Final Report: 2001 Iowa Department of Transportation Organizational Survey

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EXECUTIVE SUMMARY

In February 2001, all 3,595 employees of the Iowa Department of Transportation (DOT) were invited to participate in a survey related to job satisfaction and work practices. Survey questionnaires were sent to employees' offices or work locations. Participation in the study was voluntary. This survey partially replicates assessments made by random, stratified samples of DOT employees in 1984, 1988, and 1993. Thus it is possible to evaluate changes in some satisfaction and work practices from two to four points in time, depending on the topic. Comparative data are of course not available for topics added this year. The present survey was designed to allow for generalizations about all DOT employees and various subgroups of employees (i.e., majority and minority employees, males and females, and employees less than 40 years of age and those 40 years of age or older). Altogether, 1,993 usable questionnaires were returned, yielding a response rate of 55.4%, which is much higher than that typically achieved in mailed surveys.

Topics included in this survey were job satisfaction, perceptions of the work environment, communication, Total Quality Management (TQM) work practices, discriminatory harassment, and employee preferences regarding reward and recognition programs. The first two topics were evaluated in 1984 and 1988 while communication was first assessed in 1988. TQM work practices and discriminatory harassment were first examined in the 1993 survey, although sexual harassment was investigated in 1988. The employee recognition and reward program topic was added to the 2001 survey administration, along with some specific measures intended to gauge compliance with a workplace environment policy and employee perceptions of inclusiveness.

Job satisfaction has remained fairly constant since 1984. Employees are reasonably well satisfied with the work itself, with their supervision, and with coworkers. In some ways, this stability is quite remarkable. Despite changes in organizational size, agency directors, the structural configuration of the DOT, and occasional reductions-in-force, most employees remain satisfied with the interpersonal aspects of their jobs. A small decline in satisfaction with coworkers since 1993 among all employees was observed, and was especially evident among minority group members.

Nine perceptions of the work environment were evaluated. Traditionally tracked perceptions of warmth, support, identity, and structure have remained moderate and relatively constant since 1984. Four newer perceptions of "human resource climate" were more informative. Perceptions of openness and trust within DOT exhibited a marked increase since 1993 while perceptions of the overall state of employee morale remained nearly identical. Two novel human resource climate assessment measures were added to the 2001 survey. The first, policy requirements to assure a workplace environment free of harassment, indicated that more than half of the employees agreed that the policy was followed to some extent, but also leaving some room for improvement. The second human resource climate addition was termed inclusiveness (i.e., to what extent do DOT employees felt they are treated equally, with respect, and have the same opportunities for success). While scores on this measure were reasonably high, examination of some specific items making up the scale and subgroup differences indicate that that expression of

derogatory and demeaning comments by employees is problematic and that minority, female and older employees perceive the environment as less inclusive. The ninth and final perception of the work environment entails how the DOT fares relative to measures of workplace strength developed by the Gallup Organization. These particular measures suggest that more individual level recognition and feedback to employees would be beneficial.

Communication assessments by employees were slightly higher in 2001, compared to 1993. Most aspects of communication were rated more favorably than unfavorably. However, some specific communication sources such as Dateline DOT persist in being rated relatively low.

Total Quality Management (TQM), better known in the DOT as CQI (Continuous Quality Improvement) and BEST (Building Excellence in Services and Transportation), appears to be enjoying some success. In 1993 these efforts had just begun and the data related to quality-oriented work practices was more of a baseline nature. Three integral components of TQM (teamwork, customer orientation, and continuous improvement) were assessed longitudinally and found to have increased since 1993. Employees who described their work environment as being characterized by high levels of these three work practices also reported higher levels of individual and work unit performance.

The findings related to discriminatory harassment are an outgrowth of the 1988 and 1993 survey concern over forms of harassment other than sexual harassment. The DOT has been engaged in programs and policy formation to make employees more aware of discriminatory harassment and to communicate agency intent to eliminate discriminatory harassment. Nearly all employees (92.5%) indicated that they understood what discriminatory harassment was and a high percentage (84.6%) indicated that they were aware of the DOT's policies on the subject. Awareness of internal complaint procedures and AA/EEO officer status was not so widespread. Overall, though, these levels of awareness are very good. Data tracking the experience of discriminatory harassment over time show improvement but also reveal there is still considerable reluctance to report these experiences to management.

The data on employees' preferences regarding reward and recognition programs provided useful information. Employees indicated that they liked a mixture of individual and team based rewards, but preferred individual level recognition when rewards were rendered in smaller work groupings (e.g., work unit and office levels). There was agreement that peers fellow employees and immediate supervisors should have the most input in setting the criteria for awards and determining recipients. The most meaningful rewards were those with utilitarian and financial value such as outright monetary gifts or opportunities to choose gifts from catalogs.

<u>Recommendations</u>

Employee opinion surveys typically identify organizational strengths and weaknesses. Listed below are some recommendations regarding what issues DOT leaders should consider further, subject to the funding limitations facing the agency. As fiscal matters improve, hopefully all of the recommendations requiring additional resources can be implemented. On the other hand, not all of the issues raised need an infusion of financial resources in order to be addressed.

1. The DOT is, demographically speaking, composed of an aging workforce. However, the agency appears to be near the top of this cycle and as the so-called Baby Boomer retire, should soon begin to be populated with younger workers. (This assumes no extensive lay-offs or downsizing). The average length of service has climbed from 11.46 years (1984) to 13.68 years (1988) to 15.12 years (1993), and finally to 15.48 years in 2001. The rate of increase thus appears to be leveling off. The DOT has anticipated this trend and worked to avoid expertise or experience "shortfalls" associated with retirements. The next challenge will be to consider the needs and preferences of a work force that will begin to decrease in age.

2. The number of years spent at the same pay grade continues to increase, although, like average length of service, at a decreasing rate. An average of 7.5 years at the same pay grade suggests that a lack of upward mobility opportunities may persist as a morale problem. This issue was raised following the 1988 survey and it does not appear that much progress has made. Moreover, this 2001 survey indicates that minority group members are disproportionately being affected (i.e., they are experiencing even longer time frames in the same pay grade). Understandably, remaining at the same pay grade for an extensive period of time does not have a positive impact on morale. If economic resolutions to this problem continue to be unavailable, more attention to rewards and recognition programs would seem to be in order.

3. The decline in scores linked to satisfaction with coworkers among minorities merits inquiry. It is possible that these declines represent normal variation, especially since their sample size base is small. However, when coupled with (a) the decreased response rate observed among minority females and (b) the longer tenure of minorities in the same pay grade (reported above), the status of minority group members warrants examination. Focus groups of minority employees might be a reasonable place to start.

4. A nearly perennial finding in these surveys entails unhappiness with promotional opportunities. In 1984 and 1988 renditions of this survey, employees were asked specifically about their satisfaction in this area and ratings were always low. Because this was an area where DOT leaders felt little change could occur, this topic was deleted in the 1993 and 2001 surveys. However, the problem continues to manifest itself in several places within the survey (e.g., a career aspirations item within the support dimension of the work climate findings, length of time within single pay grades). Given the comparatively high levels of education of Iowans and their reputation for a strong work ethic, the drive to succeed and advance is to be expected. More attention to career development issues within the DOT is recommended.

5. Workplace civility represents another area where the DOT could be improved. Some potentially offensive behaviors outlined in the workplace environment policy are still evident within the DOT. While this policy explicitly excludes inappropriate behavior linked to harassment of protected subgroup members, it seems likely that issues associated with workplace civility may be unduly affecting minority, female, and older employees' perceptions of inclusiveness. Efforts to improve human relations in general (e.g., a reduction in derogatory comments regarding others in the workplace) are recommended.

6. Dateline DOT continues to be among the least favorably rated forms of communication used by the DOT in terms of perceived usefulness. A critical review of this communication vehicle is recommended.

7. The results of the TQM initiatives indicate that they have changed the DOT culture such that more work is done in teams, there is a heightened sensitivity to customer needs, and there is more of a conscious effort to strive for improvement. Whether one is an advocate of TQM or not, these changes would be viewed positively by most. This data collection attempted to take the next logical step by evaluating whether employees who perceived more TQM to be in place within the agency also felt that their personal job and work unit performance was enhanced. The preliminary answer to this query appears to be "yes", but the answer must be tempered by the fact that the measures used in the survey to assess performance were all based on self-reported information. It is recommended that various work units be compared using objective indicators of performance to see if more widespread adoption of TQM is linked to higher levels of objective performance measures.

8. Turning to discriminatory harassment, efforts to educate employees on this form of harassment and relevant DOT policies seem to be successful. However, there has not been much headway made in getting employees to report harassment behavior to management. Perhaps rather than focusing on ways to make employees more forthcoming, emphasis should be on educational efforts regarding what constitutes discriminatory harassment and why it should be eliminated. The on-going awareness programs have resulted in a decline in harassment behavior over the past eight years and, after all, reduction in the behavior rather than disclosure, is the true goal. Working with natural employee opinion leaders to encourage employees who have experienced discriminatory harassment to communicate openly with appropriate DOT staff may also be helpful.

9. My understanding is that a task force is evaluating opportunities for rewards and recognition within the DOT and I would not presume to anticipate their recommendations. My general feeling is that individuals at the lowest possible levels should have input into these awards and that awards of a practical nature are likely to be more favorably received than those that solely provide recognition.

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Introduction

The Iowa Department of Transportation (DOT) has demonstrated an unwavering commitment to monitoring and understanding issues that affect the day-to-day lives of the people who work within this large state agency. Four agency-wide surveys have been conducted since an initial employee satisfaction survey was first conducted in 1984 (i.e., 1984, 1988, 1993, and 2001). In February 2001, all 3595 employees of the DOT were asked to complete a mailed questionnaire asking for their opinions on employee morale issues, such as their perceptions of the work climate and communication practices within the DOT. The 2001 survey was not only intended to monitor current attitudes and perceptions but represented a follow-up to previous organizational surveys.

Such systematic "snapshots" of an organization over time carry many benefits. With four data points now available on some topics, a richer and more complete understanding of "life at the DOT" can begin to be appreciated. These results can provide administrators and other readers with objective information, as opposed to ad-hoc impressions, concerning how employees perceive their workplace. Moreover, the ability to track data over time allows for assessment of the extent to which change initiatives (e.g., implementation of a Total Quality Management (TQM) philosophy) are making progress toward achieving their goals. These surveys have also facilitated identification of human resource problem areas within the DOT. No organization is perfect and the DOT is to be commended for the courage to look and see things as they are. Lastly, participation in an organizational survey provides employees with an important channel of upward communication to management and enhances their perceptions of "voice" within the organization.

The 2001 survey was designed to continue monitoring some areas of long-standing interest and to explore some new topics. Specifically, this survey included new material related to

(1) compliance with a workplace environment policy related to discriminatory harassment, (2) employee perceptions of inclusiveness, (3) an assessment of DOT functioning as suggested by a contemporary management model, (4) an examination of the effectiveness of some TQM work practices, and (5) employee opinions on reward practices.

All four surveys were designed by a consultant, Paula C. Morrow, with the 2001 survey jointly created with David J. Putz of the DOT. Other DOT individuals also provided input and assistance, including Nancy Richardson, Mary Christy, and Fran Rout. Iowa State University's Human Subjects Committee, a group charged with safeguarding the public's interest during scientific inquiry, approved the data collection. The first three data collection efforts relied on questionnaires sent directly to employees' homes, with instructions to return completed questionnaires to the consultant at her office address. The 2001 survey was sent directly to employees' work locations and returned to the DOT office in Ames in order to reduce costs. Dr. Morrow and a student helper opened these returned survey envelopes, thus insuring that no one inside the DOT had access to the returns. All responses were therefore anonymous. The external consultant completed the analysis of the survey data and prepared this report. Thus this evaluation represents an independent assessment of morale and employee perceptions of the DOT.

This report is divided into five major sections. The first section describes the nature of the sample more fully. The second section of the report deals primarily with morale at the DOT and contains comparative information concerning how things have changed, or not changed, since 1984, 1988, and 1993. The major topics covered include job satisfaction, specific work climate characteristics, human resources climate characteristics, and communication. The third section is devoted to work practices commonly associated with TQM such as recognition for improvement, teamwork, and customer orientation, and how these practices have affected work effectiveness.

The fourth section covers information related to the understanding and experience of discriminatory harassment. The last section deals with employee preferences regarding reward and recognition programs.

Finally, in previous studies, a great deal of attention was given to how the classifications of majority/minority, female/male, and younger/older (40 years of age or more) and district affiliation affected perceptions and attitudes. Data will be reported here using the same demographic classifications. In contrast to previous data collection efforts, 2001 findings are not reported by work location (i.e., the recent reorganization of the DOT did not provide work locations equivalent to the ones used previously). However, findings based on new work locations can be provided on request, so long as the sample size is sufficiently large to allow breakdowns that do not jeopardize respondent confidentiality and lend themselves to meaningful interpretation.[1]

Description of the Sample

Because of the DOT's desire to be as inclusive as possible, all 3,595 employees were invited to participate in the survey. With the adequate response rate which was achieved in this study, this sample size allows for generalizations to be made about (1) all DOT employees, (2) female employees and male employees, (3) majority employees and minority employees, and (4) older and younger employees. The following data collection strategy was used:

DOT records identified 3,595 persons working at the agency on January 23, 2001. Of these employees, 160 were classified as minority group members (i.e., Native American Indian, African American/Black, Hispanic, Asian or Pacific Islander, or Other) and 3,435 were classified as

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[1] What constitutes a large enough sample size for meaningful interpretation is a judgment call. Statistically speaking, sample sizes over 100 are normally fine, those less than 50 are problematic, while those between 50 and 100 require guarded interpretation.

majority group members. There were 914 females and 2,681 males. In summary, all Iowa DOT employees were selected to be in the study and were mailed questionnaires on February 21, 2001.

By March 16, 2001, 1,993 usable and 33 non-usable questionnaires had been returned. This represents an overall response rate of 2,026 or 56.4% and an effective or usable response rate of 55.4%. Since most mailed questionnaires achieve a response rate around 40%, the return rate associated with this study is considerably above average. The response rate of this survey is slightly lower than the 1993 and 1984 rates of 61.3% and 61.0%, respectively, but is very similar to the 1988 rate of 55.1%. These relatively high response rates suggest some very positive things about morale at the DOT. High rates of voluntary participation imply that people feel that the communication channels are open, that their input is valued and may make a difference, and that they remain interested in making "the system" work. A breakdown of the population and actual sample characteristics by race, sex and work area is provided in Table 1.

The sample consisted of 1,305 (65.5%) majority males, 463 (23.2%) majority females, 76 (3.8%) minority males, 13 (0.7%) minority females, and 136 (6.8%) of unknown race/sex combinations. As shown in Figure 1, relative to their proportions in the DOT employee population, these sample percentages do not deviate very much. The largest discrepancy is between the 71.0% make-up of majority males in the DOT population and the 65.5% majority male response rate. Each race/sex group of employees in the present study was thus judged to be adequately represented.

One sampling anomaly should be noted however. The effective response rate of minority females (40.6%) was considerably less than the other three race sex groupings (see Table 1). With such a small base of number of 32 minority females, one must be careful not to over interpret variation in response rates. Still, it should be reported that 1993 male and female minority

response rates were 67.1% and 92.1%, respectively, with an overall 1993 sample response rate of 61.3%. Thus minority female response rates were not only lower in this survey administration but represent a marked change from the previous data collection.

In view of the small number of minority group members (160 within the DOT, 89 responding), separate analyses of minority groups by sex will not be reported. This is consistent with previous assessments. Accordingly, all subsequent analyses of minority responses will combine male and female minority data.

The large sample size associated with this survey readily facilitates comparisons between DOT employees less than 40 years of age (N=518 or 26.3%) and those 40 or older (N=1482 or 73.7%). Twenty-three employees (1.2%) failed to report their age. In 1993, 36.0% were under age 40, with 62.7% forty years or over in age. In 1988, the percentage less than 40 years of age was 42.7% and for those 40 years and over, 56.9%. Taken together, these percentage changes suggest that the DOT continues to be an aging employee population (i.e., the average employee age continues to increase).

Other sample characteristics. In addition to the race, sex, and age characteristics of the sample, there are other noteworthy characteristics. For example, in 2001, 8.3% (164 of 1,993) DOT employees classified themselves as disabled in some way while the corresponding figures for 1993 were 8.5% (186 of 2,249). Table 2 reports on two other noteworthy characteristics, average length of service at the DOT and average length of time at the same pay grade.

The overall average length of service for DOT employees in 2001 was 15.48 years. This compares with an average of 11.46 years in 1984, 13.68 years in 1988, and 15.12 years in 1993. This suggests that the DOT, demographically speaking, is still an "aging" organization but that the historical increases in the average age of employees are beginning to level off. This pattern

suggests that older employees, the so-called Baby Boomer generation, has begun to retire from the DOT. Similarly, while the average length of service for minorities and females continues to be significantly lower than their majority and male counterparts, the "gap" is beginning to close. For minority (M=10.57 years) and majority (M=15.47 years) employees, there was a five-year difference in average length of service in 1993. This difference has been reduced to two years in 2001 (Minority M=13.53, Majority Mean=15.56). A similar convergence in average length of service is evident for males and females, with the six-year difference evident in 1993 now only a four-year difference in 2001. These patterns suggest that minority and female and retention patterns are beginning to approximate the patterns of majority and male employees. With respect to age breakdowns, older respondents, naturally, demonstrated more years of service.

The number of years spent at the same pay grade, which can be viewed as an indicator of upward mobility in an organization, continues to increase relative to the first benchmark in 1984 of 4.92 years. In 2001, the average was 7.53 years while DOT employees reported an average of 7.00 years in 1993. This also compares with 5.43 years in 1988. This trend toward increasing time at the same pay grade is a function of the demographic make-up of the employee base (i.e., the relatively high average length of service just discussed) and low promotional activity. Other factors may also explain this situation (e.g., revisions to the compensation structure, a de-emphasis on upward mobility). However, this finding merits further investigation, if only to substantiate whether the perception of being at the same job for an extended period is accurate. It may simply be that more and more senior employees are reaching the top end of their salary ranges and there are no further pay steps to work toward. Still, remaining at the same pay grade for extended periods of time does not contribute to motivation and satisfaction.

The data further indicate that females continue to spend significantly less time at the same pay grade (i.e., 1993: 4.92 years for females vs. 7.68 years for males; 2001: 5.80 years for females vs. 8.02 years for males). This may reflect higher turnover among women, resulting in their lower number of years of service with the DOT, and the fact that advancement is typically faster at lower pay grades. Or, it might mean that job classifications that attract a disproportionate number of women simply have more pay grades.

The findings associated with average length of service and racial status are rather puzzling. In contrast to 1993 where minority figures resembled those of females, the 2001 data are quite different. In 1993, minorities exhibited a fewer number of years at the same pay grade (i.e., 4.71) than their majority counterparts (i.e., 7.18). In 2001, these means were virtually reversed, with minorities exhibiting a higher number of years at the same pay grade (i.e., 9.42) than majority group members (i.e., 7.41 years). The most obvious interpretation is that minorities have remained at the same pay grade longer than their majority counterparts. The reasons for this shift cannot be ascertained from these data but clearly some inquiry is merited.

Job Satisfaction at the DOT

Respondents were asked to describe their level of job satisfaction along four dimensions. The first three dimensions were: (1) satisfaction with the work itself (i.e., does the work provide a sense of accomplishment, is it respected), (2) satisfaction with supervision (i.e., do supervisors exhibit tact and fairness, do they provide needed information), and (3) satisfaction with coworkers (i.e., are coworkers stimulating, responsible and intelligent). Each of these dimensions was measured by 10 to 20 questionnaire items that were then averaged to yield a single scale score for

each dimension (see Table 3). Since the scale scores could range from 0 (very dissatisfied) to 3 (very satisfied), one can regard a score around 1.5 as neutral (i.e., neither very satisfied nor dissatisfied).

Satisfaction with the work itself yielded precisely just such an intermediary level with a mean of 1.52 for the entire sample, and resemble prior findings ranging from 1.50 (1993) to 1.60 (1988). Minority group members (M=1.38) expressed significantly less satisfaction with work than majority members (M=1.53), distinction that was not evident in 1993. This lower satisfaction with the work itself may be related to the earlier observation of minorities spending a significantly longer time at the same pay. It may be that minorities are bored with their present jobs by virtue of having been in them too long. Or, it may be that they have not been as successful at their present jobs, and therefore have not advanced, yielding lower satisfaction with the work itself. Other explanations are certainly possible. The 2001 data reveal no other differences connected with sex or age, suggesting that work available to men and women, as well as younger and older employees, is potentially equally satisfying.

Satisfaction with supervision (and coworkers) has historically been rated higher than satisfaction with the work itself and the 2001 overall mean of 1.90 for satisfaction with supervision continues to support this trend. Only one subgroup difference was evident. Younger employees (M=1.97) reported significantly higher levels of satisfaction with supervision than older employees (M=1.87). Satisfaction with coworkers received similarly high level of endorsement, with an overall mean of 1.86, down some from prior overall means ranging from 1.99 (1988 and 1993) to 2.00 (1984). There were no statistically significant subgroup differences associated with the 2001 findings. It might be noted, however, that the minority mean of 1.68 is noticeably lower than the

majority mean of 1.87.[2] Indeed, an examination of this indicator across all four data collections reveals that this is the lowest mean satisfaction with coworkers ever reported by minority group members.

The last measure of job satisfaction entailed a global assessment of the job. Respondents were asked, "How much of the time do you feel satisfied with your job at the DOT?" Seven response options were presented, ranging from 1=Never to 7=All of the time. In the present survey, 63.9% of the respondents indicated that they were satisfied more than half of the time (see Table 3). This compares with 66.0% in 1993, 73.0% in 1988 and 69.4% in 1984. No subgroup differences were detected.

Summary. Job satisfaction at the DOT has not demonstrated much variability since 1984. Satisfaction scores remain at the theoretical mean level of 1.5 or higher. The decline in satisfaction with work noted in 1993 has stabilized and there is a slight decline in satisfaction with coworkers. Few differences in opinion were associated with sex and age groupings, but some differential perceptions among minority group members may be evolving and therefore warrant closer monitoring (i.e., minorities reported significantly lower satisfaction with work and exhibited their lowest levels of satisfaction with coworkers since 1984).

Work Climate Characteristics at the DOT

Other factors beyond job satisfaction influence the motivation and work behavior of employees (e.g., performance, attendance, quality of work, expression of grievances). An assessment of work climate perceptions has historically been proven to be useful in predicting motivation and work

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[2] Because of the large sample size and its capacity to generate statistically significant findings easily, a rigorous .01 probability level was used in this study. This particular finding is not statistically significant at the .01 level but is significant at the more relaxed .05 probability level. The decision to alter this reporting standard is based on the 2001 survey interest in inclusiveness.

behavior. Work climate refers to a set of characteristics that describe an organization's work environment, as perceived by the people who work in that environment. Four such characteristics have been tracked at the DOT since 1984: warmth, support, identity, and structure. Comparative data are now available on two additional work climate measures, openness and trust and a general measure of overall employee morale.

This year the DOT also expressed interest in evaluating three new areas indicative of its' human resources climate. The first was the extent to which compliance with a policy for maintaining a work environment free of harassment was being achieved and a measure was developed to provide this information. Another related concern entailed the extent to which employees share a perception of inclusiveness within the DOT (i.e., to what extent do employees feel they are treated equally, with respect, and have the same opportunities for success). According, survey items designed to tap this impression were designed. The third area was a comparative assessment of the strength of the DOT workplace, as reflected in measures developed by the Gallup Organization. The findings associated with these various aspects of work climate may be previewed in Tables 4, 5, and 6.

Warmth. This characteristic describes the extent to which feelings of good fellowship prevail and contribute to a positive work group atmosphere (e.g., perceptions of being well liked, the prevalence of friendly work groups). It received a rating slightly higher than the theoretical midpoint of the 1 to 4 response option range (i.e., M=2.61, Table 4), suggesting that the agency is viewed by most as a moderately relaxed and friendly place to work. This compares to similar means of 2.51 reported in 1993, 2.50 reported in 1988, and 2.70 reported in 1984. No statistically significant differences in warmth were associated with race, sex, or age.

Support. Support refers to the perceived helpfulness of the managers and coworkers (e.g., the emphasis on mutual support from others). The overall mean (M=2.36) on this characteristic suggests that perceptions of support are a little low if one regards the hypothetical midpoint of 2.5 as an average rating. On the other hand, this is the highest rating support has ever received, suggesting that some improvements in this perception have occurred. The most accurate conclusion to draw though is that employee assessments of support have remained very stable however, over time ranging from a low of 2.26 in 1993 to the present mean of 2.36. The subgroup analysis revealed no significant differences in perceptions of support associated with demographic traits.

One item within the support scale continues to receive low ratings and therefore merits special comment. The statement, "Management makes an effort to talk with you about your career aspirations within the agency", received an average rating of only 1.95. It was similarly rated in 1993 (1.87) and in prior surveys. Thus the problem of limited upward mobility within the DOT continues to an issue for employees and, in effect, contributes to what would otherwise be a much higher rating of support. It is understandable that "management" avoids discussing career aspirations when limited promotional opportunities are available. The more interpersonal indicators of support do not appear so problematic. For example, one of the most highly endorsed climate item was, "When I am on a difficult assignment, I can usually count on getting assistance from my boss and coworkers" (M=2.97).

Identity. Identity refers to the feeling that you belong to an organization that members are proud of, loyal to, and functions well. The overall rating of this characteristic (M=2.45) places it very close to the middle of the theoretical 1 to 4 range, implying that a moderate feeling of identity exists. No statistically significant differences in identity were associated with race, sex, or age.

Structure. Structure refers to the feelings that employees have about the organizational design and structural functioning of an organization; e.g., clarity of reporting relationships, procedures and regulations, appropriateness of rules, the degree of over-emphasis on "red tape". Higher scores here reflect positive assessments regarding organizational structure and design. The overall findings for 2001 (M=2.32) indicate that perceptions of structure fall somewhat below the theoretical midpoint, suggesting that at least some components of organizational structure are less than ideal. While data were not available for 1988 due to a lack of reliability in the structure measure for that year, ratings of structure were observed to be slightly more favorable in 1984 (M=2.42). Subgroup differences were not seen with respect to race and age but female employees (M=2.37) were found to rate structure more favorably than male employees (M=2.30).

Openness and trust. There was a desire among DOT leaders to look more closely at the human resource "atmosphere" or "climate" within the agency in the 1993 survey. Accordingly, two new climate dimensions, openness/trust and morale were included. This year, two more human resource climate dimensions were added to the 2001 survey: compliance with a workplace environment policy related to workplace civility and perceptions of inclusiveness.

Openness and trust within the DOT refers to whether employees feel they can express their ideas and viewpoints freely, without fear of reprisals, and the extent to which relationships among employees and managers or supervisors are characterized by trust. Sample items include, "Employees in my work unit can voice their opinions freely" and "The people I work with really trust each other". The overall average rating on this scale was 2.56, slightly above the midpoint on the 1 to 4 response option range and noticeably higher than the 1993 mean of 2.41. No statistically significant differences in identity were associated with race, sex, or age.

Closer inspection of items within this measure is instructive for understanding how employees view managers. Employees are critical of management but the basis for this does not appear in issue related to openness and trust. The item receiving the least favorable rating was, "There is a great deal of criticism of management by employees" (M=2.02, reverse scored such that low scores imply low trust). Apparently, employees frequently make disparaging remarks about management. However, the most favorable item endorsement was of the statement, "My manager/supervisor is honest and truthful about information to do with the job" (M=3.00). Criticism of management appears to be common practice but does not appear to emanate from distrust of managers and supervisors.

Morale. This climate dimension focused on overall morale, broadly defined by 13 items. As such, this measure touched on a number of morale indicators such as the level of recognition given to employees, feelings that one's work is valued by other people, and the extent to which divisional management understands and appreciates employees' work related concerns. The 2001 mean for morale was 2.62, virtually replicating the 1993 mean of 2.61, and suggesting a more favorable than unfavorable rating (i.e., the means are greater than 2.5). No race, sex, or age differences were evident.

Two items within this measure were particularly noteworthy because they effectively convey how well DOT employees feel about the importance of their work and jobs. The items "My job, directly or indirectly, serves the citizens of Iowa" (M=3.52) and "The results of my work significantly affect many other people" (M=3.29) were rated exceptionally high on the 1-4 framework. It is unusual for employees to hold their jobs in such high esteem and this feeling would serve as a good springboard for any future morale enhancing programs.

Work environment policy compliance. This climate dimension focused on the extent to which compliance with a workplace environment policy (Policy 230.08) was being achieved. Nine items were formulated to capture the major tenets of the policy intended to eliminate job situations which some might find offensive or harassing in nature (e.g., name calling, profanity, hazing). Items used to assess this human resource climate dimension included "I have heard comments that are personally derogatory or demeaning about people in my work unit" (reverse coded) and "Some employees in my work unit sometimes receive privileges or advantages based on non-work issues" (reverse coded). Items were scored such that high scores indicated a policy compliance on a 1-5 scale (note the change in metric). This climate dimension received an affirmative rating with an overall mean of 3.30, indicating the more employees believed the policy was being followed than not. Still, if the goal is 100% compliance, there is obvious room for improvement. Interestingly, there was one demographic difference. Older employees (M=3.32) were significantly more likely to assert the policy had been adopted than younger employees did (M=3.24).

One item, the first example item noted above, deserves special comment, since it was the only item to be rated less than 3.0 midpoint. Receiving a mean of 2.82, this finding suggests that the portion of the policy regarding derogatory and demeaning comments is not being followed. The implication of course is that efforts should be undertaken to make the DOT a "kinder and gentler" place to work.

Inclusiveness. Moving beyond the dictates of a formal policy, there was also interest among DOT leaders in gauging the extent to which people feel that everyone is included with the agency (i.e., to what extent do employees felt they are treated equally, with respect, and have the same opportunities for success). Please note that these were not personal feelings of inclusion, but

rather assessments of inclusiveness in general. Six items were created to reflect this idea. Sample items are, "Sometimes I see coworkers treated in ways that may make them feel they are not really part of their work group based on race" (reverse coded) and "Men and women receive the same opportunities at the DOT".

The overall mean on this scale was 3.80 (Table 5), based on a 1-5 framework with higher scores reflecting higher inclusiveness. Based on the theoretical midpoint of 3.0, this suggests that inclusiveness is reasonably high but far from the top of the range. In contrast to other findings, there was considerable variation in opinion based on demographic status. Minority group members (M=3.43), females (M=3.64) and older employees (M=3.77) judged the DOT as significantly less inclusive than their majority, male, and younger counterparts. Given the disproportionate white, male composition of the DOT, the first two findings are not surprising. However, there is no readily apparent explanation for the less inclusive perceptions reported by older employees, especially since none of the questions dealt with age-related inclusion. On the other hand, one might presume that the longer tenure of older employees might provide them with a more valid perspective as to how the DOT actually functions. To that extent, their views may be considered more accurate.

Workplace strength. The well-known Gallup Organization has developed 12 questions, described in First, Break All the Rules, by Marcus Buckingham and Curt Coffman, that asserts can measure the strength of a business workplace. The essential phrasings of these questions, posed directly to employees, are presented in Table 6. Respondents indicate their level of agreement to each statement on a scale of 1 (strongly disagree) to 5 (strongly agree). Workplaces where employees indicate strong agreement with the 12 statements typically have higher levels of customer satisfaction, greater profits, higher productivity, and exhibit less turnover. Although the

DOT is not a conventional business organization, all but one of the questions were deemed as applicable to nonprofit, public sector employees as to employees working in the for-profit, private sector. Only one statement, "I have a best friend at work" was thought to be inappropriate for the DOT sample and thus not used. The Gallup Organization reports that each item except the last ("This past year, I have had opportunities at work to learn and grow") is predictive of either customer satisfaction and/or productivity.

As shown in Table 6, the most highly rated statement was "I know what is expected of me at work" (M=4.01), indicating that DOT employees understand their job assignments quite well. Two areas where the workplace could be improved entail recognition and individual progress. The statement, "In the last seven days, I have received recognition or praise for doing good work" (M=2.62) and "In the last six months, someone has at work has talked to me about my progress" (M=2.78) were the lowest rated items. Collectively, these two finding suggest that more attention be rendered to feedback to employees.

Summary. Several conclusions regarding climate can be drawn. With respect to changes over time, perceptions of warmth, support, identity, and structure have remained relatively constant since 1984 and hover around the midpoint of the scoring range. Similarly, the 1993 indicators of human resource climate suggest that openness and trust and morale are not particularly high or low. The findings associated with openness and trust did exhibit a marked increase since 1993. The 2001 additions to human resource climate assessment, compliance with a workplace environment policy and inclusiveness were more insightful. Policy requirements were thought to be followed more often than not, but compliance was far from total or complete. Expressions of derogatory and demeaning comments by employees seem most problematic and suggests a greater emphasis should be placed on workplace civility. Opinions linked to perceptions of inclusiveness

also suggest that there is room for improvement in human relations. Specifically, minority, female, and older employees perceive the environment as less supportive and thus activities designed to make these groups feel more a part of the DOT would seem desirable. The workplace strength findings imply that more emphasis on feedback and recognition within the DOT would be beneficial.

Communication at the DOT

Because of the geographically dispersed nature of the DOT, a great deal of emphasis has always been placed on communication. Employee perceptions of communication quality and quantity of information, its availability and accuracy have always been thought to be very important. In addition, since 1988, there has always been an assessment of the utility of various communication sources used by DOT staff (e.g., Inside Magazine).

Quality of information. Quality of information at the DOT was assessed by asking respondents how satisfied they were with the quality of information they received from their immediate supervisors (downward communication), and with communication within their work unit (lateral communication). In 1988 and 1993, employees were asked about communication with peers and subordinates (if applicable), which is analogous to communication within the work unit for comparison purposes. The 2001 survey was also modified to include assessment of quality of communication within the division and with the DOT. Response options ranged from 1 (incorrect, not useful information) to 5 (accurate, useful information) and the results are reported in Table 7.[3]

The quality of communication received from immediate supervisors has been tracked three

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[3] In past survey administrations, communication data were also analyzed by work location in order to determine if location was associated with communication differences. Because of the new work locations, these analyses have not yet been done.

times and has remained relatively constant. The mean rating for 2001 was 3.62, which is appreciably above the 3.00 midpoint of the scale. Communication from immediate supervisors also remains the most highly rated of the communication senders (i.e., these ratings are higher than the ratings of quality from within the work unit, division, or the DOT).

Ratings for the remaining three communication senders show a progressive decline. The quality of communication within the work unit (M=3.49) compared favorably to historical data from peers (M=3.49--1988, M=3.32--1993) and subordinates (M=3.23--1988, M=3.14--1993). The quality of communication from within the division was rated 3.09 and the quality of communication within the DOT was rated 2.98. These data suggest that the more removed the communication sender, the lower the quality rating. This pattern is evident in many large organizations and therefore not surprising. While there is always room for improvement, these findings are reassuring in that the most important organizational communication link, that associated with immediate supervisors, was the most highly rated.

Quantity of information. This aspect of communication was measured in the same manner as quality of information (see Table 8). Response options ranged from 1 (too little or too much) to 5 (just right). Thus this measure recognizes that too much information, like too little information, can detract from employee performance. Satisfaction with the quantity of information was slightly less than that observed when rating quality, with 2001 means ranging from 2.82 (quantity of communication within the DOT) to 3.40 (quantity of communication received from immediate supervisors). The quantity of communication received from immediate supervisors was not only the highest quantity rating, but it also demonstrated a marked improvement over the 1988 (M=3.13) and 1993 (M=3.05) assessments. Finally, the quantity of information ratings also

resembled the quality findings in that the more removed the communication sender, the lower the quantity rating.

Specific aspects of communication. Many forms of job related communication exist at the DOT (e.g., Dateline DOT, Inside Magazine, bulletin boards, meetings, performance evaluations). Together these information sources were rated with respect to their (a) availability, (b) usefulness, and (c) accuracy (see Table 8). Availability was rated from 1 (never) to 5 (always), usefulness was rated from 1 (no use) to 5 (very useful) and accuracy was rated from 1 (not accurate) to 5 (very accurate). Availability received the highest overall rating in 2001 (M=3.80) followed by accuracy (M=3.24) and usefulness (M=3.55). This pattern of findings, where availability is rated most favorably, followed by accuracy and usefulness has been evident over three data collections. What is noteworthy however, are the increases in (a) perceived communication usefulness between 1993 (M=3.01) and 2001 (M=3.24) and (b) in perceived communication accuracy between 1993 (M=3.33) and 2001 (M=3.55).

With respect to demographic differences, only one was evident for 2001. Females (M=3.33) rated the various aspects of communication significantly more useful than males (M=3.22). This demographic difference was also noted in 1993. It may be that women look more to communication media, as opposed to face-to-face communication, for information than men do, and thus rated these media as more useful than men did. However, more specific information would need to be collected in order to verify this supposition.

Usefulness of communication sources. Since usefulness persists in being the lowest of all three forms of communication evaluation, the individual communication sources were examined more closely (see Table 10). The usefulness of each communication source ranged from a low of 2.67 (Dateline DOT) to a high of 3.86 (handbooks, policies & procedures manuals). These two

sources were also rated highest and lowest in 1988 and 1993. It should be noted though that Dateline DOT did exhibit a "jump" in approval rating from 2.53 in 1993 to 2.67 in 2001. Four communication sources (DOTNET, supervisor/employee communication, Internet, and meeting minutes) were added to the 2001 survey. All four communication sources received ratings of 3.00 or greater.

Given the resource commitments attached to some of these communication devices, it was recommended in 1988 and 1993 that sources rated around the midpoint of 3.00 or less in usefulness be reviewed (i.e., Inside TV Report/Dateline DOT, Inside Magazine, performance evaluations). Dateline DOT (Inside TV Report) and performance appraisals continue to be rated low, suggesting that these communication media continue to need improvement. Inside Magazine, on the other hand, demonstrated an appreciably higher approval rating, jumping from, 3.02 and 3.07 (1988 and 1993, respectively) to 3.38 in 2001. Finally, bulletin boards are demonstrating a declining rating pattern, falling from 3.53 in 1988 to 3.22 in 1993 to 3.17 in 2001. This downward trend suggests that bulletin boards may have outlived their usefulness, and are perhaps being replaced by electronic means of communication.

Summary. The communication findings continue to evidence strengths and weaknesses for the DOT. The "good news" is that most communication ratings still hover slightly above the midpoint, suggesting more favorable than unfavorable judgments about communication. Closer forms of communication, such as that between supervisors and employees are rated more favorably than more dispersed forms (e.g., within the division, within the DOT). Communication availability and accuracy assessments remain high. In addition, there were increases in communication ratings between 1993 and 2001. Communication weaknesses remain evident with respect to the perceived

usefulness of communication, especially that associated with Dateline DOT and performance evaluation.

TQM Work Practices at the DOT

In 1993 the DOT was in the initial phases of implementing Total Quality Management (TQM) precepts throughout the agency. At the time data were collected, some groups had received some quality training while others had not. Known within the agency as continuous quality improvement (CQI) and BEST (Building Excellence in Services and Transportation), quality initiatives and training seminars are now routine and commonplace at the DOT. Evaluating the extent to which DOT employees have embraced the core elements of TQM now, eight years later, seems wholly appropriate. In addition, beyond evaluating the extent to which underlying quality practices are in place, this present survey attempted to go further and assess whether individual job performance and work unit performance have been enhanced by the incorporation of work practices central to TQM.

Three TQM work practices (teamwork, customer orientation, and continuous improvement) and two TQM-related outcomes (job performance and work unit performance) were evaluated. Work practice and outcome measures each consisted of several statements describing a work behavior for which employees were asked to report their level of agreement using a (1) "strongly disagree" to (5) "strongly agree" set of response options. Employees were *not* asked to evaluate how they felt about TQM, whether they liked it, etc. Rather, they were only asked to report whether or not a certain practice or outcome characterized their work experience. Stated differently, employees were asked only to be descriptive and not evaluative.

The results associated with each measure are discussed individually and the corresponding data are reported in Table 11.

Teamwork. TQM places a great deal of emphasis on organizing employees into teams (i.e., the use of small groups of employees working together). Teamwork is thought to promote more creative problem-solving and participatory decision-making. The extent to which the DOT has adopted a team-based organizational structure was reflected in the following four items:

1. My work unit use teams to solve problems.

2. The DOT has embraced the team concept.

3. Many work issues are now being addressed through teams or small group meetings.

4. During meetings, an effort is made to get all group members' opinions and ideas before we make a decision.

As shown in Table 11, the overall mean for teamwork increased from 2.59 in 1993 to 3.10 in 2001, now placing teamwork slightly above the 3.00 midpoint of the response option range. This suggests that reliance on teams is perceived to have expanded within the DOT. There are no longer any demographic differences associated with perceptions of teamwork (i.e., older employees had described more teamwork in the work environment than younger employees had described in 1993).

The present findings thus suggest that more people agree than disagree that DOT work is organized around teams. The overall mean of 3.10 implies that there is still only moderate agreement on this point, but the .5 increase reflects that a meaningful organizational shift toward working in teams has occurred.

<u>Customer orientation</u>.   The second work practice measure assessed was customer orientation and it refers to the extent to which DOT employees emphasize contact with and responsiveness to customers. Five statements were developed to capture this idea:

1. My work unit meets regularly with the customers it serves.

2. My work unit has a good understanding of who its customers are.

3. My work unit actively seeks feedback from customers on the quality of our work.

4. I use customer input to identify the goods and services they need.

5. People in my work unit maintain appropriate contact with the people we serve.

Like teamwork, customer orientation in 2001 also demonstrated an increase, rising from 3.05 in 1993 to 3.37. Females (M=3.58) continue to convey higher customer orientation than males (M=3.30), perhaps reflecting differences in the amount of public contact entailed in their jobs. Older employees (M=3.38) however were no longer more likely to report more customer orientation than their younger counterparts (M=3.36).

<u>Continuous improvement</u>. A fundamental idea associated with TQM is that of always striving to improve work performance. The extent to which DOT employees understand and are committed to improving work performance was measured using the following five items:

1. My work unit understands the concept of "continuous improvement".

2. My work unit operates in ways that show it has accepted the goal of continuous improvement.

3. I am committed to continuous improvement in my work.

4. My manager/supervisor really believes we can always improve our work.

5. I am always looking for ways to prevent mistakes.

For the sample as a whole, this TQM work practice received the highest ratings in both 1993 (M=3.36) and 2001 (M=3.70). Employees were clearly more inclined to agree than disagree with the idea that DOT employees value continuous improvement. Like customer orientation, females continued to (M=3.83) perceive continuous improvement as more widespread than males (M=3.66) in both 1993 and 2001 while age differences disappeared in 2001.

Job performance. Since TQM related practices have been in place for some time now, the extent to which these practices affect individual job performance and work unit performance was assessed. The following five items were use to evaluate perceptions related to job performance:

1. The DOT's emphasis on teamwork, customers, and continual improvement has improved my job performance.

2. When I need information, I go directly to the most appropriate source at the DOT for that information.

3. I understand how my work fits into the work of others within the DOT.

4. I understand the value my job brings to the DOT.

5. Knowing my customers has enhanced my job performance.

To be clear, not all of these items are measuring job performance per se. Items 3 and 4 focus on perceptions of one's job that prior research has shown to increase job motivation and subsequent job performance. These items are thus most appropriately viewed as direct and indirect indicators of job performance.

Employees exhibited a mean score of 3.57 on this measure, indicating more agreement than disagreement with these statements. Females (M=3.67) rated these items even more highly than males (M=3.54). Since there is no objective or comparative data over time available, it is difficult to interpret just how well DOT employees are performing. The results do indicate however that

the majority of employees feel their job performance has been improving, they can go directly to people who have information they need, and that they understand the importance of their jobs.

Work unit performance. Work unit performance was examined by the following six items:

1. My work unit does a good job of providing our customers (i.e., Iowa citizens, others in the DOT) what they need.

2. My work unit's customers express satisfaction with our work.

3. Other work units within the DOT work well with my work unit in solving problems.

4. Working in teams has led to better solutions in my work unit.

5. My work unit's products and services are always getting better.

6. Over the last several years, errors and mistakes coming out of my work unit have declined.

Each of these items focus directly on work unit effectiveness, albeit effectiveness from a self-report perspective. The overall mean rating for work unit performance was 3.46, which exceeded the midpoint of the 1 to 5 response option range, suggesting that more employees agreed than disagreed with the above statements. The only demographic difference in work unit performance ratings was noted in conjunction with gender. Female employees (M=3.59) rated their work unit's performance more highly than male employees (M=3.42).

Relationship between TQM work practices and performance. While survey work can never demonstrate causality with certainty, a natural question that arose from these data was whether the TQM work practices were predictive of job performance or work unit effectiveness. A regression analysis that evaluates whether perceptions of more widespread use of TQM work practices (i.e., teamwork, customer orientation, and continuous improvement) are associated with higher performance levels is reported in Table 12. Stated differently, the three work practices were

examined to see whether they could account for variation in (a) job performance and then (b) work unit effectiveness.

With respect to job performance, each of the three work practices accounted for statistically significant amounts of variation in job performance. Continuous improvement (β = .51) was the strongest predictor. The three work practices explained 51% of the variation in job performance. With respect to work unit effectiveness, the three predictors were again each statistically significant. Continuous improvement (β = .36) was the strongest predictor but teamwork (β = .27) and customer orientation (β = .30) were also strong. A very high 61% of the variation in work unit effectiveness was explained by the TQM practices. Together these findings imply that the active practice of TQM is associated with higher levels of performance. (Readers are cautioned that these were self-report measures of job and work unit performance and have not been objectively verified. There are also some methodological reasons why these estimates may be somewhat inflated. Still, the evidence does provide strong support for TQM effects on the outcomes, as operationalized).

Summary. This review of TQM efforts at the DOT supports several conclusions. First, the training and strategies designed to inculcate TQM within the agency appear to have been moderately successful. All three TQM work practices increased between 1993 and 2001, with teamwork showing an especially high jump. Second, females report higher levels of each TQM work practice and describe the impact of TQM on performance measures more favorably than males. Whether this reflects a greater willingness among women to engage in TQM (and thus women perceive it to be more widespread), or women are working in areas where TQM has been more readily embraced, it is difficult to say. But the difference is striking. Lastly, there is strong

evidence to support that TQM work practices are associated with higher levels of individual and work unit performance.

Issues Related to Discriminatory Harassment at the DOT

Since 1984, the DOT has made the elimination of sexual and discriminatory harassment a major priority (e.g., educational programs explaining what sexual harassment is, what supervisors should do when a complaint is made). This programming was shown to be very effective in the 1988 survey, with over 96% of the 769 surveyed employees reporting that they knew and understood what sexual harassment is. This effort was extended to include discriminatory harassment (i.e., hazing, profanity, behaviors indicative of racism or sexism, etc., in addition to sexual harassment) as a result of a question included in the 1988 survey. It asked, "Have you ever felt you have been a victim of any other forms of harassment (e.g., excessive horseplay, hazing, practical jokes)?" Over 17% or 132 of the 1988 respondents reported that they had been a victim of some form of harassment. Educational training was subsequently instituted and by 1993, as shown in Table 13, nearly all (92%) employees indicated that they understand what discriminatory harassment was. Moreover, no demographic or locational differences were observed, indicating that the topic has been explained thoroughly throughout the organization. These results remain stable in 2001 with 92.5% continuing to report that they understand the concept.

Respondents were further queried in 1993 and 2001 as to whether they understood the DOT's policies with respect to such harassment. Overall, in 1993, 86.6% reported that they understood, with 84.6% reporting such understanding in 2001 (see Table 13). Again, no demographic differences were noted.

Two additional questions related to this topic were added in 2001. First, employees were asked whether they knew the DOT had an internal discriminatory complaint process. A little over seventy percent (71.6%, Table 13) responded affirmatively, with no knowledge differences associated with race or gender. Employees 40 years of age or older (72.7%) were, however, significantly more aware of the process than employees under age 40 (68.1%). Since younger age and shorter tenure vary similarly, it seems likely that newer hires may be less aware of an internal complaint procedure. The second question asked employees if they knew who the DOT's AA/EEO officer was. Relatively few employees (24.0%) felt that they did. Men (22.5%) were significantly less likely to know than women (27.1%) and younger employees (18.4%) were significantly less likely to know than older employees (25.7%). Combining the results of these two questions, it would seem that younger employees should be made more aware of the internal discriminatory complaint procedure and that everyone should become better informed as to who the AA/EEO officer is.

The DOT's commitment to monitoring issues related to discriminatory harassment includes the tracking of employee experiences and how complaints are handled. Specifically, employees were first asked if they ever felt they had been a victim of discriminatory harassment during their tenure at the DOT. No time constraint was included in the question in order to compare with previous survey results (i.e., some harassment could have occurred years ago, when awareness of the inappropriateness of such behavior was not well understood). Table 11 shows both absolute numbers and percentages of respondents experiencing discriminatory harassment, reports to management, and judgments concerning whether appropriate actions were taken by supervisors to stop the harassment for both 1993 and 2001.[4]

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[4] These data are presented as percentages since percentages facilitate comparisons over time (i.e.,

In 1993, 24.8% of the respondents indicated that they had been a victim of harassment at sometime while working at the DOT. In 2001, the percentage of respondents reporting such an experience declined to 18.5%. The percentages of respondents answering "unsure" remained about the same. One can of course emphasize the percentage of employees reporting not having had this experience (i.e., 68.8% in 1993, 73.0% in 2001).[5] The data become somewhat more difficult to track as one moves to the issue of reporting to management because of "no response" answers. Theoretically, the 506 people who answered either "yes" or "unsure" to the experience question in 2001, should have indicated "yes" or "no" as to whether they reported the behavior to management. Of the 506, 482 did just that, with 161 (8.1% of the total) saying "yes" and 321 (16.1% of the total) saying "no". It would be more appropriate to describe this information by indicating that 161 of the 482 or 33% of employees experiencing harassing reported it while 67% (321/482) did not. These latter reporting estimates are very similar to those reported in 1993. These results suggest that there has been a decline in the frequency of discriminatory harassment, but that there continues to be a reluctance to report such problems to management.

A follow-up question investigated whether appropriate action was taken, if harassment was reported to management. Based on the 161 employees in 2001 who indicated that they had reported harassment to management, 41.6% (N=67) said management responded appropriately. In 1993, the comparable figure was about the same 44.8% (100 of 223 respondents). This

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they are independent of changes in the base sizes of employee populations). Still, some readers may prefer to examine the absolute frequency of some responses and thus they are also included.
[5] An examination of the perceptions of harassment by gender indicates that females comprise 38.4% of the employees responding "yes" or "unsure" to the discriminatory harassment question. Females make up about 25.4% of the DOT population and 23.9% of the sample. A parallel examination by race indicates that minorities comprise about 7.0% of the employees responding "yes" or "unsure" to the same question. Minorities make up about 4.5% of the DOT population and 4.5% of the sample.

question can also be examined based strictly on what employees stated about appropriate action.[6] Looking at the data solely on the basis of those answering "yes" or "no" to the question, the base rate of responses is 349. In this case, 19.2 % (67 of 349) of the respondents reported appropriate action was taken.

Employees who answered that they did not report harassment to management were asked to specify all the reasons that factored into their decision not to report the incident(s). Nine possible responses were provided and employees could mark more than one explanation. As shown in Table 15, four reasons were frequently cited: (1) It wouldn't do any good (67.9%), (2) Management is part of the problem (66.7%), (3) Fear of retaliation (53.3%), and (4) No confidentiality (45.5%). None of the other possible reasons was endorsed by more than 17% of respondents. These responses indicate that employees who perceive they are victims of harassment see little advantage in reporting the situation.

Summary. This examination of discriminatory harassment at the DOT indicates that while as many as 25.4% of employees may have experienced some harassment; approximately 73% of the employees report no such problem. Moreover, the overwhelming majority of employees understand what discriminatory harassment is and the DOT's policies regarding it. There is less awareness of the internal discriminatory complaint procedure, especially among younger employees, suggesting that this point be emphasized during new employee orientation. Relatively few employees know who the AA/EEO officer is. This situation could be remedied by promoting the visibility of this person in DOT communication outlets and employee

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[6] The number of employees (N=282) indicating management did not respond appropriately is larger than number (N=161) stating that they reported harassment. Some respondents did not follow the instructions to answer this question only if they had made a report to management.

functions. For an organization as large and geographically diverse as the DOT, these levels of awareness are excellent.

However, as indicated in 1993, evidence that discriminatory harassment is not widespread does not meet there is no room for improvement. The findings persist in showing a lack of willingness among some employees to report the offensive behavior and in employee forecasts that management's response would be inadequate. If there is any "bright spot" here, it is that these issue do not seem more problematic for minorities and only slightly more prevalent among women than men. Finding ways to encourage reporting of harassment is likely to remain a difficult problem. Because of privacy and legal issues, discipline administered to harassers is difficult to publicize and thus much of the deterrent effect is lost. More training may not be the solution since this training is, in effect, "preaching to the choir" of DOT employees who do not engage in this behavior. However, additional publicity and/or training educating employees as to what harassment entails and the DOT's intent to discipline employees who engage in harassing behavior may be the only practical alternative.

Employee Preferences Regarding Reward and Recognition Programs

The final section of this report deals with a desire on the part of the DOT to reexamine its reward and recognition programs in order to make them more congruent with employee preferences. There was also a perception that with the emphasis now being placed on teamwork, some rewards might be more meaningful if they were offered on a team or group basis. Accordingly, a series of questions were designed to provide some "grass roots" level of opinions concerning (a) who should constitute the focus of rewards (i.e., individuals or groups), (b) who should make decisions regarding the distribution of rewards, and (c) what types of rewards do employees find the most valuable.

Focus of rewards. Employees were asked to express their preferences as to where the focus of rewards and recognitions should be for staff (a) at the agency-wide level, (b) the division level, (c) the office level, and (d) the work unit level. Employees were asked to express their opinions by indicating one of four possible response options: (1) no rewards at this level, (2) a focus on teams, (3) a balanced focus, and (4) a focus on individuals. The results are shown in Table 16. First, a fairly consistent percentage (16.0 to 20.6%) of employees felt that no rewards should be administered at any level. Second, there was a general consensus that there should be a mix of individual and team based rewards, as evidenced by 43.3 to 46.1% of the respondents suggesting a balanced focus be maintained for rewards at the agency, division, and office levels. Only at the work unit level was a decided preference (37.5%) for rewards at the individual level expressed. This analysis was repeated deleting the employee responses calling for "no rewards at this level" (see Table 17), and yielded the same conclusions.

Decision-making influence. Six possible groups of employees who might determine the criteria for rewards and make actual rewards determinations were identified. They included (1) peers (fellow employees), (2) immediate supervisors, (3) committees made up of peers, (4) committees made up of peers and supervisors, (5) managers (division directors, office directors, etc.), and (6) by "rules" (e.g., seniority, lowest accident records, etc.). The amount of decision-making influence that should be afforded to each of these groups was evaluated by employees using a 1 (no decision-making influence) to 4 (high decision-making influence) scale.

As displayed in Table 18, employees expressed the view that people "closest to the action" (i.e., peers and immediate supervisors), should have the strongest voice in determining awards. These two groups both received ratings in excess of 3 on the 1 to 4 scale. Various committees received intermediary ratings of 2.70 and 2.77. Managers (M =2.17) and "rules" (M=2.16) were

least preferred. The latter finding was interesting in that objective criteria were not preferred over subjective criteria. An implication of this finding is that funds for recognition and rewards programs be distributed to relatively low levels within the DOT (e.g., the work unit level).

Value of various rewards. Employee rewards can be purely social (e.g., recognition from others), purely utilitarian (e.g., money), and some have elements of both (e.g., close–in parking). Employee preferences for rewards are also highly variable from person to person and can change with historical circumstances and career stage. Employees were asked to evaluate 13 possible rewards, recognitions, and events according to how meaningful the award would be to them, using a scale of 1 (low value) to 5 (high value). The results of this rating exercise are presented in Table 19.

The mean ratings suggest that all of the possible rewards rated were at least moderately valued. Even, the lowest rated item, personal/small group meetings with administrators (M=2.47), approached the 3.0 midpoint of the scale. However, a decided preference was expressed for the utilitarian awards. The three most highly rated items were monetary (M=3.67), rewards selected from a "catalog" of possible items (M=3.18), and virtual dollars that could be exchanged for DOT hats, T-shirts, etc, (M=3.07). This last award also embodies element of recognition. The remaining award items were rated nearly the same in estimated value, ranging from 2.60 (temporary status awards) to 2.98 (letter/certificates of commendation).

Summary. The data collected on reward preferences calls for a blend of individual and team based rewards, with more individual recognitions at smaller work levels (e.g., work unit and office levels). There was also consensus that fellow employees and immediate supervisors should have the most input in setting the criteria for awards and determining recipients. The most meaningful rewards were those with utilitarian and financial value.

<u>Final Note</u>

An overall summary of this report is provided in the Executive Summary, provided at the beginning of this report.

Race/Sex Characteristics	2001 DOT Population	Number Returning Usable Surveys		Effective Response Rate
Race/Sex				
Majority Males	2,553	1305	65.5%	51.1%
Majority Females	882	463	23.2%	52.5%
Minority Males	128	76	3.8%	59.4%
Minority Females	32	13	0.7%	40.6%
No Response	-------	136	6.8%	-------
	3595	1993	100.0%	55.4%

Table 1: Population and Sample Characteristics

Note: Percentages may not add exactly to 100% because of rounding.

Figure 1: Comparison of DOT Population and Survey Response Rates
(January – February 2001)

DOT Population

3.6%
Minority
Males

.9%
Minority
Females

24.5%
Majority
Females

71.0%
Majority
Males

2001 DOT Sample

6.8%
Unknown
Race/Sex
Combination

.7%
Minority
Females

3.8%
Minority
Males

23.2%
Majority
Females

65.5%
Majority
Males
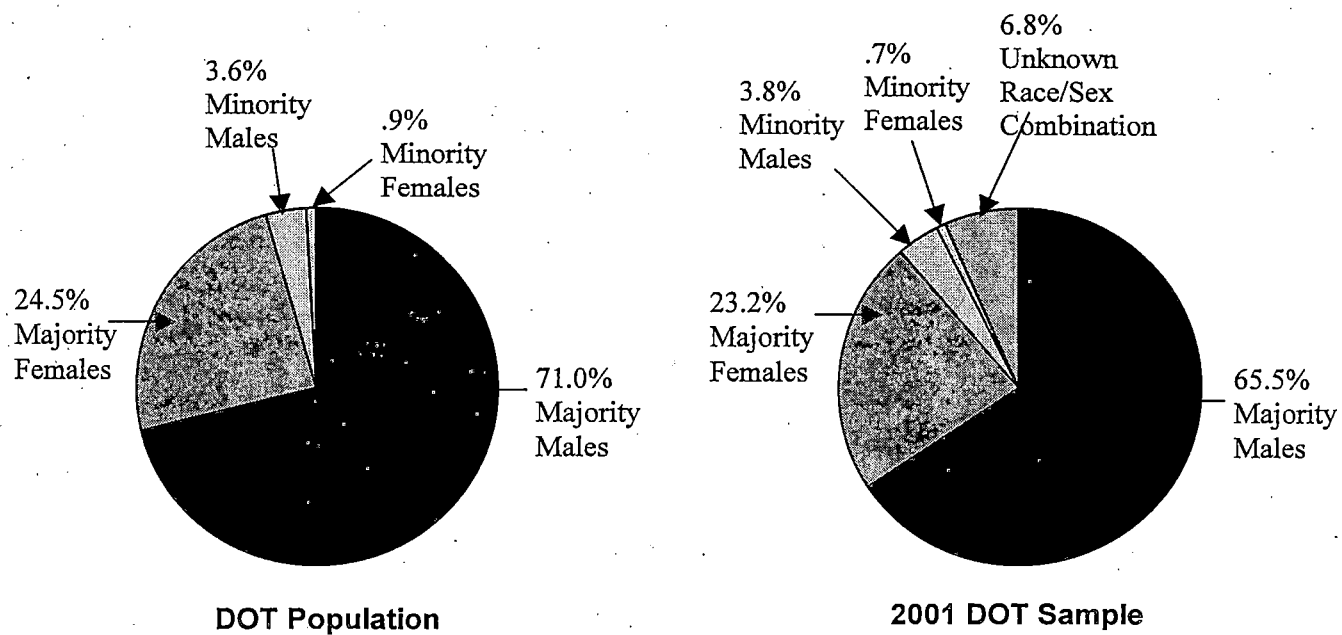
Table 2: Average (Mean) Length of Service at the DOT and Average Length at Same Pay Grade by Overall, Race, Sex, and Age

Time/Group	Average Length of Service (yrs.)	Average Length at Same Pay Grade (yrs.)
Overall 1984	11.46	4.92
Overall 1988	13.68	5.43
Overall 1993	15.12	7.00
Overall 2001	15.48	7.53
Race – 1993		
Majority	15.47	7.18
Minority	10.57**	4.71**
Race – 2001		
Majority	15.56	7.41
Minority	13.53*	9.42*
Sex – 1993		
Male	16.67	7.68
Female	10.42**	4.92**
Sex – 2001		
Male	16.44	8.02
Female	12.52**	5.80**
Age – 1993		
< 40	8.35	4.39
≥ 40	18.99**	8.53**
Age – 2001		
< 40	6.54	3.69
≥ 40	18.69**	8.92**

Notes:
*Signifies a statistically significant difference ($p \leq .05$) between group characteristics.
**Signifies a statistically significant difference ($p \leq .01$) between group characteristics.

Table 3: Average (Mean) Job Satisfaction Scores by Overall, Race, Sex, and Age				
	Job Satisfaction Dimension			
Time/Group	Work Itself	Supervision	Coworkers	% Satisfied > Half Time
Overall 1984	1.58	1.95	2.00	69.4
Overall 1988	1.60	1.88	1.99	73.0
Overall 1993	1.50	1.82	1.99	66.0
Overall 2001	1.52	1.90	1.86	63.9
Race – 1993				
Majority	1.51	1.82	1.99	66.2
Minority	1.46	1.83	1.96	61.9
Race – 2001				
Majority	1.53	1.90	1.87	64.5
Minority	1.38*	1.92	1.68	56.3
Sex – 1993				
Male	1.50	1.83	1.98	66.1
Female	1.55	1.82	2.04	67.0
Sex – 2001				
Male	1.51	1.89	1.85	63.9
Female	1.59	1.95	1.92	63.7
Age – 1993				
< 40	1.44	1.82	1.91	60.7
≥ 40	1.54*	1.83	2.04*	69.2*
Age – 2001				
< 40	1.52	1.97	1.83	60.4
≥ 40	1.52	1.87*	1.87	65.4

Notes: Scores range from 0 (very dissatisfied) to 3 (very satisfied).
*Signifies a statistically significant difference ($p \leq .01$) between group characteristics.

Table 4: Average (Mean) Work Climate Characteristics by Overall, Race, Sex, and Age				
	Climate Dimension			
Time/Group	Warmth	Support	Identity	Structure
Overall 1984	2.70	2.35	2.44	2.42
Overall 1988	2.50	2.27	2.40	-----
Overall 1993	2.51	2.26	2.37	2.29
Overall 2001	2.61	2.36	2.45	2.32
Race – 1993				
Majority	2.51	2.26	2.33	2.29
Minority	2.45	2.27	2.37	2.26
Race – 2001				
Majority	2.62	2.37	2.46	2.32
Minority	2.52	2.32	2.45	2.32
Sex – 1993				
Male	2.51	2.26	2.37	2.29
Female	2.53	2.25	2.39	2.29
Sex – 2001				
Male	2.61	2.37	2.44	2.30
Female	2.62	2.33	2.50	2.37*
Age – 1993				
< 40	2.49	2.23	2.33	2.23
≥ 40	2.53	2.28	2.40*	2.32*
Age – 2001				
< 40	2.64	2.38	2.47	2.31
≥ 40	2.60	2.36	2.45	2.32

Notes: Responses for each climate dimension range from 1 (e.g., feeling that warmth is low, a non-supportive climate indicator) to 4 (e.g., high warmth, a supportive climate indicator).
*Signifies a statistically significant difference ($p \leq .01$) between group characteristics.

Table 5: Average (Mean) Human Resources Climate by Overall, Race, Sex, and Age				
	Human Resource Climate Dimension			
Time/Group	Openness and Trust[a]	Overall Morale[a]	Workplace Environment Policy Compliance[b]	Inclusiveness[b]
Overall 1993	2.41	2.61	-----	-----
Overall 2001	2.56	2.62	3.30	3.80
Race – 1993				
Majority	2.42	2.61	-----	-----
Minority	2.49	2.55	-----	-----
Race – 2001				
Majority	2.56	2.62	3.30	3.83
Minority	2.52	2.54	3.21	3.43*
Sex – 1993				
Male	2.42	2.61	-----	-----
Female	2.39	2.62	-----	-----
Sex – 2001				
Male	2.57	2.61	3.31	3.87
Female	2.53	2.64	3.27	3.64*
Age – 1993				
< 40	2.36	2.56	-----	-----
≥ 40	2.44*	2.63*	-----	-----
Age – 2001				
< 40	2.57	2.61	3.24	3.90
≥ 40	2.56	2.62	3.32	3.77*

Notes:
[a]Responses range from 1 (definitely disagree) to 4 (definitely agree).
[b]Responses range from 1 (strongly disagree) to 5 (strongly agree).
*Signifies a statistically significant difference ($p \leq .01$) between group characteristics.

Table 6: Workplace Strength: A Descriptive Analysis of the DOT

Gallup Poll Questions[a]	Mean DOT Response (1-5)
1. Know what is expected of me	4.01
2. Materials and equipment	3.55
3. Do what I do best every day	3.37
4. Recognition last seven days	2.62
5. Supervisor/someone at work cares	3.54
6. Encourages development	3.03
7. Progress in last six months	2.78
8. My opinions count	3.20
9 Mission/purpose of company	3.14
10. Co-workers committed to quality	3.23
11. Best friend[b]	
12. Opportunity to learn and grow	3.47

Notes: These are the percentage of employees responding "5" (strongly agree) on a 1 to 5 scale where "1" equals strongly disagree and "5" equals strongly agree.
[a]As cited in Marcus Buckingham and Curt Coffman, 1999, First, Break All the Rules, New York: Simon and Schuster, p. 39.
[b]The "best friend" question was not posed to DOT respondents.

Table 7: Average (Mean) Quality of Information from Various Sources Over Time	
From immediate supervisors – 1988	3.72
From immediate supervisors – 1993	3.58
From immediate supervisors – 2001	3.62
Peers – 1988	3.49
Peers – 1993	3.32
Subordinates – 1988	3.23
Subordinates – 1993	3.14
Within the work unit – 2001	3.49
Within the division – 2001	3.09
Within the DOT – 2001	2.98

Note: Responses range from 1 (incorrect or not useful information) to 5 (accurate, useful information).

Table 8: Average (Mean) Quantity of Information from Various Sources Over Time	
From immediate supervisors – 1988	3.13
From immediate supervisors – 1993	3.05
From immediate supervisors – 2001	3.40
Peers – 1988	3.18
Peers – 1993	3.13
Subordinates – 1988	3.07
Subordinates – 1993	2.98
Within the work unit – 2001	3.41
Within the division – 2001	2.90
Within the DOT – 2001	2.82

Note: Responses range from 1 (too little or too much information) to 5 (just the right amount of information).

Table 9: Average (Mean) Communication by Overall, Race, Sex, and Age			
	Communication Dimension		
Time/Group	Availability[a]	Usefulness[b]	Accuracy[c]
Overall 1988	3.96	3.30	3.60
Overall 1993	3.85	3.01	3.33
Overall 2001	3.80	3.24	3.55
Race – 1993			
Majority	3.86	3.01	3.34
Minority	3.62*	3.03	3.23
Race – 2001			
Majority	3.80	3.24	3.55
Minority	3.77	3.34	3.56
Sex – 1993			
Male	3.84	2.97	3.31
Female	3.92*	3.15*	3.46*
Sex – 2001			
Male	3.79	3.22	3.54
Female	3.84	3.33*	3.61
Age – 1993			
< 40	3.82	3.00	3.29
≥ 40	3.86	3.02	3.36
Age – 2001			
< 40	3.76	3.26	3.60
≥ 40	3.81	3.24	3.54

Notes:
[a]Response options ranged from 1 (never) to 5 (always).
[b]Response options ranged from 1 (no use) to 5 (very useful).
[c]Response options ranged from 1 (not accurate) to 5 (very accurate).
*Signifies a statistically significant difference ($p \leq .01$) between group characteristics.

Table 10: Average (Mean) Usefulness Ratings Associated with Various Communication Sources

	Usefulness Rating		
Source	1988	1993	2001
Inside TV Report/Dateline DOT	2.58	2.53	2.67
Inside Magazine	3.02	3.07	3.38
Memo, Letters	3.68	3.47	3.43
Bulletin Boards	3.53	3.22	3.17
Handbooks, Procedures Manuals	4.00	3.70	3.86
Newsletters	3.30	2.96	3.09
Meetings	3.36	3.14	3.24
PROFs/LOTUS NOTES	-----	3.26	3.59
Performance Evaluation	2.98	2.62	2.71
Check Stuffers	3.47	3.03	3.27
DOTNET	-----	-----	3.06
Supervisor/Employee Communication	-----	-----	3.75
Internet	-----	-----	3.30
Meeting Minutes	-----	-----	3.00

Note: Responses range from 1 (not useful) to 5 (very useful).

Time/Group	TQM Work Practice			TQM Outcome	
	Teamwork	Customer Orientation	Continuous Improvement	Impact on Personal Job Performance	Impact on Work Unit Performance
Overall 1993	2.59	3.05	3.36	-----	-----
Overall 2001	3.10	3.37	3.70	3.57	3.46
Race – 1993					
Majority	2.59	3.06	3.36	-----	-----
Minority	2.58	2.95	3.29	-----	-----
Race – 2001					
Majority	3.10	3.37	3.70	3.57	3.46
Minority	3.14	3.34	3.73	3.61	3.49
Sex – 1993					
Male	2.58	3.01	3.34	-----	-----
Female	2.66	3.22*	3.44*	-----	-----
Sex – 2001					
Male	3.09	3.30	3.66	3.54	3.42
Female	3.14	3.58*	3.83*	3.67*	3.59*
Age – 1993					
< 40	2.52	2.96	3.31	-----	-----
≥ 40	2.63*	3.10*	3.39*	-----	-----
Age – 2001					
< 40	3.08	3.36	3.74	3.53	3.45
≥ 40	3.11	3.38	3.69	3.58	3.46

Table 11: Average (Mean) TQM Work Practices and TQM Outcomes Scores by Overall, Race, Sex, and Age

Notes: Responses range from 1 (strongly disagree that the work practice is common or performance enhancing) to 5 (strongly agree that the work practice is common or performance enhancing).
*Signifies a statistically significant difference ($p \leq .01$) between group characteristics.

Table 12: Regression Analysis of Impact of TQM Work Practices on Job Performance and Work Unit Effectiveness

Predictor	Job Performance	Work Unit Effectiveness
Teamwork	.11*	.27*
Customer Orientation	.20*	.30*
Continuous Improvement	.51*	.36*
F	689.47*	1024.92*
Adjusted R^2	.51	.61

Notes: Table entries are standardized regression coefficients.
*Signifies a statistically significant finding at $p \leq .001$.

Table 13: Understanding Discriminatory Harassment and DOT Policies by Overall, Race, Sex, and Age

Time/Group	% Understanding Discriminatory Harassment	% Understanding DOT Policies	% Knowing DOT Internal Discriminatory Complaint Procedure	% Knowing AA/EEO Officer
Overall 1993	92.0	86.6	-----	-----
Overall 2001	92.5	84.6	71.6	24.0
Race – 1993				
Majority	92.3	87.2	-----	-----
Minority	87.6	77.5	-----	-----
Race – 2001				
Majority	92.6	84.7	72.0	23.9
Minority	90.5	81.1	63.2	23.2
Sex – 1993				
Male	92.3	87.1	-----	-----
Female	92.5	87.4	-----	-----
Sex – 2001				
Male	92.7	85.9	71.4	22.5
Female	92.7	82.0	71.7	27.1*
Age – 1993				
< 40	92.7	85.2	-----	-----
≥ 40	91.8	87.6	-----	-----
Age – 2001				
< 40	93.8	83.0	68.1	18.4
≥ 40	92.1	85.1	72.7*	25.7*

Note: Signifies a statistically significant difference ($p \leq .05$) between group characteristics.

Table 14: Experience Related to Discriminatory Harassment				
Experience of Harassment	1993 Number	1993 Percent	2001 Number	2001 Percent
Yes	558	24.8	368	18.5
Not Sure	132	5.9	138	6.9
No	1,547	68.8	1454	73.0
No Response	12	.5	33	1.7
	2,249	100.0	1993	100.0
Report to Management	1993 Number	1993 Percent	2001 Number	2001 Percent
Yes	223	9.9	161	8.1
No	417	18.5	321	16.1
Not Applicable	1,584	70.4	1487	74.6
No Response	25	1.1	24	1.2
	2,249	100.0	1993	100.0
Appropriate Action Taken[a]	1993 Number[a]	1993 Percent[a]	2001 Number[b]	2001 Percent[b]
Yes	100	4.4	67	3.4
No	143	6.4	282	14.1
Not Applicable	1,978	87.9	1511	75.8
No Response	28	1.2	133	6.7
	2,249	100.0	1993	100.0

Notes: Percentages may not add exactly to 100% due to rounding.
[a] These responses should be interpreted with care since the applicable base could be N = 223 or N = 243 (see text).
[b] These responses should be interpreted with care since the applicable base could be N = 161 or N = 349 (see text).

Table 15: Reasons for Not Reporting Harassment to Management	
Explanation	Percent Reporting
1. It wouldn't do any good	67.9
2. Management is part of the problem	66.7
3. Fear of retaliation	53.3
4. Didn't know who to report to	15.0
5. Embarrassment	14.0
6. No confidentiality	45.5
7. I felt comfortable handling it myself	15.9
8. I didn't think it was important	8.7
9. Other	16.2
Note: Based on 321 respondents indicating that (a) they had either been harassed or were unsure if they had been harassed and (b) did not report the harassment to management.	

Level Within the DOT	Focus			
	No Rewards at this Level	Focus on Teams	Balanced Focus	Focus on Individuals
DOT	20.6	16.6	43.5	19.2
Division	16.6	21.2	46.1	16.1
Office	16.0	12.1	43.3	28.7
Work Unit	16.7	11.1	34.8	37.5

Table 16: Preferences for Rewards Focus (in Percents) by Level Within the DOT

Table 17: Preferences for Rewards Focus (in Percents) by Level Within the DOT Among Those Wishing to See Some Rewards at this Level

Level Within the DOT	Focus		
	Focus on Teams	Balanced Focus	Focus on Individuals
DOT	21.0	54.8	24.2
Division	25.4	55.3	19.3
Office	14.4	51.5	34.1
Work Unit	13.3	41.8	45.0

Table 18: Average (Mean) Decision-Making Influence for Reward and Recognition Programs by Employee Group

Employee Group Within the DOT	Extent of Decision-Making Influence
Peers (fellow employees)	3.03
Immediate supervisors	3.04
Committees made up of peers	2.70
Committees made up of peers and supervisors	2.77
Managers (division directors, office directors, etc.)	2.17
By rules (e.g., seniority, lowest accident record)	2.16

Note: Influence was measured on a 1-4 scale of 1 (no influence) to 4 (high influence).

Table 19: Average (Mean) Reward Preferences Among DOT Employees

Type of Reward	Perceived Value of Reward
1. Letter/certificates of commendation	2.98
2. Employee of the month/quarter/year type recognitions	2.68
3. Temporary status awards (e.g., close-in parking, 35-year picture wall, etc.)	2.60
4. Recognition at DOT-wide functions (e.g., Transportation Conference)	2.66
5. Plaques, trophies, etc.	2.94
6. Recognition at work unit functions (picnics, dinners, coffees)	2.83
7. Recognition at division functions (picnics, dinners, coffees)	2.60
8. Personal/small group meetings with DOT administrators (e.g., Breakfast with the Director)	2.47
9. "Virtual" dollars that can be exchanged for DOT hats, T-shirts, etc.	3.07
10. Employee coffees/lunches/potlucks	2.71
11. Items such as pens, pencils, and pins	2.68
12. Rewards selected by employees from a "catalog" of possible items	3.18
13. Monetary	3.67

Note: The perceived value of a reward was measured on a 1-5 scale of 1 (low value) to 5 (high value).

Iowa DOT 2001 Organizational Survey
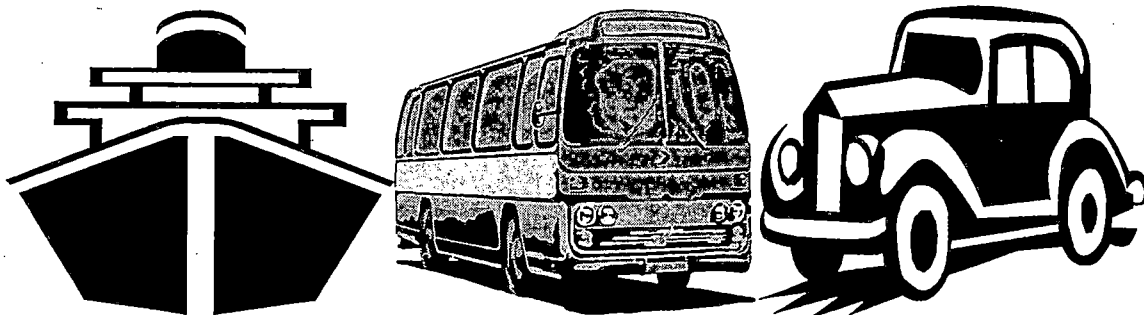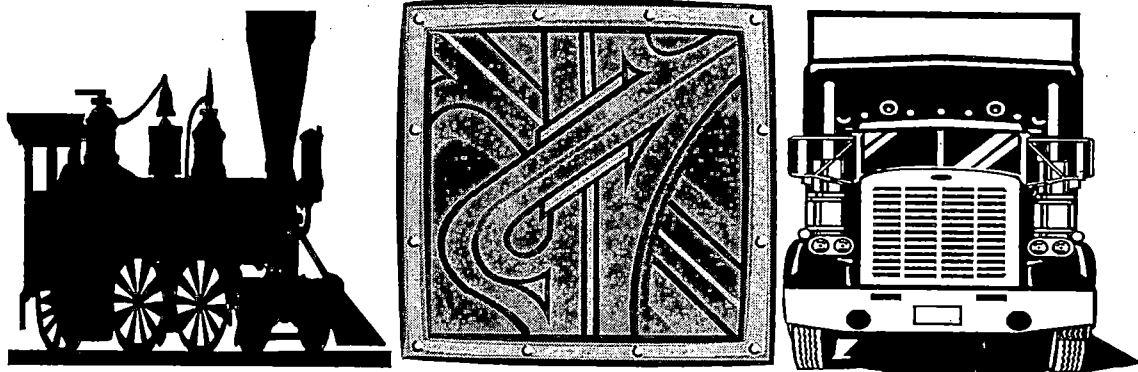
Iowa DOT 2001 Organizational Survey

February 2001

MEMORANDUM TO DOT SURVEY RECIPIENTS

From: Mark Wandro, Director

Subject: Attached Survey

All DOT employees will receive the attached survey. The purpose of the survey is to find out how satisfied you are with the DOT and your job at the DOT.

The survey is rather long, but I ask that you take time to read it carefully, and give honest answers to the questions. Participation is voluntary and the survey may be completed on work time.

After we study the answers you and other DOT employees give to the survey questions, we will use the information to try to make the DOT a better place to work.

When you are done answering the survey questions, please put the answer sheet in the enclosed envelope and mail it by March 9th.

Thank you for your cooperation.

INSTRUCTIONS

The packet you received should contain a cover letter from Dr. Morrow, a copy of the survey, an answer sheet, and a return envelope. To help in entering all the responses from DOT employees, a scannable answer sheet is being used. The sections of the survey are numbered, as are the questions within each section. The answer sheet has been organized to match the survey. Read the questions in the survey and mark the appropriate response on the answer sheet.

It is important you fill in your response completely. You can use a no. 2 pencil, or a blue or black ink pen to mark your answers. A box with marking instructions matching the one below is also on the answer sheet.

> **MARKING INSTRUCTIONS**
> - Use a No. 2 pencil or a blue or black ink pen only.
> - Do not use pens with ink that soaks through the paper.
> - Make solid marks that fill the response completely.
> - Make no stray marks on this form.
>   CORRECT: ●   INCORRECT: ⊘⊗◐◔

When you have completed the survey, fold the answer sheet and place it in the postage-paid envelope provided, seal it, and mail it directly to Dr. Morrow.

The survey will take approximately 20 minutes to fill out, and you may complete it on work time. Thank you for taking the time to complete this survey.

SECTION 1: EMPLOYMENT

1. Number of years at DOT

2. Gender
   M = Male
   F = Female

3. Number of years at current pay grade

4. Current work location – Mark the 3-digit code listed for your work location on the answer sheet. If your specific work location is not listed, choose the code for the office, bureau or division that best describes where you work.

Director's Office	0 0 0	Director's Staff Division	1 0 0
General Counsel Division	2 0 0	Information Technology Division	3 0 0
Modal Division	4 0 0	Operations & Finance Division	5 0 0
Planning & Programming Division	6 0 0	Research Management Division	7 0 0

Motor Vehicle Division	8 0 0		
Motor Vehicle Enforcement	8 1 0	Driver Services	8 3 0
District 1	8 1 1	Eastern District	8 3 1
District 2	8 1 2	Western District	8 3 2
Hazardous Materials Team	8 1 3	Central Office	8 3 3
Investigators	8 1 4		
Headquarters	8 1 5		
		Motor Carrier Services	8 4 0
Vehicle Services	8 2 0		

Highway Division	9 0 0		
Engineering Bureau	9 1 0	Statewide Operations Bureau	9 2 0
Bridges & Structures	9 1 1	Construction	9 2 1
Design	9 1 2	Contracts	9 2 2
Environmental Services	9 1 3	Local Systems	9 2 3
Right-of-Way	9 1 4	Maintenance	9 2 4
Traffic & Safety	9 1 5	Materials	9 2 5
Support Services Bureau	9 3 0		

Districts   9 4 0

	1	2	3	4	5	6
Construction	9 5 1	9 5 2	9 5 3	9 5 4	9 5 5	9 5 6
Maintenance	9 6 1	9 6 2	9 6 3	9 6 4	9 6 5	9 6 6
Materials	9 7 1	9 7 2	9 7 3	9 7 4	9 7 5	9 7 6
Other	9 8 1	9 8 2	9 8 3	9 8 4	9 8 5	9 8 6

SECTION 2: JOB SATISFACTION

This section of the survey looks at job satisfaction by asking you to respond to words and phrases that deal with your work, your supervisor and your co-workers. In responding, think about what it is like most of the time.

Mark: Y for "Yes" if the word or phrase describes your work,
        ? for "sometimes/undecided" or ,
        N for "No," if it does not describe your work.

A. Work:
Think of your present work.
1. Fascinating
2. Routine
3. Satisfying
4. Boring
5. Good
6. Creative
7. Respected
8. Hot/Cold
9. Pleasant
10. Useful
11. Tiresome
12. Healthful
13. Challenging
14. On your feet
15. Frustrating
16. Simple
17. Endless
18. Gives a sense of accomplishment

B. Supervisor:
Think about your supervisor.
19. Asks my advice
20. Hard to please
21. Impolite
22. Praises good work
23. Tactful
24. Influential
25. Up-to-date
26. Doesn't supervise enough
27. Quick-tempered
28. Tells me where I stand
29. Annoying
30. Makes me aware of career opportunities
31. Stubborn
32. Knows job well
33. Bad
34. Intelligent
35. Leaves me on my own
36. Around when needed
37. Informs me of DOT educational opportunities
38. Evaluates my work fairly
39. Micro-manager

C. Co-workers:
Think about your co-workers.
40. Stimulating
41. Boring
42. Slow
43. Ambitious
44. Stupid
45. Responsible
46. Fast
47. Intelligent
48. Easy to make enemies
49. Talk too much
50. Smart
51. Lazy
52. Unpleasant
53. No privacy
54. Active
55. Narrow interests
56. Loyal
57. Hard to meet

SECTION 3: COMMUNICATION

A. Forms: Many forms of job-related communication are available at the DOT. Please rate the following information sources according to how <u>available</u> they are to you, how <u>useful</u> they are, and how <u>accurate</u> they are.

SCALE: How Available					SCALE: How Useful					SCALE: How Accurate				
					No Use				*Very Useful*	*Not Accurate*				*Very Accurate*
Never				*Always*										
1	2	3	4	5	1	2	3	4	5	1	2	3	4	5

1. Dateline DOT
2. INSIDE Magazine
3. Memos, letters (non-electronic, paper)
4. Bulletin boards
5. Handbooks, policies & procedures manuals
6. Newsletters
7. Meetings
8. Lotus Notes (electronic notes, memos, etc.)
9. Performance evaluations
10. Check stuffers
11. DOTNET (the DOT intranet)
12. Supervisor/employee communication
13. Internet
14. Meeting minutes (DOT Management Team, Division Staff, etc.)

B. Sources: People normally receive information related to their jobs from many sources: their immediate supervisors, people in their work units, and from other places in the organization. How satisfied are you with the <u>Quality</u> and <u>Quantity</u> of information you receive from each source?

SCALE: Quantity of Information						SCALE: Quality of Information				
Too Little Or Too Much				*Just Right*		*Incorrect Not Useful*				*Correct Useful*
1	2	3	4	5		1	2	3	4	5

Communication Source

1. Immediate supervisor
2. Within your work unit
3. Within your division
4. Within the DOT

SECTION 4: PERSONAL STATISTICS

1. What was your age at your last birthday?
   A = under 30   B = 30 – 39   C = 40 – 49   D = 50 – 59   E = 60 or over

2. Race:
   A = Native American Indian   C = Hispanic   E = White
   B = Black   D = Asian or Pacific Islander   F = Other

3. Do you have a disability?
   Y = Yes   N = No

4. Do you currently occupy a managerial or supervisory job classification?
   Y = Yes   N = No

SECTION 5: WORK PRACTICES

Listed below are statements that represent feelings that you might have about your job and the organization you work for. With respect to the DOT, please indicate how you agree or disagree with each statement.

SCALE: 1 = Strongly Disagree
              2 = Disagree
              3 = Neutral
              4 = Agree
              5 = Strongly Agree

1. People in my work unit sometimes engage in name calling or inappropriate behaviors that make others feel uncomfortable.
2. Knowing who my customers are has enhanced my job performance.
3. I have heard comments that are personally derogatory or demeaning about people in my work unit.
4. Other work units within the DOT work well with my work unit in solving problems.
5. My work unit meets regularly with the customers it serves.
6. My work unit uses teams for problem solving.
7. My work unit does a good job providing our customers (i.e., Iowa citizens, others in the DOT) what they need.
8. Working in teams has led to better solutions in my work unit.
9. Within the last year, I have observed <u>co-workers</u> excluded from my work unit activities that affect their ability to do their work.
10. Within the last year, I have observed <u>others</u> excluded from their work unit activities that affect their ability to do their work.
11. My work unit has a good understanding of who its customers are.
12. The DOT has embraced the team concept.
13. "Serving the customer" is not just a slogan at the DOT.
14. Many work issues are now being addressed through teams or small group meetings.
15. My work unit's emphasis in doing things in teams actually makes us less productive.
16. My work unit actively seeks feedback from customers on the quality of our work.
17. On occasion, I have seen a co-worker being hazed by people in my work unit.
18. My work unit's customers express satisfaction with our work.
19. I use customer input to identify the goods and services they need.
20. During meetings, an effort is made to get all group members' opinions and ideas before making a decision.
21. People in my work unit maintain appropriate contact with the people we serve.
22. I have heard comments or seen behaviors made by <u>people in my work unit</u> that could be considered threatening, intimidating, false or malicious toward my co-workers or supervisors.
23. I have heard comments or seen behaviors made by <u>other DOT employees</u> that could be considered threatening, intimidating, false or malicious toward their co-workers or supervisors.
24. My work unit engages in practical jokes and horseplay.
25. Some employees in my work unit sometimes receive privileges or advantages based on non-work issues.
26. Decisions in my work unit are being made with input from the people doing the work.

SECTION 6: PERCEPTIONS OF WORK ENVIRONMENT

Please evaluate the accuracy of the following statements about your job, or the DOT in general.

SCALE: 1 = Definitely Disagree
        2 = Inclined to Disagree
        3 = Inclined to Agree
        4 = Definitely Agree

A. Structure

1. The jobs in this agency are clearly defined and logically structured.
2. In this agency it is sometimes unclear who has the formal authority to make a decision.
3. The policies and organization structure of this agency have been clearly explained.
4. Red tape is kept to a minimum in this agency.
5. Excessive rules, administrative details, and red tape make it difficult for new and original ideas to receive consideration.
6. Our productivity sometimes suffers from lack of organization and planning within the agency.
7. In some of the projects I've been on, it hasn't been clear who the boss was.
8. Our agency management team isn't so concerned about formal organization and authority, but concentrates instead on getting the job done.

B. Openness and Trust

1. The people I work with really trust one another.
2. I can trust my manager or supervisor to represent my interests at higher levels.
3. If you make a mistake in this agency, you will pay.
4. There is a great deal of criticism of this agency by employees.
5. There is a great deal of criticism of management by employees.
6. Employees in my work unit can voice their opinions freely.
7. My manager/supervisor works to build a positive work environment.
8. I believe what DOT leadership tells me.
9. Employees are truthful in communicating with DOT leaders.
10. Agency leaders do what they say they will do.
11. Employees in my work unit do what they say they will do.
12. My manager/supervisor is honest and truthful about information to do with the job.

C. Warmth

1. A friendly atmosphere prevails among the people in this agency.
2. This agency is characterized by a relaxed, easy-going working climate.
3. It is very hard to get to know people in this agency.
4. People in this agency tend to be cool and aloof toward each other.
5. There is a lot of warmth in the relationships between management and workers in this agency.

Please evaluate the accuracy of the following statements about your job, or the DOT in general.

SCALE: 1 = Definitely Disagree
         2 = Inclined to Disagree
         3 = Inclined to Agree
         4 = Definitely Agree

D.   Support

1. You don't get much sympathy from higher-ups in this agency if you make a mistake.
2. Management makes an effort to talk with you about your career goals within the agency.
3. People in this agency don't really trust each other enough.
4. The philosophy of our management emphasizes the human factor, how people feel, etc.
5. When I am on a difficult assignment I can usually count on getting assistance from my boss and co-workers.

E.   Standards

1. In this agency we set high standards for performance.
2. Our management believes that no job is so well done that it can't be improved on.
3. Around here, there is a feeling of pressure to continually improve our personal and group performance.

F.   Identity

1. People are proud of working in this agency.
2. I feel that I am a member of a well functioning team.
3. As far as I can see, there isn't very much personal loyalty to the agency.
4. In this agency people pretty much look out for their own interests.

G.   Morale

1. The DOT goes out of its way to recognize employees for extraordinary service.
2. My job, directly or indirectly, serves the citizens of Iowa.
3. I sometimes hear profanity in my work unit.
4. There are few opportunities for employees to give their opinions about morale.
5. The results of my work significantly affect many other people.
6. From time to time, people in my work unit are not sensitive to the religious beliefs of others.
7. Division-level management visits my work unit often enough.
8. Other people's job performance depends on how well I do my job.
9. Jokes which some employees might find offensive are told in my work unit.
10. My work unit spends just about the right amount of time on morale and team-building activities.
11. Division-level management does not seem to appreciate my work-related problems.
12. Sexual harassment is a problem in my work unit.
13. My job is pretty important in the broader scheme of things.
14. I feel the DOT has my best interests at heart.
15. Employee hazing occurs in my work unit.
16. It really doesn't matter whether I do a good job or a bad job.
17. I really feel a part of the DOT.
18. Employees in my work unit treat each other in a dignified and professional manner.
19. Objects that are sexually suggestive or racist can be found in my work unit.
20. Division-level management has an understanding of my day-to-day work activities.

SECTION 7: PERSONAL JOB ATTITUDE, TRAINING AND JOB OPINIONS

A. Personal Attitude Toward Job

SCALE:
    1 = Never
    2 = Seldom
    3 = Occasionally
    4 = About half the time
    5 = A good deal of the time
    6 = Most of the time
    7 = All of the time

1. How much of the time do you feel satisfied with your job at the DOT?

B. Personal Feelings About Work

Below are statements about work at the DOT. For each statement, indicate the extent to which you agree or disagree.

SCALE:
    1 = Strongly Disagree
    2 = Disagree
    3 = Neutral
    4 = Agree
    5 = Strongly Agree

1. I know what is expected of me at work.
2. I have the materials and equipment I need to do my work right.
3. At work, I have the opportunity to do what I do best every day.
4. In the last seven days, I have received recognition or praise for doing good work.
5. My supervisor, or someone at work, seems to care about me as a person.
6. There is someone at work who encourages my development.
7. At work, my opinions seem to count.
8. The DOT's mission/purpose makes me feel my job is important.
9. I am committed to continuous improvement in my work.
10. In the last six months, someone at work has talked to me about my progress.
11. This past year, I have had opportunities at work to learn and grow.
12. Sometimes I see co-workers treated in ways that may make them feel they are not really part of their work group based on their gender.
13. Sometimes I see co-workers treated in ways that may make them feel they are not really part of their work group based on their race.
14. Men and women receive the same opportunities at the DOT.
15. Minority group members at the DOT do not receive the same opportunities as majority group members.
16. Women and people of color working at the DOT have to perform at a higher level in order to receive the same recognition as white males.
17. All in all, employees at the DOT are treated equally regardless of gender or race.

C. Job Opinions

Below are statements about how people might view their work at the DOT. For each statement, indicate the extent to which you agree or disagree.

SCALE: 1 = Strongly Disagree
              2 = Disagree
              3 = Neutral
              4 = Agree
              5 = Strongly Agree

1. My work unit understands the concept of "continuous improvement."
2. From what I can see, the products and services provided by the DOT are improving.
3. The DOT's emphasis on teamwork, customers, and continual improvement has improved my job performance.
4. My work unit operates in ways that show it has accepted the goal of continuous improvement.
5. The emphasis on continuous improvement has made my work unit more effective.
6. My work unit's products/services are always getting better.
7. When I need information, I go directly to the most appropriate source at the DOT for that information.
8. My manager/supervisor really believes we can always improve our work.
9. Over the last several years, errors and mistakes coming out of my work unit have declined.
10. I understand how my work fits into the work of others within the DOT.
11. I am always looking for ways to prevent mistakes.
12. The continuous improvement culture at the DOT has improved my work unit's performance.
13. The DOT emphasizes a "try to do it right the first time but learn from your mistakes" philosophy.
14. I understand the value my job brings to the DOT.

SECTION 8: REWARDS

A. Focus: The DOT wants to review its reward and recognition programs. As a state agency, monies for these programs are not plentiful so providing forms of recognition that are valued by employees is even more important. For each of the four levels within the DOT listed below, indicate where you feel the focus for rewards and recognitions should be.

LEVEL	No Rewards At this Level	Focus on Teams	Balanced	Focus on Individuals
1. DOT	1	2	3	4
2. Division	1	2	3	4
3. Office	1	2	3	4
4. Work Unit	1	2	3	4

B. Decisions: Who should decide who gets recognized and the criteria for awards? At what level do you feel these decisions should be made?

LEVEL	Decision-Making Influence None	Low	Moderate	High
1. Peers (fellow employees)	1	2	3	4
2. Immediate Supervisors	1	2	3	4
3. Committees made up of peers	1	2	3	4
4. Committees made up of peers and supervisors	1	2	3	4
5. Managers (Division Directors, Office Directors, etc.)	1	2	3	4
6. By "rules" (e.g., seniority, lowest accident record)	1	2	3	4

C. Types: What kinds of rewards outside of your regular pay are meaningful to you? Please indicate the extent to which the following possible rewards, recognitions, and events are meaningful to you by rating the value of each reward.

SCALE: 1 = Low Value
2
3
4
5 = High Value

POSSIBLE REWARD

1. Letter/certificates of commendation
2. Employee of the month/quarter/year type recognitions
3. Temporary status awards (e.g., close-in parking, 35-year picture wall, etc.)
4. Recognition at DOT-wide functions (e.g., Transportation Conference)
5. Plaques, trophies, etc.
6. Recognition at work unit functions (picnics, dinners, coffees)
7. Recognition at division functions (picnics, dinners, coffees)
8. Personal/small group meetings with DOT administrators (e.g., Breakfast with the Director)
9. "Virtual" dollars that can be exchanged for DOT hats, T-shirts, etc.
10. Employee coffees/lunches/potlucks
11. Items such as pens, pencils, and pins
12. Rewards selected by employees from a "catalog" of possible items
13. Monetary

SECTION 9: HARASSMENT

1. Do you understand what discriminatory harassment is?
    Y = Yes
    ? = Not Sure
    N = No

2. Do you understand the DOT's policies regarding discriminatory harassment?
    Y = Yes
    ? = Not Sure
    N = No

3. Do you know the DOT has an internal discriminatory complaint process?
    Y = Yes
    N = No

4. Do you know who the DOT's AA/EEO officer is?
    Y = Yes
    N = No

5. Have you ever felt you have been a victim of discriminatory harassment at the DOT?
    Y = Yes (go to #6)
    ? = Not Sure (go to #6)
    N = No (You are done with the survey!)

      6. Did you report it to management?
    Y = Yes (go to #7)
    N = No

    If No, why not?
    Fill in all that apply,

    and then
    you are done!

    A. It wouldn't do any good
    B. Management is part of the problem
    C. Fear of retaliation
    D. Didn't know who to report to
    E. Embarrassment
    F. No confidentiality
    G. I felt comfortable handling it myself
    H. I didn't think it was important
    I. Other

      7. Was appropriate action taken by a supervisor?
    Y = Yes
    N = No

Congratulations, you have finished! Thank you for taking the time to complete this survey. Carefully fold and return the *answer sheet* using the envelope provided. Remember: *Do not return the survey booklet.*

If you have any questions, Dr. Morrow can be reached at Iowa State University by phone at 515-294-8109. Should something happen to the enclosed envelope, you can mail the survey directly to Dr. Morrow at the following address:

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    Iowa Department of Transportation
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    Ames, IA 50010