. 2008; 18(3):375-396.

## ACKNOWLEDGEMENTS

The National Academy gratefully acknowledges the financial support received for this project from BearingPoint and Dun & Bradstreet, Inc. We also owe a debt of gratitude to the American University Institute for the Study of Public Policy Implementation and its Director, Robert M. Tobias, for sharing with us the talents of a doctoral candidate, Bill Resh, who provided a critical analytical perspective to the study.

Special thanks to Martin Goldberg and Kristine Marcy for their vision in conducting this survey. Without their diligence and guidance, the National Academy would not have been able to undertake this important work.

Special appreciation also goes to the officers at the U.S. Office of Personnel Management, Office of Executive Resources, to the many Executive Resources Professionals across government who made it possible for us to reach members of the Senior Executive Service and to the senior executives who completed the survey instrument and participated in the focus groups.

Finally, the findings in this report reflect the insights of several National Academy Fellows who served on the Advisory Panel that guided our efforts — Jonathan Breul, Nancy Kingsbury, Frank Chellino and Kristine Marcy. Much appreciation to them and to the National Academy staff and advisors who supported this initiative.

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## ACRONYMS

<b>National Academy</b>	National Academy of Public Administration
<b>OPM</b>	Office of Personnel Management
<b>PA</b>	Political Appointee
<b>PAS</b>	Senate Confirmed Presidential Appointee
<b>SES</b>	Senior Executive Service (Career ( C ) and Noncareer (NC))
<b>Transition</b>	Presidential Transition

# EXECUTIVE SUMMARY

## A Challenging Environment

President Obama is making nominations for Cabinet positions, but the duration and outcome of the Senate confirmation process for these and the thousands of other political appointees who support them remains unknown. This extended and uncertain period of transition poses significant challenges for agencies and career employees. In addition to the obvious complexity inherent in managing through a period of leadership turnover, members of the SES must also prepare presidential appointees to "...make the leap from campaigning to governing by informing them of the major management issues, risks, and challenges they will face."<sup>2</sup>

Because political appointees typically have short tenures, it is critical that they quickly transition into office, and immediately begin leading their agencies and departments in service of America and the President's agenda. Once confirmed, many of these leaders will face a steep learning curve as they orient to the mission, programs, policy, and culture of their organizations, and get to know their new staff. This challenge is even more pronounced because the 2009 presidential transition occurs in the midst of significant challenges, including a global economic crisis, two wars, a continued emphasis on ensuring homeland security, and a clear demand for action on fronts as diverse as health care and energy independence.

Prior to the arrival of a political appointee, it is the Senior Executive Service (SES) that provides critical leadership for an agency and its staff. It must maintain the flow of work in support of the agency's mission, while simultaneously preparing for the arrival of new leadership. As new political appointees arrive, it is the SES that must help them quickly understand the agency and build a good working relationship to advance the goals set for their organization. It is a complex, multifaceted role, made even more difficult by a compressed timeline.

## Summary of Findings

This survey, associated focus groups and secondary research provides an important perspective on the current career members of the Senior Executive Service — their experience, the challenges they see, and how they view their role in the transition. Its most important conclusion, however, is that there remains an unaddressed gap between the skills that SES members view as most important to their success, and the preparatory activities that are underway for the transition.

While there are over 7,000 members of the Senior Executive Service, the majority of them are relatively new to their executive position. Further, most members of the SES are leading Presidential transition activities in their organizations for the first time in their careers. Moreover, while these executives have the responsibility to work with incoming political leaders,

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<sup>2</sup> The Upcoming Transition: GAO's Efforts to Assist the 111th Congress and the Next Administration, Testimony Before the Subcommittee on Government Management, Organization, and Procurement, Committee on Oversight and Government Reform, U.S. House of Representatives, September 24, 2008.

the transition activities underway to prepare agencies for their arrival appear to be missing some of the most critical elements required to support successful transition.

In particular, many agencies are failing to prepare analyses of important external stakeholders, including Congressional Members and Committees that can provide critical early support for, or opposition to, key agency or department priorities. Gaps like these, if left unaddressed, can do more than aggravate a smooth transition; they can lead to long-term challenges that undermine the effectiveness of political appointees and SES alike.

Survey data also reveals a strong desire on the part of SES to learn more about how to prepare for and manage through a successful transition. A majority of survey respondents reported they had received no training on how to work with political appointees, though those who had, said that it was helpful to them.

## **Recommendations**

Given the critical role that SES members play in managing leadership transitions, the Panel recommends that executives throughout government undertake the following preparatory activities:

### **Prepare Your Organization**

- Prepare materials for the new leadership that will inform them of what they need to know, without overwhelming them with the details. The information should convey both:
  - A clear understanding of the agency, its mandate, resources (people and dollars), and stakeholders; and
  - A snapshot of the critical challenges facing the agency, together with data, analysis and options to inform new leadership in making policy choices.
- Set a positive tone for the change in leadership for your staff—they will follow your lead. Explain to staff how the transition process works and keep them informed about the status of the transition process.

### **Prepare Yourself**

- Know your role as a subject matter expert and resource, not as the public “face” of the organization. Know your organization and your place within it. The challenge is to maintain stability among the permanent staff and the functionality of the agency during the transition period while working closely with the PA to minimize their learning curve and enable them to maximize their effectiveness, right from the start.
- Learn all you can about your new political leadership. Read up on their experience, accomplishments, management style, and background before they arrive. Be prepared to take the conversation beyond the briefing books and to help the incoming PA build relationships with the team that will help them succeed.

- The transition will require long hours and short time frames to accomplish goals. You personally must be prepared both mentally and physically for offering the support your new leadership will require.

### **Prepare for a New Working Relationship**

- Your new leadership will rely on your knowledge of external stakeholders and key Congressional contacts. Help them understand who your organization works with, who can help, and who can hurt.
- Change is the mandate, and incoming leaders will bring a host of new ideas. Be open to hearing a fresh perspective, and focus on possibilities. This will greatly strengthen your partnership and facilitate a good working relationship.
- The new leaders will rely on your insight and expertise, but you must understand when and how to offer that insight. Avoid “information overload,” but provide honest counsel when called upon.



# INTRODUCTION

## Background

The U.S. Office of Personnel Management (OPM) defines the SES as “men and women charged with leading the continuing transformation of our government”:

This dedicated corps of executives shares a commitment to public service and a set of democratic values grounded in the fundamental ideals of the Constitution. As the leaders of our Federal civilian workforce, Senior Executives strive each day to create a more citizen centered, results oriented Federal Government.<sup>3</sup>

Members of the SES operate under heightened visibility, undergo closer scrutiny and have more contact with those outside their agency than nearly any other class of non-political public servants in government. Its members serve in the positions immediately subordinate to presidential appointees. They serve as the primary link between these appointees and the rest of the federal workforce, managing and overseeing nearly every federal government activity. These experiences contribute to their ability to successfully manage transitions and exercise leadership in their organizations during times of change.

When the National Academy undertook this survey, our goals were to leverage the unique opportunity presented by the first Presidential transition in eight years to:

- Better understand key activities in transition that lead to success; and
- Identify and explore promising practices and successful approaches to developing the strong political/career leadership teams necessary to produce results quickly and effectively.

This report presents the key findings of this effort.

## Methodology

The National Academy convened an expert Panel to guide its research, review survey findings, and make recommendations for improving transition activities and outcomes at the SES level. All members of the Panel are former members of the SES, with deep experience in navigating Presidential transitions. Appendix A provides biographies of the Panel members and key project staff.

This study of leadership transition in government relied on three research methods:

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<sup>3</sup> “About the Senior Executive Service.” Office of Personnel Management.  
<[http://www.opm.gov/ses/about\\_ses/index.asp](http://www.opm.gov/ses/about_ses/index.asp)>

1. **Online Survey.** Data was gathered through an online survey of SES employees (n=4,799) in 40 civilian and defense agencies across the Federal government, conducted between September 29 and October 24, 2008. A total of 1,116 completed surveys were returned, representing a response rate of 23%.
2. **Focus Groups.** Four focus group sessions were conducted with a total of 15 members of the SES to further probe issues surfaced during the survey. These focus groups were conducted between October 15 and November 13, 2008.
3. **Secondary Research.** A number of documents were reviewed to provide additional context to this study. Three sources of information proved particularly helpful:
  - *Strengthening Senior Leadership in the U.S. Government* (National Academy of Public Administration, December 2002)
  - *Getting New Government Leaders on the Fast Track to Success: A Framework* (Frank DiGiammarino, 2006)
  - *Change of Command: Report on a Summary of Presidential Appointees with Senate Confirmation* (G. Edward DeSeve, November 2008)

## FINDINGS

Two overarching findings emerged from the research and survey data, and were further validated in focus group sessions:

1. An effective relationship between presidential appointees and members of the SES cadre is critical to achieving results; and
2. Results could be improved by finding ways to foster a positive relationship between political appointees and members of the SES.

The ability to engage in strategies for “building trust” is an important yet elusive competency that is highly valued among experienced members of the SES. The table below contains selected responses from open-ended survey questions that demonstrate the value of trust.

What are the top 3 things you would recommend to other members of the SES to help foster a strong partnership with new Presidential Appointees?
Assume the best in new appointees. Don't start a cycle of distrust.
Avoid them vs. us mentality. We are all working for the taxpayers. Just do the right thing.
Be honest, accurate and forthcoming in providing information and advice.
Start building trust on day one.
Be honest in your communications, and carefully differentiate between facts and your opinions.
Be credible and don't make commitments you cannot keep.
Assume the appointee really cares about your agency and its mission, and wants to make a positive difference.
Be adept at building trust and helping them avoid missteps.
Be open with the appointee to quickly develop a level of trust.

These findings are consistent with the work of others in this area, including Steven M. R. Covey, author of *The Speed of Trust: The One Thing that Changes Everything*. In it, he speaks to the often-held perception that either trust exists or it doesn't, and that when the latter is the case, not much can be done to build trust. He writes: “I strongly disagree. In fact, both my personal life and my work as a business practitioner over the past 20 years have convinced me that there is a *lot* we can do about it. We *can* increase trust—much faster than we might think—and doing so will have a huge impact, both in the quality of our lives and in the results we're able to achieve.”<sup>4</sup>

<sup>4</sup> The SPEED of Trust: The One Thing that Changes Everything, Stephen M.R. Covey, October 2006, p. 3.

Specific findings fall into one of the following four categories:

(1) *SES Profile*: What executive and transition experience do respondents possess?

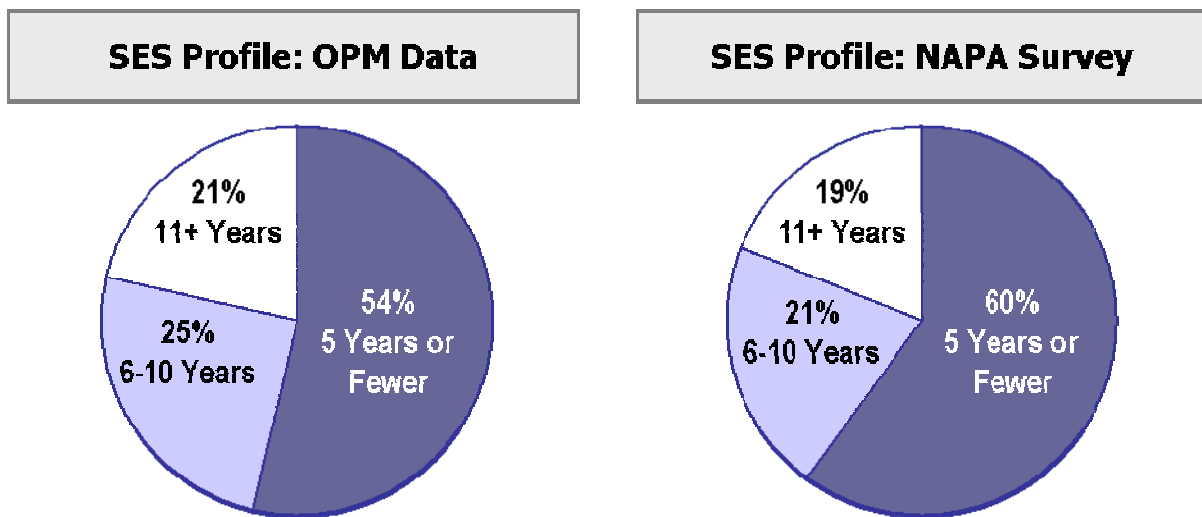
(2) *Challenges of Transition*: What are the most challenging elements of managing during a presidential transition?

(3) *Assets at Hand*: What are the most important assets available to members of the SES in dealing with management challenges during transition?

(4) *Roles in Transition*: What role should members of the SES play in transition? Or How do the roles of SES and political appointees relate in transition?

### (1) SES Profile

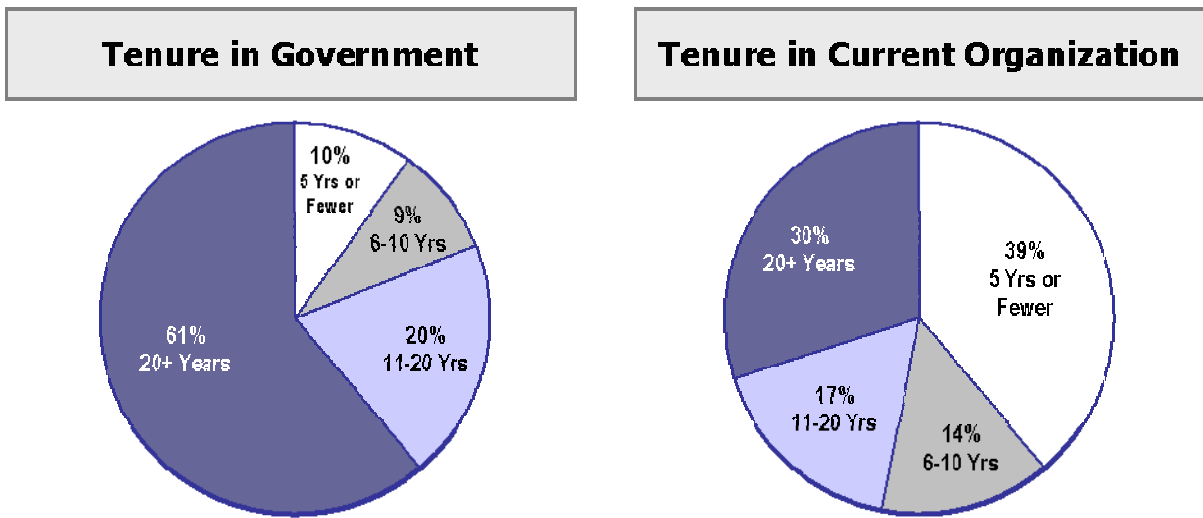
Among those who responded to the survey and consistent with OPM data on the more than 7,000 members of the SES, the majority are relatively new to an executive position: 60% of survey respondents have been a member of the SES for 5 years or less.<sup>5</sup> Further, most of those who say they are leading Presidential transition activities in their organization are doing so for the first time in their career. Few SES members have experienced a presidential transition while in an executive leadership role, and approximately one third (33%) reported that they have not even experienced a transition of the political leadership in their organization as an SES. Survey results were also compared with Office of Personnel Management (OPM) data. See chart below.



Source: U.S. OPM Senior Executive Service Survey Data, May 2008

<sup>5</sup> OPM data indicate that 54% of all SES have 5 or fewer years in their leadership role, and the SES in the present sample are fairly consistent in their experience levels when compared to the population of SES across government.

Despite their relatively short time as executives, however, most SES members have long tenure in government service, with 61% having 20 or more years of experience. In addition, nearly one-third (30%) have spent those 20 years in their current organization, and another third (34%) have spent at least 6 years in their current organization. Based on the NAPA survey data, the following charts show tenure responses.



Most respondents are serving in the same agency in which they entered the executive service. This finding is consistent with an earlier National Academy report (1989)<sup>6</sup> that found that most members of the SES stay with the agency in which they served when they joined the executive ranks. As a result, they bring to the table both subject matter expertise and a detailed knowledge of the “moving parts” and key stakeholders that affect their agency or department. This knowledge can provide a strong foundation for working with political leaders, even when formal leadership training or long-time senior executive experience is lacking.

In addition to this strong knowledge base, it is important to remember that members of the SES are selected based on performance and aptitude for the challenges of leadership, and membership in the SES is widely seen as an important achievement. As the National Academy reported in 1989:

Entry in the SES marks the passage of an important threshold in the life of a career federal employee. Membership in the SES is the profession’s highest status, and it brings changes in responsibilities and perspectives. SES members operate under broader expectations and carry out larger responsibilities than other public servants.

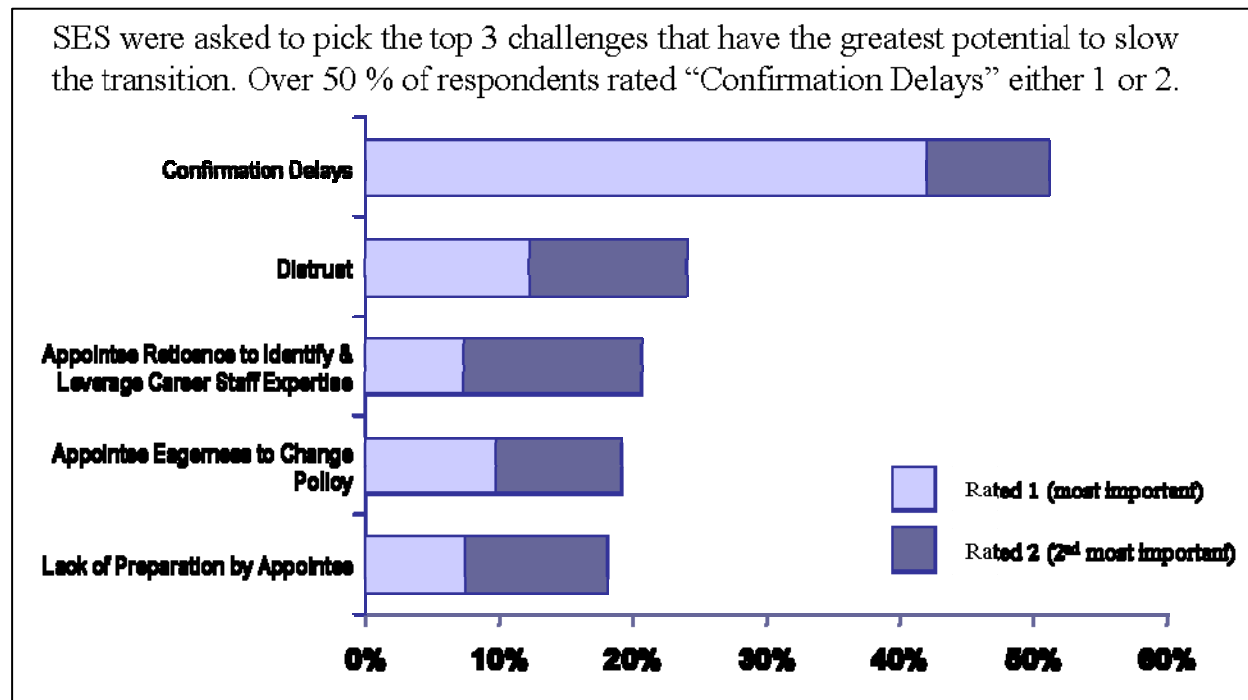
<sup>6</sup> See National Academy of Public Administration (August, 1989). *Guidebook for the Senior Executive Service*. Prepared for the Federal Executive Institute, Office of Personnel Management.

## (2) Challenges of Transition

Managing change is always challenging, but never more so than during a presidential transition. Not only do the politically appointed leaders change, but, particularly in this transition, there are fundamental changes in the expectations of government. In addition to addressing the economic crisis, healthcare reform, the war, and homeland security threats, President Obama promised a more open, participatory, transparent government – and it will be up to the political and senior career executives in government to deliver on that promise. Focus group members discussed the unknown impact of these challenges on both the responsibilities and funding of certain agencies.

### *The Process*

The new administration brings a mandate for change, but how that change will translate into specific impacts on government agencies is still unknown. Further, the duration of the transition and transformation phase is uncertain. While the new president took office on January 20<sup>th</sup> and most cabinet positions will be filled relatively soon, the many other political appointees who will run the operational agencies throughout government may take months to identify and even longer to confirm. Delays in Senate confirmations were identified as the greatest potential factor in slowing the pace of transition; 50% of survey respondents selected this as either the first or second greatest challenge they face. Key appointments to top-level positions usually occur prior to lower level political appointments, and delays cascade to multiple levels.



Focus group participants noted one additional impact of longer gaps in leadership for some organizations (e.g., regulatory). Confirmation delays lessen their ability to continue conducting “pro-active business,” and many agencies shift to “enforcement-only” mode until the new political appointee is in place.

## ***The People***

Even after confirmation, the new political leader faces a learning curve. Even if the new leader is familiar with the industry or subject matter involved, they may be unfamiliar with government rules, processes and budget requirements. The National Academy reported in 1989 that the range of backgrounds among appointees makes it hard to characterize them as a group, or make assumptions about what agency-specific knowledge they bring. Nearly 20% of respondents said that appointees who lack preparation for their new position pose a challenge to a rapid and successful transition.

Until they arrive and begin work, it is not clear how or what policy direction they will set for the agency, or what leadership style they will employ. Focus group participants describe the fit between the new administration and their own views on policy as a potential challenge to successful transition. Individual differences in personal style and the strength of external power bases were also identified by focus group participants as significant challenges to a successful transition.

In addition, appointees vary in the level of trust they have in career employees—a sentiment reciprocated by career employees with respect to new political leaders—and in their willingness to engage the SES as full members of the leadership team. Establishing trust was identified by nearly 25% of survey respondents as potentially impeding a successful transition.

### **(3) Assets at Hand**

#### ***SES Are Up to the Task***

The study data indicate that despite the challenges of their transition responsibilities, SES members understand what is needed to achieve a successful transition and form an effective partnership with their political counterparts.

#### ***Key Attributes: Career SES and Appointees***

Members of the SES see the roles of senior executives and political appointees as complementary. When asked to select key attributes for success of each Career SES and Appointees, respondents selected identified certain attributes required by both, as well as a couple of factors unique to one group or the other. For instance, members of the SES view certain internally oriented factors (i.e., knowledge of policies and processes, ability to support the goals set by the new administration) as most important to the success of career executives in government, while they identified several externally oriented attributes (i.e. the ability to deal successfully with Congress, understanding of external stakeholders and the ability to understand and articulate the Administration’s policies) as key to the success of appointees. As seen in the figure below, survey respondents reported an understanding of the organization, its people, and their own role as important attributes for both SES members and political appointees.

The figure below lists the top five attribute required for success of SES and Appointees, as determined by SES respondents. Those attributes highlighted in color are divergent attributes, while the factors without color are shared.

SES Attributes	Appointee Attributes
Knowledge of policies & processes	Ability to deal successfully with Congress
Ability to support the goals set by the new leadership	Understanding their role within the organization
Understanding who the external stakeholders are and how they work with your office	Understanding who the external stakeholders are and how they work with your office
Understanding your role within the organization	Understanding the internal culture and people in the office
Understanding the internal culture and people in the office	A reputation for being mission driven

#### (4) Roles in Transition

##### *Role of SES*

According to survey and focus group participants, SES members serve the two key functions: educator of the incoming leadership and leader of the organization during the transition. It is the SES who must: ensure that political appointees have the resources and knowledge to become integrated into the organization; communicate with employees and stakeholders in ways that inspire trust and confidence; maintain stability among the permanent staff; and manage the core business of the organization while gaps in leadership exist.

It is not unusual for SES members to serve as the interim agency leadership, temporarily taking on roles normally reserved for appointees. They are the stewards of their agency, responsible for “making the trains run on time” and maintaining routine business during a time of leadership transition.

With extensive experience in government, SES members are experts in both the substantive and organizational aspects of their agency or department. Focus group participants describe one facet of the SES’s role as “educator,” responsible for sharing their understanding of the organization, its issues and its stakeholders with the incoming appointees. They emphasized, however, that inundating political appointees with new information is not the goal. Being an effective educator requires a good sense of balance—providing information selectively and when relevant. In the words of two executives:

“The strategy might be called “facilitate and educate” and provide the “tools” to address the first 100 days and get them through the budget cycle.”

“The natural tendency of the political appointees is to “throw away” the old play book and bring in their own. However the SES have an obligation to educate the PAS on what the workforce is dealing with and what they can and cannot do, and help them avoid mistakes by helping them identify the key issues and solution(s) in digestible amounts.”

### ***Role of Political Appointees***

SES members view the role of political appointees as the person who sets the tone for the administration, engages with key people both within and outside the organization, and communicates their vision and goals. Comments from the survey indicate that the incoming leadership can be most effective in their new role by:

- Articulating an understanding of the administration’s policies;
- Quickly getting a sense of the organization, and setting a positive tone by reaching out and acknowledging the value of the career workforce;
- Letting the workforce get to know who they are in the first 30 days; and
- Engaging with external stakeholders and interest groups, with particular attention paid to Congress.

Each of these actions requires a willingness to keep an open mind and demonstrate an appreciation for career employees and their contributions. As noted in a recent survey of political appointees, effective political leadership requires the inclusion of career employees as key partners, not adversaries.<sup>7</sup>

### ***Transition Activities across Government***

Respondents indicated that there were already several important activities underway related to transition across government, even in late October (prior to the election), when the survey was taken. The most frequent responses identified more traditional approaches to transition preparation: briefings on the budget, agency mandate, and major risks.

These agency transition activities did not, however, align with the most important information that survey respondents said is needed by appointees. For example, while “understanding external stakeholders” was identified as one of the top three attributes needed by appointees, less than half of the survey respondents (42%) said that their organizations were compiling stakeholder information for use by these appointees. The ability to deal successfully with Congress was also listed as a very important attribute for appointee success, yet only 38% of

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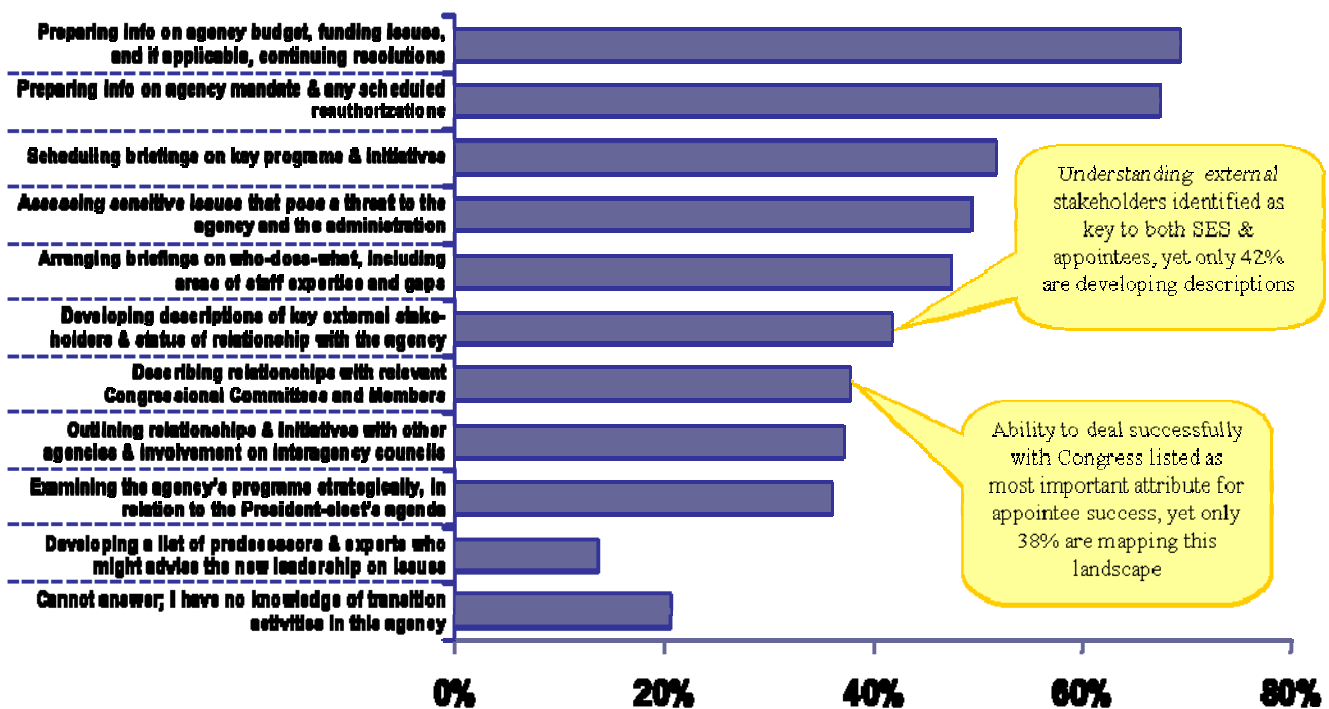
<sup>7</sup> “Change of Command: Report on a Survey of Presidential Appointees with Senate Confirmation (PAS)” G. Edward DeSeve and The IBM Center for the Business of Government, the National Academy of Public Administration and the Partnership for Public Service, November 2008.

respondents had spent time mapping the relevant Congressional Committee and Member relationships and policy positions.

Although “examining the agency’s programs strategically, in relation to the President-elect’s agenda” was strongly recommended by focus group participants, only about one third (35.9%) of respondent agencies appeared to be doing this at the time of the survey.

Perhaps more telling is that one-fifth of the respondents—all members of the SES—said they had no knowledge of the transition activities in their agency. Considering that SES members play such a critical role in transition—even before an election—this finding indicates, at a minimum, a gap in communication with SES members about actual transition activities, if not lack of preparation in some agencies.

### *Agency Transition Activities Identified in the Survey*



### *SES Influence on the Success of a Transition*

Survey respondents were clear about the indicators of measuring their own success in managing the transition. Some of those success measures track directly to the SES’s role as “educator” (i.e., “appointee quickly develops an understanding of the system”), while others relate to their ability to serve as an effective bridge between the top leadership and other agency staff. The top rated performance indicators were:

- Appointee quickly develops an understanding of the system;
- Appointee articulates a compelling vision of priorities to obtain the buy-in of employees;

- Appointee is active in empowering the organization to remove barriers to success;
- Appointee is committed to a plan for action that also supports mission;
- The organization establishes strategic objectives that are being measured;
- Appointees and those outside the agency can articulate key goals and objectives;
- “Buy-in” is achieved by taking the process out at all levels of the organization and all staff is involved;
- We are part of the same team and understand how decisions are made; and
- When there is trust between the SES and the political appointee.

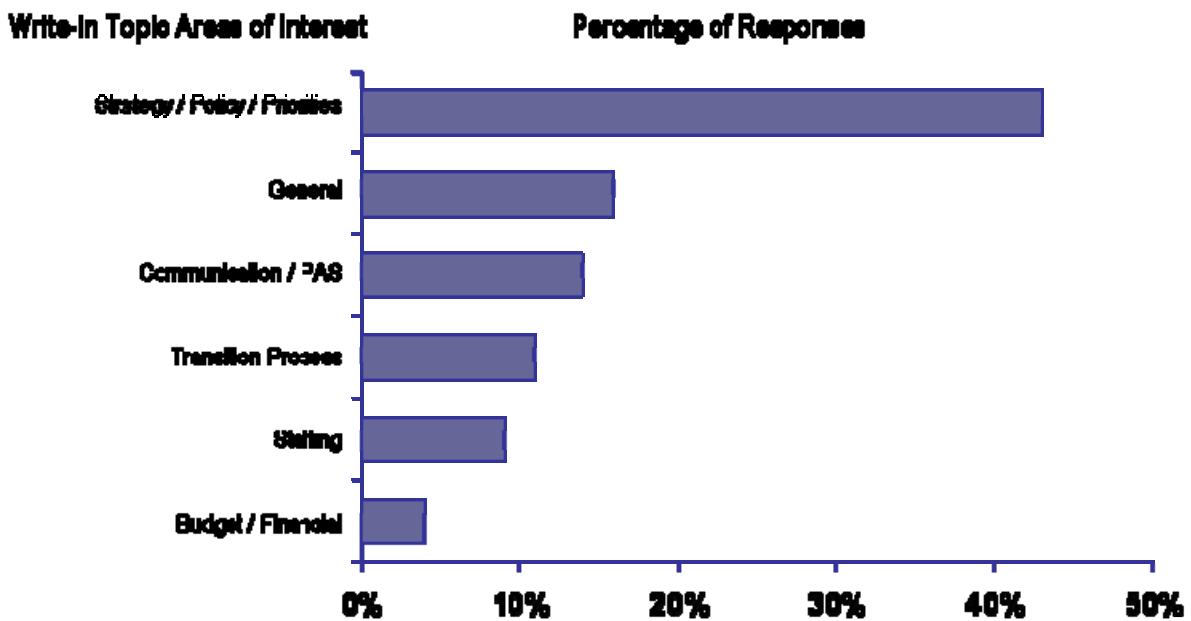
Again, the theme of “trust” between SES and appointees emerged. It is both a critical success factor for a successful transition, and indicator of an ongoing partnership between career and political leaders in government.

### *Gaps in Preparedness*

As noted earlier, relatively few survey respondents were among the ranks of the Career SES during previous transitions, and similarly, few have received any kind of training in working with political appointees (77.6%). Those who did receive training viewed it positively; 78% rated it as “very” or “somewhat” helpful. This suggests that newer SES members might benefit from an orientation on leading during political transitions and developing effective partnerships with their political leaders.

When asked to suggest topic areas of interest to them, if transition assistance were available, the most frequently mentioned topics were:

### *Transition Assistance Needs*



Respondents said they would prefer to receive assistance in preparing for the transition through:

- Policy briefings;
- Discussions with their peers;
- Written materials; and
- Attendance at seminars or training sessions.

### **Summary**

The findings of this study demonstrate that despite the newness of presidential transitions for most SES, they have a clear understanding about the role they must play in assisting new political appointees, the importance of forming an effective partnership, and their role in the process. At the same time, they would like help in preparing for those roles, and are eager to engage in training and other activities that will promote success.

## APPENDIX A: ADVISORY PANEL AND STAFF BIOGRAPHIES

### Advisory Panel of Fellows

**Jonathan D. Breul**,—Former Member of the Board, NAPA; Executive Director, IBM Center for the Business of Government, and Partner, IBM Global Business Services. Former positions with U.S. Office of Management and Budget: Senior Advisor to the Deputy Director for Management; Chief, Evaluation and Planning Branch, General Management Division; Senior Management Analyst. Former Senior Grants Policy Specialist, Office of the Assistant Secretary for Management and Budget, U.S. Department of Health and Human Services.

**Frank J. Chellino**—Chair, DHS Transition Study, President and Chief Executive Officer, Langley-Hunt International, Inc. Former positions with U.S. Drug Enforcement Administration: Special Agent in Charge, Miami Division Office; Special Agent in Charge, Washington Division Office; Deputy Assistant Administrator, Office of Inspections; Assistant Special Agent in Charge, Washington Division Office; Supervisory Senior Inspector, Office of Professional Responsibility; Unit Chief, Office of Security Programs.

**Nancy Kingsbury**—Managing Director, Applied Research and Methods, U.S. Government Accountability Office. Former positions with U.S. General Accounting Office: Acting Assistant Comptroller General for General Government and Director for Planning and Reporting, General Government Division (GGD); Director, Federal Human Resources Management Issues, GGD; Director, Air Force Issues, National Security, and International Affairs Division (NSIAD); Director, Foreign Economic Assistance Issues, NSIAD; Associate Director, Defense Manpower and Logistical Issues, NSIAD; Acting Associate Director, Air Force Issues. Former positions with U.S. Civil Service Commission/Office of Personnel Management: Staffing Specialist, and Management Analyst. Former Director of Resource Management, Peace Corps.

**Kristine M. Marcy**—Member of the Board, NAPA, Consultant, McConnell International. Former Chief Operating Officer, Small Business Administration; Senior Counsel, Detention and Deportation, Immigration and Naturalization Service; Assistant Director for Prisoner Services, U.S. Marshals Service, U.S. Department of Justice; Associate Deputy Attorney General, Office of the Deputy Attorney General, U.S. Department of Justice; Acting Director/Deputy Director, Office of Construction Management and Deputy Budget Director, U.S. Department of the Interior; Deputy Assistant Secretary, Office of Civil Rights, U.S. Department of Education; Assistant Director, Human Resources, Veterans and Labor Group, U.S. Office of Personnel Management.

### Staff

**Frank DiGiammarino**, *Vice President for Strategic Initiatives and Business Development*—Frank DiGiammarino oversees business development and the creation and execution of special initiatives at the National Academy that can deliver innovative approaches to addressing government's management challenges. In addition, he oversees the National Academy's government relations, outreach and communications efforts. Frank previously served as a Program Area Director and Director of the National Academy's Executive Consortium. He has worked on National Academy studies of the Federal Bureau of Investigation, with a specific focus on field structure reorganization. Former positions include Director and DOD Practice Area lead at Touchstone Consulting Group, General Manager and Director of Program Management at Sapien Corporation, and Principle Consultant with the State and Local Practice at American Management Systems.

**Lena E. Trudeau, Program Area Director**—Lena Trudeau oversees the National Academy’s work with the U.S. Coast Guard, the Federal Emergency Management Agency, the Environmental Protection Agency, the Department of State and the National Park Service. In addition, Ms. Trudeau directs the Collaboration Project, an independent forum of leaders committed to leveraging Web 2.0 and the benefits of collaborative technology to solve government’s complex problems. Immediately prior to joining the National Academy, she served as Vice President, Consulting Services for Ambit Group, a strategy and technology consulting firm dedicated to the federal marketplace. Previously, she has held positions at Nokia, the world leader in mobility, at Touchstone Consulting (now SRA, Inc.), and in the Privy Council Office of the Government of Canada. She holds a Masters of Business Administration.

**Mara Patermaster, Project Director**—Mara Patermaster is a Senior Advisor for Strategic Initiatives at the National Academy, and served as the Project Director on this study. Prior to joining the National Academy in 2007, she served for eight years as National Director of the Office of Combined Federal Operations (CFC) where she oversaw fiscal and regulatory compliance among 280 Combined Federal Campaigns serving over 4 million Federal donors. In addition to her work in federal government she has held senior positions in both the corporate and nonprofit charitable sectors. She holds a Master’s degree in Public Administration and is a graduate of the National Urban Fellows.

**Leslie Overmyer-Day, Senior Analyst**—Former positions include Director, the Ambit Group; Senior Research Analyst at AmerInd, Inc.; Senior Research Scientist American Society for Training and Development. Principal researcher on numerous organizational and human capital analyses. Ph.D. and M.A. in Industrial/Organizational Psychology, George Mason University, Bachelor of Science, Pennsylvania State University.

**Lois Fu, Senior Advisor**—Lois Fu is a Senior Advisor to the President and serves as a Program Area Director, responsible for overseeing projects funded by foundation and corporate grants. Ms. Fu has served as a senior manager in a number of Federal agencies, including the Federal Transit Administration, Transportation Security Administration, and in the U.S. representative’s office at the World Bank. Formerly, Ms. Fu served for 14 years in a variety of leadership positions at the American National Red Cross, including as a corporate officer and secretary to the National Board of Governors. She has also served as a legislative assistant to Senator John Glenn (D-Ohio) and as the staff director for the Senate Subcommittee on Aging.

**Bryna Helfer, Senior Director of Civic Engagement**—Bryna Helfer is leading the execution phase of the National Academy’s Big Game project, including outreach to universities and potential sponsors. Ms. Helfer has over 25 years of experience in initiating, leading, and facilitating interagency coordination, program development, program evaluation and strategic change initiatives. She has a long history of forging partnerships between governmental agencies and community-based organizations. Her Federal experience includes GAO and the Federal Transit Administration, where she led the Federal Interagency Coordinating Council on Access and Mobility. She has also served as director of the Traumatic Brain Injury Technical Assistance Center and Project ACTION.

**William G. Resh, Consultant**—Bill Resh is a doctoral student at American University's School of Public Affairs. William holds a Master of Public Administration from the University of Baltimore, where he was a Graduate Fellow at the Schaefer Center for Public Policy from 2006--2007. His research interests include policy implementation, the administrative presidency, interest group involvement with the bureaucracy, and expanding the disciplinary boundaries in the study of public administration.

**Daniel A. Munz, Senior Research Associate**—Daniel A. Munz is the Project Manager of the National Academy’s Collaboration Project. He has previously worked on National Academy studies of the U.S.

Department of Energy, Federal Bureau of Investigation, and Department of Veterans Affairs. Previous roles include: Director of Internet Communications, Norman Siegel for Public Advocate; Politics and Elections Aide, Citizens Union Foundation.



**900 7<sup>th</sup> Street, N.W.  
Suite 600  
Washington, DC 20001-3888  
Phone: (202) 347-3190  
Fax: (202) 393-0993  
[www.napawash.org](http://www.napawash.org)**