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SD Department of Transportation
Office of Research



SDDOT Organizational Health Assessment

Study SD98-01
Final Report

Prepared by

Business Research Bureau
University of South Dakota
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DISCLAIMER

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16. Abstract This report offers an organizational health assessment for the South Dakota Department of Transportation (SDDOT) at this point in time. This assessment and its findings must be evaluated in terms of where the organization wants to be in fulfilling its mission to its employees and to the people of the State of South Dakota. Four objectives provided a solid foundation directing the activities and tasks undertaken to complete this study. They included, respectively, the measurement of SDDOT employees' current perceptions and level of satisfaction with their work environment; an identification of SDDOT current organizational strengths and weaknesses; the establishment of baseline organizational health data; and, finally, the creation of an organizational health survey instrument for use with this and future organizational health assessments. The results of this study reveal, if the Department requires its employees to be motivated by means other than their personal commitment to their jobs and to the Department, then SDDOT is in relatively poor health. The point of doing an organizational health assessment is not to pass a qualitative or quantitative an organization or its managers, but to determine a baseline from which the organization can measure and evaluate its future development. What must result and flow from the study is a determination of the activities and actions that will make an improvement in the perception and attitude of the employees toward the SDDOT so that the organization's health is improved.			
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EXECUTIVE SUMMARY

Organization Health

An Organization's health, broadly defined, refers to its ability to accomplish its mission now and in the future. An organization's health encompasses a set of measurable properties resident in the work environment, based on the collective perceptions of the people who live and work in the environment. These properties include communication, staff morale, understanding of policies (structure), work environment, staff competency, awareness of mission, work force stability, cooperation, training and professional development, work force demographics, and management skills and they directly influence the behavior of employees.

Organizational health is represented by a set of resources and competencies forming a core upon which the management of the organization can draw in addressing and overcoming the challenges they face. In order to assess an organization's health, employees' attitudes and perceptions are measured to identify strengths as well as areas of concern. Once identified, the organization must address the concerns that are mission critical in order to be successful. This report offers an organizational health assessment for the South Dakota Department of Transportation (SDDOT) at this point in time. This assessment and its findings must be evaluated in terms of where the organization wants to be in fulfilling its mission to its employees and to the people of the State of South Dakota.

Objectives

Four objectives provided a solid foundation directing the activities and tasks undertaken to complete this study. They included, respectively, the measurement of SDDOT employees' current perceptions and level of satisfaction with their work environment; an identification of SDDOT current organizational strengths and weaknesses; the establishment of baseline organizational health data; and, finally, the creation of a organizational health survey instrument for use with this and future organizational health assessments.

Focus Groups

Seven focus groups were held in locations across the state—one with executives, three with supervisory staff, and three with non-supervisory staff. Each focus group was conducted in a two (2) hour session involving a group of 12-13 peers. The supervisory and nonsupervisory focus groups were conducted in a neutral geographic location to allow participants to feel comfortable in the discussion environment. The three primary purposes for the focus groups were (1) to identify perception gaps between groups in an effort to assist in the identification of areas of survey emphasis, (2) to provide insights and additional information needed to prepare for the quantifiable survey; and (3) to provide insights into topics where perceptions and level of satisfaction was conditional to some variable, (i.e., supervisory status).

The outcomes associated with the focus groups provided a qualitative understanding of the issues and allowed for the identification of issues and areas of concern worthy of pursuit in the survey phase. In addition, the focus groups findings offer insight in areas where management can identify future actions addressing issues identified within the survey of all employees.

The major issues identified by focus group participants included: Access to Training; Losing Job Classifications and Titles; Performance Standards; Knowing When I Do a Good Job; Staff Meetings; Morale; Safety, Vehicles; Communication; and Benefits of Becoming More Efficient (since the Reorganization).

Survey Questionnaire

BRB researchers accomplished the survey administration and data collection processes by completing:

- Printing of the survey instrument;
- An initial mailing of the survey instrument (883 persons);
- Mailing of the second letter to SDDOT employees' homes reiterating the confidentiality of responses;
- Mailing of reminder notices as necessary;
- Encoding of the survey responses (731 usable respondents); and
- Cleaning of the encoded data prior to analysis.

Survey Analyses and Findings

The responses from the survey were subjected to a number of analysis procedures including demographic analyses, response analyses, domain analyses, measurement of overall respondent satisfaction, comparisons to a national standard, and comparisons of the focal group and survey outcomes.

The SDDOT employee population at the time of the survey was eight hundred seventy-five (875). Seven hundred fifty-one (751) responses were received of which seven hundred thirty-one (731) were used in the analysis. Of the twenty responses not used, fifteen (15) had been altered to make them unusable by removing the number tying the response to demographic data and five (5) were not received until after the analysis was well underway. This represents an actual response rate of eighty-five point five percent (85.5%) and a usable response rate of eighty-three point five percent (83.5%).

Demographics

Individual demographic data was acquired from the SD Bureau of Personnel, merged with the responses provided by each individual, and then coded into a format that protects the anonymity of the individual without diminishing the usefulness of the responses. The following eight (8) demographic variables were utilized in the analysis: Supervisory Status, Employee Status, Gender, Location, Race, Job Group, Age, and

Years of Service. Only two of the demographic variables were significant with respect to potential response rate bias—Employee Status and Job Group. Employee Status was defined as hourly versus salaried and hourly employees are slightly under represented in the findings. As for Job Group, the highest response rate came from the Financial, Information Service, & Legal Job Group (100%) while the lowest response rate was Equipment with sixty-seven point four percent (67.4%). Technician, Clerical, Drafting and Maintenance Job Groups also had response rates below the department-wide mean response rate. These lower response rate Job Groups are likely to be underrepresented in the survey.

Domains

Domains constituted the second area of analysis. Each Domain was defined by a series of statements designed to address different but related perceptions and attitudes within the respective Domain. The twenty (20) Domains were titled Structure, Responsibility, Identity, Reward, Risk, Communication, Working Climate, Support, Morale, Standards, Training, Conflict, Culture, Teamwork, Safety & Efficiency, Performance Appraisals, Problem Solving Initiative, Performance Measurement Initiative, Work Schedule and Purpose.

Respondents were asked to indicate on the survey the extent of their agreement or disagreement with a statement with a four (4) point scale. Strongly Agree received a value of one, Inclined to Agree a value of two, Inclined to Disagree a value of three and Strongly Disagree a value of four. Therefore, a mean score of 2.5 for a statement would represent the midpoint or point of indifference with respect to the statement. Table 1 below presents the mean score for each survey Domain. For analysis and interpretation purposes, the following ranges define whether a mean domain response represents an area of organizational strength, operational, or concern:

- Strength - A mean score between 1.00 and 1.65 indicates the behaviors and perceptions of the employees, with regard to the issue being measured, can be considered to be very consistent and strong. Therefore, this domain is not causing any concern or dysfunctional behavior at this point in time.
- Operational - A mean score between 1.66 and 2.05 indicates the behaviors and perceptions of employees, with regard to the issue being measured, are consistent, and they should be viewed as being quite positive. However, they are not as strong, nor as prevalent, as those behaviors identified with the strength range.
- Concern - A mean score of 2.06 or higher indicates the behaviors and perceptions, with regard to the issue being measured, are cause for some concern or causing problems among employees and/or management. They may not have reached the point of causing dysfunctional behaviors, but the potential is there and that possibility needs to be addressed.

The Training, Teamwork, Morale, and Performance Appraisals domains have the most positive outcomes, while the Reward and Work Schedule domains offer the least positive outcomes with domain means of 3.12 and 2.84, respectively. While some

individual statements such as "My job, directly or indirectly, serves the citizens of South Dakota" attained a mean score as low as 1.36, clearly in the strength range, no overall domain mean was in the strength or operational range. In all, nine statements were in the strength or operational range.

It should be noted that these ranges establish a high standard for the SDDOT. The theoretical mean of the distribution is 2.5. This can be viewed as a point of indifference, the point at which the perception of the statement or domain is split between those agreeing and disagreeing.

Table 1

Domain	Mean	Domain	Mean
Structure	2.69	Training	2.28
Responsibility	2.69	Conflict	2.69
Identity	2.72	Culture	2.74
Reward	3.12	Teamwork	2.33
Risk	2.66	Safety and Efficiency	2.75
Communication	2.56	Performance Appraisal	2.44
Working Climate	2.61	Problem Solving Initiative	2.64
		Performance	
Support	2.75	Measurement Initiative	2.62
Morale	2.35	Work Schedule	2.84
Standards	2.57	Purpose	2.51

Overall Mean for the SDDOT 2.63

Overall Job Satisfaction

Overall job satisfaction was measured using a five (5) point scale. The ranges used to evaluate overall job satisfaction were: Strength - an average score of 4.20 or above, Operational - an average score between 3.70 and 4.19, and Concern - an average score of less than 3.70.

The SDDOT survey population scored a 3.19 which, according to the above scale, falls within the concern range for the overall organization. The national comparison group (a national sample of 801 respondents, at least 18 years old, and employed greater than 30 hours a week) scored 3.99, within the operational range.

Using the demographic variables to break down job satisfaction, differences were noted for all except gender. The Central Office (3.27) had the highest overall job satisfaction when the data was viewed by location—not in the operational range. When viewed by Job Group, the Executive Job Group (4.29) revealed the highest level of job satisfaction, while the Maintenance Job Group (2.92) had the lowest level. Job satisfaction

decreases with years of service. Supervisors (3.53) indicate a higher level of satisfaction than either Nonsupervisors (3.16) or Lead Workers (3.04). Salaried employees (3.69) tended to report a higher level of job satisfaction than hourly employees (3.13).

National Comparison Survey Statements

In addition to the national comparison of overall job satisfaction, a series of twelve (12) national comparison statements were surveyed. The results from these survey statements for the entire department are depicted in Table 2. National comparison evaluation ranges encompass: Strength – mean score of eighty-four percent (84%) agreement or above, Operational – mean score between seventy-four percent (74%) and eighty-three percent (83%) agreement, and Concern – mean score of less than seventy-three percent (73%) agreement.

Table 2 - National Comparison Questions

National Comparison Statement	SDDOT Percent Agreed	National Comparison Percent Agreed
1. At work, I have the opportunity to do what I do best every day.	56.2%	82.0%
2. My supervisor or someone at work seems to care about me as a person.	76.0%	82.0%
3. I know what is expected of me at work.	86.0%	97.0%
4. In the last seven days, I have received recognition or praise for good work.	24.1%	60.0%
5. At the SDDOT, my opinion seems to count.	43.7%	82.0%
6. There is someone at work who encourages my development.	43.8%	70.0%
7. In the last six months, someone at work has talked to me about my progress.	63.4%	62.0%
8. This last year, I have had opportunities at work to learn and grow.	69.0%	84.0%
9. My associates (fellow employees) are committed to doing quality work.	76.7%	86.0%
10. The mission of the SDDOT makes me feel my job is important.	55.6%	59.0%
11. I have the materials and equipment I need to do my work right.	66.1%	85.0%
12. I have a best friend at work.	41.6%	57.0%

For Statement 3, with eighty-six percent (86.0%) agreeing to this statement, it is clear that SDDOT employees know what is expected of them at work. This falls in the strength range for the SDDOT. The results for two other Statements (2 and 9) fall within

the operational range. The SDDOT also scores better than the National Comparison Sample in the area of someone at work talking to you about your progress. The area in most need of improvement is the reward and recognition area (Statement 7). Only twenty-four point one percent (24.1%) of SDDOT employees agreed with Statement 4 that they have received recognition or praise for good work in the past seven days, clearly an area of concern.

Focus Group Issues

Table 3 presents a cross-reference listing of focus group issues to relevant survey domains and, in some case, statements.

Table 3 - Crosstabulation of Focus Group Issues to Domains

Focus Group Issue	Domain of Interest or Questions
Access to Training	Training Domain
Losing Job Classifications and Titles	Reward Domain, Statement 8 Support Domain, Statement 2 Purpose Domain, Statement 4
Performance Standards	Performance Appraisal Domain
Knowing When I do a Good Job	Reward Domain
Staff Meetings	Communication Domain
Morale	Morale Domain
Safety	Safety & Efficiency Domain
Vehicles	Safety & Efficiency Domain
Communication	Communication Domain
Benefits of Becoming More Efficient	Safety & Efficiency Domain

The survey domains were designed specifically to address general issues as well as specific issues raised by the focus groups. Losing Job Classification was addressed through a series of statements. While SDDOT employees are not satisfied with the opportunities for further career advancement (Reward Domain, Statement 8, M=3.25) and they feel that management has not made an effort to talk with them about career goals (Support Domain, Statement 2, M=3.25), their responses to "SDDOT is effective in getting me to meet its needs and contribute to its effectiveness" (Purpose Domain, Statement 4, M=2.40) indicate that employees are likely to make personal sacrifices to ensure the organization meets its goals.

Conclusions

This study defined organizational health as the ability of an organization to accomplish its mission now and in the future. The Department of Transportation has a clearly defined set of competencies and routines, and can use these to achieve its mission. However, if the SDDOT requires its employees to be motivated by means other than their commitment to their jobs and their commitment to the SDDOT, then it is in relatively poor health.

Most employees perceive that they are loyal to the SDDOT. However, they do not discern that SDDOT is loyal to them. They tend to believe that SDDOT's mission is important and they are personally and professionally committed to a mission of providing for the transportation infrastructure of the entire state. SDDOT employees are willing to make personal sacrifices to accomplish that mission. Further, they perceive that their job is important because of that mission, and that the people they work with are committed to this mission. The majority of SDDOT employees personally like the people they work with and they feel that their co-workers treat them with respect. Nonsupervisors and Lead Workers do not perceive that management views their job as important.

While most employees are not very satisfied with their job at SDDOT, there is relatively little risk of turnover when this perception is combined with a relatively high degree of identification with the SDDOT. However, this identification, because of its relationship to turnover, should be monitored.

Reward, Work Schedule, and Support are the three domains in most need of positive intervention and improvement. While the Communication domain is perceived as more positive than these three domains, many of the organizational issues may be addressed and improved by better communications.

Recommendations

It is most important to keep in mind that while the results of this study do not, on initial review, seem to bode well for the SDDOT, undertaking of the process is the first step in improving the organizational health. In this initial step, employees have described an organization that has several difficulties. Rewards are insufficient, communication between supervisors and subordinates is poor, conflict is hidden, trust of the department and its officers is low, and individuals think that the actions taken to increase efficiency have come at a high personal and professional cost. Yet, without these measures having been obtained, little would be likely to change in the future.

The point of doing an organizational health assessment is not to pass a quantitative or qualitative judgment on the organization or its managers, but to determine a baseline from which the organization can develop and grow. What needs to follow is a concerted effort at determining activities and actions that will bring improvements to the organization. Changes proposed to be introduced to the SDDOT should be thoroughly explained to employees within the context of what issue is being addressed and what the expected outcomes will be.

BRB researchers recommendations to SDDOT management include:

- Make all efforts to present future organizational changes to policies, procedures, and/or activities in a clear and straightforward manner to employees providing simple and understandable rationale for the proposed decision or change;

- Use the existing Problem Solving Initiative to suggest alternative strategies to address the issues of work scheduling, cost effectiveness of seasonal employees and inmate labor, classifications and pay ranges, paperwork demands, inspection issues, and other issues identified in the assessment process;
- Provide training for supervisors in the areas of meaningful performance appraisal feedback, methods for rewarding employees, conflict management/facilitation skills, problem solving skills and how to hold effective staff meetings;
- Gain the respect of your staff by acting on the results of information gained in this survey, be credible and consistent in actions, and commit to the process over the long-run; and
- Repeat the survey process within twelve to eighteen months to assess changes in the organizational health as a result of implementation of new policies and/or procedures.

PURPOSE OF THE STUDY

The Business Research Bureau (BRB) at the University of South Dakota School of Business conducted this study for the South Dakota Department of Transportation (SDDOT). Its primary purpose was to develop a qualitative and quantitative organizational assessment of the SDDOT's organizational health. Outputs of the study include comparisons of individual units to the entire Department as well as interdepartmental comparisons based on a number of demographic variables (e.g. geographic, position classifications, etc.). These results, findings, and conclusions will serve to provide information to guide SDDOT's management by focusing attention on areas needing improvement within the present organizational climate. Further, the empirical results and findings provide a benchmark supporting the measurement of the effectiveness of future organizational changes and for the interpretation of future organizational health assessments similar to that conducted in this study.

OBJECTIVES FOR THE STUDY

Four objectives provided a solid foundation directing the activities and tasks undertaken to complete this study. They included, respectively, the measurement of SDDOT employees' current perceptions and level of satisfaction with their work environment; an identification of SDDOT current organizational strengths and weaknesses; the establishment of baseline organizational health data; and, finally, the creation of an organizational health survey instrument for use with this and future organizational health assessments.

1. Measurement of SDDOT employees' perceptions and level of satisfaction regarding organizational health. This analysis was performed at several levels including Department-wide, central office and division, field office region, and general position classification. This objective was addressed through:
 - a) Focus groups involving management, supervisory staff, and non-supervisory staff were conducted to gain insights and acquire additional information necessary for the preparation of the population survey instrument. This data was qualitative in nature thereby enabling the preliminary identification of gaps between the different groups with respect to perceptions and level of satisfaction.
 - b) Administration of the department-wide survey instrument (see item #4 below) to quantitatively measure SDDOT's organizational health. The BRB included a letter with the survey instrument explaining:
 - ◆ The purpose of the survey;
 - ◆ That the individual responses would be held in the strictest confidence;
 - ◆ How the BRB would ensure the confidentiality of individual responses;
 - ◆ How the results would be tabulated and reported; and
 - ◆ Instructions on how to complete the survey instrument.

In order to provide the highest quality data, the data collection process ensured each survey recipient of the confidentiality of individual responses. While it was necessary for the researchers to know the identity of survey recipient for follow-up purposes, the identity of individual respondents will not be made available to the department. Using pre-addressed postage-paid envelopes, the respondents returned the completed surveys directly to the BRB.

Open comments were permitted for unsolicited responses. These comments were recorded and generalized when necessary to protect the identity of any individual.

In addition to the survey mailing, the BRB mailed a second letter directly to each SDDOT employees' home reiterating the confidential nature of their

responses. It is expected that this process positively affected the response rate for the survey instruments.

- c) Analysis of the survey data in order to permit a comparison of individual divisions, field office regions, and position classifications to the department as a whole. Interviews with Department staff also provided meaningful input for the analysis.
 - d) Analysis of differences and commonalities among and between divisions, field office regions, and position classifications.
 - e) Analysis of the survey data using other demographic variables included in the study thereby providing additional insights into the organization.
2. Identification of the Department's organizational strengths and weaknesses. This objective was addressed by:
- a) Utilizing the input from the focus groups to develop insights on the organization.
 - b) Designing the survey questionnaire in a manner that facilitated the identification of specific areas of organizational health (e.g., conflict, standards, communication, etc.).
 - c) Analyzing the survey and focus group data by functional areas providing evidence of strengths or weaknesses within a given area.
 - d) Reviewing data for common themes that may be present with respect to the demographic characteristics of respondents.
3. Establishment of baseline measurements of SDDOT organizational health. These measures will prove useful in assessing subsequent organizational changes and/or the findings of future organizational health surveys. This objective was addressed through:
- a) Development of a series of baseline measurements (benchmarks) by which future assessments can be measured.
 - b) Development of a series of baseline measurements (benchmarks) against which future management changes and actions can be compared.
 - c) Development of baseline benchmarks by functional areas of division, field office region and position classification.
 - d) Development of benchmarks by areas of strength and weakness by which organizational changes can be measured.

- e) Development of benchmarks utilizing standardized items facilitating a comparison with other organizations.
4. Creation of an organizational health assessment survey instrument that could be utilized in this study and that can be used to periodically assess the Department's organizational health. This objective was addressed by:
- a) Reviewing the literature for organizational health assessment.
 - b) Reviewing other organizational health assessment instruments.
 - c) Revising the final survey instrument to meet the goals and objectives of the department.
 - d) Revising the future survey instrument appropriately based on the outcome of the current study.

DESCRIPTION OF THE RELEVANT TASKS

Ten tasks were completed during the course of this study. These tasks were chronological in nature flowing from an initial meeting between BRB researchers and SDDOT project managers to discuss the project scope to a final presentation of the findings to SDDOT management staff in Pierre. They included:

1. BRB researchers met with the SDDOT project's technical panel to review project scope and work plan.
2. BRB researchers reviewed relevant literature for both public and private organizations as it related to organizational health and climate. In addition, they reviewed the experiences of comparable organizations, including some state transportation departments, to learn how they had conducted and acted upon their organizational health assessment findings. These procedures included:
 - ◆ Reviewing literature on general organizational health assessments for both public and private organizations and
 - ◆ Reviewing other state Department of Transportation assessments.
3. BRB researchers conducted seven (7) focus groups with Department employees identifying key issues that would need to be quantitatively assessed through the administration of a Department-wide survey. These included:
 - ◆ One (1) focus group with Central Office Executive staff;
 - ◆ Three (3) focus groups with supervisory level staff; and
 - ◆ Three (3) focus groups with non-supervisory staff.

The focus groups were conducted in two (2) hour sessions involving groups of peers. The supervisory and nonsupervisory focus groups were conducted in a neutral location allowing the participants to feel comfortable in the environment. The focus groups were vocally recorded and transcribed for subsequent analysis. Given the nature of the recent environment within the department, it was the BRB's recommendation that the focus groups not be viewed by non-participants or video taped. Viewing and/or video taping of supervisory and non-supervisory groups may have changed the environment and affected the spontaneity and responses of the participants. Since the goal of these focus groups was to gain insights on the perception, communication, and understanding gaps, if any, between these three levels of employees, any factor detracting from participant spontaneity was to be avoided.

Focus groups were utilized to:

- ◆ Identify gaps between the three groups – this assisted in the identification of areas of survey emphasis;

- ◆ Provide insights and additional information necessary for the preparation of the survey instrument; and
 - ◆ Provide insights into topics when perceptions and levels of satisfaction were conditional on some variable (e.g., position).
4. BRB researchers prepared and presented a technical memorandum summarizing their understanding of the project scope and work plan. This document also included a presentation of the results and findings, to that point in time, from completion of the:
- ◆ General literature review;
 - ◆ Review of other Department of Transportation's organizational health assessments;
 - ◆ Interviews;
 - ◆ Focus groups; and
 - ◆ Development of the Draft survey instrument.
5. BRB researchers finalized the survey instrument following review and comments by the Technical Panel.
6. BRB researchers accomplished the survey administration and data collection processes by completing:
- ◆ Printing of the survey instrument;
 - ◆ Initial mailing of the survey instrument;
 - ◆ Mailing of the second letter to SDDOT employees' homes reiterating the confidentiality of responses;
 - ◆ Mailing of reminder notices as necessary;
 - ◆ Encoding of the survey responses; and
 - ◆ Cleaning of the encoded data prior to analysis.
7. BRB researchers analyzed the final data base of responses as a basis for the development of:
- ◆ Distributions
 - ◆ Frequencies
 - ◆ Crosstabulations
 - ◆ Cluster Analyses
 - ◆ Groupings by
 - ◆ Departments
 - ◆ Locations
 - ◆ Classifications
 - ◆ Other

8. BRB researchers evaluated the findings of the survey developed in step 7 and prepared:
 - ◆ Written reports including
 - ◆ Executive Summary
 - ◆ Final Report
 - ◆ Tables
 - ◆ Graphical representations of data
 - ◆ Presentations of the results
9. BRB researchers used the findings to prepare a revised survey instrument for use during future organizational assessment surveys.
10. BRB researchers made an executive presentation in Pierre to the SDDOT Research Review Board.

GENERAL LITERATURE REVIEW

The measurement of the “health” of an organization is metaphorical. The specific metaphor is a direct reference to the conditions of the workplace. That is, the organizational health metaphor refers to whether the workplace is relatively “sick” or relatively “well.” Measuring an organization’s health requires an assessment of the conditions of the workplace as perceived by employees.

This study is an attempt at obtaining a baseline measure of the relative health of the workplace for the South Dakota Department of Transportation during the period covered by the study. The guiding purpose and primary objective for organizational health or organizational climate studies (climate has been identified in the literature as an index of an organization’s health, though not the cause of it [Patterson, Payne & West, 1996]) is to improve the organization by identifying various issues within the organization that may be impeding productivity, creativity, and the exercise of authority. Note the similarity between the idea of health discussed above and LaFollette’s (1975; p. 376) notion of climate:

Deplaning in Miami, Anchorage or any other place in the world, the first thing one notices is the weather. ... The weather conditions of a particular geographic area are ordinarily described by the word “climate” — atmospheric climate. ... As one walks into different organizations, one also becomes aware that the work environments of different organizations are not the same. In fact, the internal environments of organizations generally differ as much as do the atmospheric environments surrounding the organizations in different regions of the world. The internal or psychological environment is also known as a “climate” — organizational climate.

An organizational health or climate assessment attempts to measure employee’s perceptions at a given point in time. By definition, perceptions are not facts. However, people act on the basis of their perceptions and in order to identify barriers to productive, creative action, many organizations wish to identify the basis of people’s actions—their personal attitudes. Organizational climate measures are a reflection of the issues within the workplace that can be identified as creating an unhealthy, or a sick organization.

Climate surveys measure people’s perceptions. Climate surveys are, by nature, attitude surveys. Attitude is the predisposition of a person to respond to an object in either a positive or negative manner. These objects can be, amongst other things, policies, procedures, work rules or training opportunities. More specifically, the object could be management-employee communication, the lighting, the quality of the vehicles one drives at work, or the quality of supervision one receives.

An employee’s attitude toward an object is usually shaped by four to seven attributes (Tagliaferri, 1994). Tagliaferri argues that an attribute of management communication could be credibility and an attribute of quality of supervision could be fair treatment.

This is important for an organizational health assessment because an employee will be influenced to positively respond to an object if he has positive beliefs and feelings about the object's attributes. That is, in the example of management communication, if an employee receives sufficient, timely, and accurate information that enables the employee to properly perform a job, then the employee's attitude toward job-related communication will be positive. Organizational climate is not concerned with the responses of a single employee, but with the aggregate of employees and collectives of employees sharing a similar attitude.

There are three issues identified in the literature regarding organizational climate surveys: defining organizational climate, determining the relationship between climate and organizational behavior and measuring climate. These issues and their components are included in the following discussion.

Defining Organizational Climate

The first issue, Organizational climate, emanates from social psychology and studies of organizational behavior. Climate can be thought of as the "current common patterns of important dimensions of organizational life or member's perceptions toward those dimensions" (Peterson, Chaffee & White, 1991; p. 143). Other researchers have described climate as "a term given to the characteristics of organizations which is reflected in the descriptions employees make of policies, practices, and conditions which exist in the work environment" (Schneier & Snyder, 1975). Climate's origin as an organizational term stems from experimentally created climates in boys groups (Schwede, 1994). More recent examples of climate refer to managerial climates. Managerial climates identify perceptions of behaviors that convince subordinates that they will receive a fair break, that management has concern for the welfare of the subordinates as well as for their morale and productivity, and that management has upward influence in the organization (McGregor, 1960). In summary, this implies that managers create the climate in which subordinates work by what they do, how they do it, and what influence is attributed to the manager.

Climate is similar to culture except that climate is the perception of the workplace and culture is the unwritten rules and procedures representing what is valued in an organization (Schein, 1985; *cf.* Denison, 1996). In a sense, culture and climate may be very similar and many have used climate measures as a proxy for culture. In this study, as in the Iowa Department of Transportation study, climate was defined as the set of measurable properties of the work environment, based on the collective perceptions of the people who live and work in the environment and demonstrated to influence their behavior (Litwin & Stringer, 1968).

Attempting to further define or operationalize the concept of climate, many scholars quote Forehand and von Gilmer (1964; p. 362) who noted:

Organizational climate is the set of characteristics that describe an organization and that (a) distinguish one organization from another, (b) are relatively enduring over a period of time, and (c) influence the behavior of people in the organization.

However, the concept has proved to be ambiguous and controversial. The primary issue is whether organization climate should be considered in terms of the objective physical and structural characteristics of the organization or in terms of the perceptual reactions of employees to the organization (LaFollette, 1975). Briefly, the argument against the perceptions approach has focused on relatively unambiguous indicators such as size, levels of authority, ratio of administrative staff to production staff, quantity of formal rules, content of those rules, etc. It follows that the individual is influenced by the environmental factors (again the construct or metaphor of climate) and that the situational or environmental factors must be obtained independently of the individual's perception of them. In essence, one sees reality as it is. LaFollette (1975: p. 377) notes several limitations to this approach. First, the number of variates are often too numerous and too specific to be readily interpreted. Further, he offers that there are several objective indicators containing a manageable number of dimensions that can be applied across organizations (e.g., Hellrigel & Slocum, 1973; p. 17). A second criticism of objective measures of climate or organizational health is that the indicators must be interpreted — specific objective properties leave unanswered the question of how the properties are related to one another and how they are related to useful constructs of organizational functioning. A third criticism is that these objective indicators are assumed to indirectly affect organizational members. A person does not see an object; rather the member perceives an object. Following this line of reasoning, what one sees is influenced by the individual's background, personal characteristics, and the like (Robbins, 1996). LaFollette (1975; p. 377) concluded his discussion with the following:

...perceiving is not simply an accurate registering of "the outside" but it may, as a matter of fact, be considerably distorted.

Yet, the matter has been relatively settled in most organizations, except those very technically oriented. Perceived climates concerned both the attributes of the organization and those of the perceiving individual, and climate is simply considered an alternative label for affective responses to an organization, such as job satisfaction. James and Jones (1974) suggest the use of the term "psychological climate" to emphasize that aggregated cognitive interpretations of a work force arise from experience in the organization and provide a representation of the meaning inherent in the organization's features, events, and processes (Gunter & Furnham, 1996).

Relationship of Organizational Climate to Organizational Behavior

The second and related theoretical issue in organizational health research is the effect of climate (or employee perceptions) on organizational behavior. Climate can be thought of as an independent, moderating, dependent or epiphenomenal variable. Climate as an independent variable assumes that climate itself directly influences (read this to be causes) work outcomes both positively (enhanced productivity, job

satisfaction, and motivation) and negatively (causing increased absenteeism, turnover, and accidents). Others have viewed climate as a dependent outcome variable that is the result, not the cause of organizational structures and processes (LaFollette, 1975; Dennison, 1990, 1996). In this sense, climate is the index of an organization's health, though not necessarily a cause of it.

A more common approach is to see organizational climate as a moderator variable in that it may be the indirect linkage between two organizational outcome measures such as productivity and job satisfaction. In this sense, organizational climate is much like organizational health in that both are concerned with the linkage between the measurable properties of the work environment and outcome measures such as productivity, absenteeism, turnover, and job satisfaction.

Job Satisfaction, Job Involvement and Organizational Commitment

Do happy workers really make better employees? It makes intuitive sense that satisfied workers would be more productive, loyal, and committed. However, it is necessary to explore this relationship in more depth. Attitudes are evaluative statements — either favorable or unfavorable — concerning objects, people or events. They reflect how one feels about something. When someone says, “I like my job” they are expressing their attitude about work.

A person can and will have many and varying attitudes. In organizational research, focus is most often placed on a very limited number of job-related attitudes. These job related attitudes tap positive or negative evaluations that employees hold about aspects of their work environment. Three important attitudes surround job satisfaction, job involvement, and organizational commitment.

Job satisfaction refers to an individual's general attitude toward his or her job. A person with a high level of job satisfaction holds positive attitudes toward the job while a person who is dissatisfied with his or her job holds negative attitudes about the job. When people speak of employee attitudes, they often refer to job satisfaction (Robbins, 1996).

The two most widely used measures of job satisfaction are the single global rating and the summation score of job facets. The single global rating score is nothing more than asking the respondent to respond to one question, such as, “All things considered, how satisfied are you with your job?” Respondents reply on an integer response scale where number 1 corresponds to “Highly Satisfied” and number 5 indicates “Highly Dissatisfied.” The summation of job facets is more sophisticated, identifying a series of key elements in a job (e.g., nature of the work, present compensation, benefits packages, promotion opportunities, and relations with co-workers, etc.). These facets or factors are rated on a standardized scale and then summed to create an overall job satisfaction score. Intuitively, it would seem that summing responses to job factors would achieve a more accurate evaluation of job satisfaction; however, the research does not support this intuition (Hodson, 1991). The concept of job satisfaction is so broad that the single question concept becomes the more inclusive measure. Between

70 and 80 percent of American workers are satisfied with their jobs (Robbins, 1996). Older workers report highest satisfaction (92 percent for employees over 65 years of age). Job satisfaction levels have held steady for decades, through economic recessions as well as prosperous times (Staw, Bell, & Clausen, 1986). Still, these results do not mean that people are satisfied with all aspects of their job. Fewer than half of employees report they are satisfied with advancement opportunities, recognition, and pay.¹

Manager's attention in the domain of job satisfaction centers on employee performance and productivity. The early views on the satisfaction/performance relationship can be summarized in the statement that a happy worker is a productive worker. Much of the paternalism shown by employers in forming bowling teams, credit unions, having company picnics, providing counseling services, training supervisors to be sensitive to employee's needs, etc. was done in order to make workers happy. A careful review of the prior research findings indicate a low positive correlation (+0.14) between satisfaction and productivity (Laffaldano, & Muchinsky, 1985). As such, the thesis of the happy worker appears to be wishful thinking. The satisfaction-performance relationship is much stronger when the employee's behavior is not controlled or constrained by outside factors. An employee's productivity under tight control is more due to management's control rather than satisfaction. The higher the employee is in the organization's hierarchy, the stronger the satisfaction/performance correlation. Thus, it is expected that the relationship is most relevant for individuals in professional, supervisory and managerial positions.

The satisfaction/performance relationship appears to be correlational. Studies that have controlled for the possibility of reverse causality indicate the more valid conclusion is that productivity leads to satisfaction (Greene, 1972; Petty, McGee and Cavendar, 1984). If you do a good job, you feel better about the job. If the organization does not reward productivity, this relationship is expected to be lessened.

Recent research provides renewed support for the original performance/satisfaction relationship (Ostroff, 1992). When satisfaction and productivity data is gathered for the organization as a whole, rather than at the individual level, more satisfied employees tend to reside in successful organizations while less effective organizations have less satisfied employees. If this conclusion can be replicated in additional studies, the reason we cannot find strong support for the "satisfaction causes productivity" thesis would be that studies have focused on individuals rather than the organization. Individual level measures of productivity do not take into account all the interactions and complexities in the work process. Organizational climate is a good measure of the organizational level outcome.

A consistent negative relationship exists between satisfaction and absenteeism, but the correlation is moderate at -0.40 (Locke, 1976; Scott & Taylor, 1985). Dissatisfied employees are more likely to miss work, other factors are more likely to have an impact on the relationship and reduce the effect. One of these factors is the use of "well pay." In contrast, organizations that provide liberal sick leave benefits are encouraging all

their employees — including those who are highly satisfied — to take days off. A better solution may be to grant employees the ability to redeem a percentage of such days for vacation days or pay. Satisfaction is also negatively related to turnover, but the relationship is stronger than that found for absenteeism. Labor market conditions, expectations about alternative job opportunities, other personal commitments, and length of tenure with the organization are important constraints about the actual decision to leave one's job. Actual individual performance has been shown to be a moderating factor to turnover. Many organizations make considerable efforts to keep highly productive employees (i.e., pay raises, recognition, increased promotional opportunities, etc.). Poor performers are often not afforded these inducements and are often subtly encouraged to leave. However, the findings may not fit into the civil service arena as few managers are given access to these tools to retain high performers and low performers, as long as they are operating at an "acceptable level," are not encouraged to leave.

Job Involvement

Job involvement is a recent addition to the organizational behavior literature. Involvement generally means the degree to which a person identifies psychologically with his or her job and considers his or her perceived performance level important to self-worth (Romzek, 1989). Employees with a high level of job involvement strongly identify with and care about the kind of work they do. High levels of job involvement have been found to be related to fewer absences and lower resignation rates (Blau & Boal, 1987). However, measures of job involvement seem to more consistently predict turnover as opposed to absenteeism, explaining as much as sixteen percent of turnover (Farris, 1971).

Organizational commitment has been defined generally as a state in which an employee identifies with a particular organization and its goals, and wishes to maintain membership in the organization (Blau & Boal, 1987). In essence, a high level of job involvement means one is identifying with one's specific job while high organizational commitment means identifying with one's employing organization.

Research on organizational commitment demonstrates negative relationships between organizational commitment and both absenteeism and turnover (Hom, Katerberg, & Hulin, 1979). An individual's level of organizational commitment is a better indicator of turnover than the far more frequently used job satisfaction measure, explaining up to thirty-four percent of variance (Hom *et al.*, 1979; Mowday, Porter & Steers, 1982). Most likely, commitment is a better predictor because it is a more global and enduring response to the organization as a whole than is job satisfaction. For example, an employee may be dissatisfied with his or her particular job, yet not be dissatisfied with the organization as a whole. When the dissatisfaction spreads to the organization itself (compared to the job the individual holds), individuals are more likely to consider leaving the organization.

Measuring Climate

A third issue discussed in the literature concerns the measurement of organizational climate or employee perception. One method of measuring climate is to utilize categorical surveys that classify organizations into pre-existing theoretical types. While somewhat popular for scholars, organizational members who do not want to feel their organization is like another have resisted these methodologies. Additionally, a number of theoretical problems inhibit the use of these types of surveys. Yet, the major benefit of categorical measures of climate is that they permit the comparison of one's organization to another.

A second climate survey method is dimensional that permits the classification of an organization by using a set of preexisting dimensions thought to capture or fully describe the organizational climate.² A number of psychometrically valid questionnaires of this nature exist allowing one to measure climate. Still, most organizations undertaking this type of analysis demand that the study be individually tailored to meet their needs. Finally, one could compare responses aggregated between organizations, but this is of limited practical or theoretical significance.

Several questionnaires have been validated including Litwin and Stringer's Organizational Climate Questionnaire (1968), House and Rizzo's Organizational Practices Questionnaire (cited in LaFollette, 1975), and Campbell and Pritchard's Organizational Climate Questionnaire (1969). Litwin and Stringer (1968: pp. 61-62) take a people-oriented focus measuring six factors or facets of an organization:

Factor of Facet	Description
A general affect tone toward other people in the organization	Identifies the way in which the respondent perceives co-workers and other people in the organization.
General affect tone toward management and/or the organization	Identifies the way in which the respondent perceives management. Furthermore management in turn represents the organization, and becomes the "them" or the "they."
Policy and promotion clarity	The way people feel about the clarity of promotion policy and the opportunity for promotion in the organization. In addition, it taps the clarity of organizational policies, organizational structure, and job definition.
Job pressure and standards	Identifies the feeling of pressure on the job and the emphasis placed on high standards by management of the organization.
Openness of upward communication	Describes the communication between employees and management, the willingness to accept and act on subordinate's ideas and the career counseling of subordinates by management.

Factor of Facet	Description
Risk in decision-making	Identifies the degree of risk concomitant with management decision making in the organization.

For a more task- or structure-oriented focus, House and Rizzo's Organizational Practices Questionnaire measures fourteen factors or facets of the organization and management's actions:

Factor or Facet	Descriptive Items
Timely decision-making	Consistent guidelines for work are communicated. Decisions are made quickly, clearly and accurately. All-important factors are considered when planning work and these plans are not frequently or capriciously changed. Work time is not lost through poor scheduling or poor planning.
Upward Information Requirements	The amount of detailed technical information required by superiors in the organization is about right. The amount of detailed administrative information required by superiors in the organization is about right.
Top Management Receptiveness	The interest in and evaluation top management gives to ideas from subordinates.
Induction and/or promotion of those outside the organization	The degree to which management fills positions with people outside the organization.
Formalization	Job descriptions are established in writing and made readily available. Standards of performance are established in writing and made readily available. Performance appraisals are established in writing and made readily available.
Selection Criteria Based on Ability	Promotions are based on performance rather than "playing politics" or having attended the "right school."
Job Pressure	The amount of work assigned is about right. The time required to complete the work is about right.
Subordinate Development	The expectations of top management regarding subordinate instruction and career development by supervisors and the reward supervisors are given for carrying out these expectations.
Teamwork	The manner in which an individual's group works together and accepts change in directions.
Intergroup Cooperation	Provision for and cooperation among workgroups in performance of work.
Chain of Command	The degree to which direct orders come from only one's immediate supervisors.

Factor or Facet	Descriptive Items
Information Distortion and Suppression	The degree to which information regarding the necessity of proposed work or regarding work in progress is distorted or withheld.
General Communication	The general state of communication in the organization in terms of availability, accuracy, timeliness and channels of communication or information.
Definition of work	The degree, to which work is defined, interrelated jobs are coordinated and professed and performance of work is fed back to individuals or workgroups.

As described above, these fourteen factors are more task- or structure-oriented than people-oriented. In addition, these factors reflect the employees perception of practices which managers perform (e.g., make decisions, define work roles, etc.).

Joyce and Slocum (1984), using the Campbell and Pritchard questionnaire, asked respondents to describe, not evaluate, the climate within their respective work sites. Valid responses were obtained in six factors or facets:

Factor or Facet	Descriptive Indicator
Rewards	The extent to which adequate rewards are available within the organization and are contingent on performance.
Autonomy	The extent to which employees are allowed to plan and schedule their work as they choose, as determined by rules and regulations and the actions of co-workers.
Motivation to achieve	The degree to which members of the organization are viewed as attempting to excel, to address difficult problems or to advance themselves.
Management insensitivity	The extent to which [foremen's] superior's actively directs or intervenes in the activities of their subordinates.
Closeness of supervision	The extent to which [foremen's] superiors actively direct or intervene in the activities of their subordinates. (Joyce & Slocum, 1984; p. 728 notes same wording)
Peer relations	The degree to which supervisors at equivalent organizational levels maintain warm and friendly relations.

Other Measurement Issues

Other studies have employed clustering techniques to identify groups of people who see climate in a similar manner. These techniques have been questioned because collectives may not represent meaningful socio-psychological groups. Patterson, Payne

and West (1996) found that for meaningful collectives to be used, people must work together on common tasks in relatively isolated and defined physical locations. Indeed, aggregating individual perceptions for the appropriate collective group (organization, team, etc) has been employed to operationalize organizational climates through the use of mean response measures to represent the climate at that level of aggregation. Yet, the use of means is thought to hide wide variations in individual perceptions among individuals in the same group. Therefore, in general, the use of means is thought to be insufficient to form an acceptable measure for organizational climate. What must accompany the description of the means is a measure of dispersion, such as the standard deviation and the number of respondents.

Joyce and Slocum (1984) formed collective climates using cluster analysis to classify individuals in an organization into groups whose members saw the organizational climate in similar ways. They termed the clusters of individuals "collective climates." Each cluster had a high interclass correlation coefficient, indicating small within-group variance. Joyce and Slocum found that these collective climates differed in level of satisfaction and performance. However, a bitter fight in the literature ensued when Payne (1990; p. 78) argued that for collective climates to have conceptual use in understanding organizational functioning, it is not sufficient "...just that people see the organization in a similar way, but that the similarity is rooted in some formal, or informally structured collectivity." That is, do the collective climates map onto the organization's social structure, such as work groups, areas, regions, or a more informal group like a clique? Payne (1990; p. 78) continued:

Clusters of people who share common perceptions of their company might arise from such things as having similar personalities, values, interests, etc. To demonstrate that you can find clusters of people with similar views of the organization is no more than to demonstrate that clustering techniques work.

To address this issue, separate measures at multiple times must be taken and the collective climates must correspond in terms of membership. Some might argue that different social experiences and changing individual values might change an individual's perception of the climate. However, a number of scholars have questioned the assumption that the causal flow between climate perceptions and job satisfaction is unidirectional from climate to job satisfaction. James and Jones (1980) and James and Tetrick (1986) demonstrated that the relationship is reciprocal. Their work supports multiple findings that employees in different departments described their climate differently, and that climate perceptions differed between work groups in a single organization (Patterson, Payne & West, 1996). In fact, multiple climates do exist in an organization (Schneider, 1990).

Implications for Management

It is possible, therefore, to define organizational health as organizational climate -- a shared perception of an organizational phenomenon that is linked to the organization's ability to accomplish its mission. In linking the concept of organizational climate back to

the original proposition of organizational health, we become interested in those shared feelings about the features or facets of the workplace. If employees systematically rate certain phenomena higher than others do, then management has the potential for addressing the concerns. With this level and type of data, management may make changes and may attempt to resolve misunderstandings, with efficiency.

Organizational climate provides managers a “weathervane” as to whether the climate is good or bad in the organization. This is similar to the metaphor of organizational health, focusing internally. Specific and localized questions can provide management with information about how employees feel about specific managerial practices used in directing the organization. While prior research is inconclusive (correlational) about whether climate causes job satisfaction and whether climate causes job performance, knowledge of people — the most difficult of organizational resources to effectively and efficiently utilize — is invaluable to a manager. With knowledge of how employees feel about managerial practices, the manager has the opportunity of changing the practice - if management so desires.

Once a survey has been conducted and scored, management must determine whether the negative items (organizational sickness) are caused by erroneous beliefs and feelings or by an accurate interpretations of the facts. If the problem is associated with erroneous beliefs or feelings, then the remedy is to provide correct information. However, if the belief or feeling has a basis in fact, the attribute in question must be changed or modified or the negative attitude will continue into the future.

When a survey instrument is administered to employees, employees will develop a reasonable expectation that managerial responses will flow from the analysis and interpretation of the survey data. The nature of these managerial responses must be controlled carefully to insure that employee’s perceptions do not become unrealistic or undesirable. While it is the rare organization that does nothing following a survey such as that in this study, those who do nothing surely doom their successors to periods of mistrust or apprehension. Further attempts to obtain information in this manner will be greatly hampered.

While a detailed description of the data analysis and interpretation of survey data is beyond the scope of this paper, Tagliaferri (1994) suggests a few principles that should be kept in mind during that time:

- ◆ Data from surveys represent perceptions, not necessarily facts.
- ◆ Perceptions that a condition or set of conditions is deficient are significant and can negatively affect organization performance even if, in fact, the condition or set of conditions is not deficient.
- ◆ Comparisons between an organization’s scores and national norms are interesting, but of limited value.
- ◆ The most meaningful comparison for analytical purposes are between the organization’s overall average (internal norm) for each survey item and category and the item or category score in each subgroup. The variance between these

scores or averages highlights possible problems and areas of above average satisfaction within the various organizational subgroups. This is the indicator of “sickness or health.”

- ◆ The free form, write-in comments from the open-ended section of a survey are very important in that they help to qualitatively validate the statistical (or quantitative) survey.
- ◆ Climate is a snapshot - a “picture” of a set of organizational conditions at one particular point in time. Further study and discussion will be necessary to understand the dynamics that resulted in that picture.

OTHER DEPARTMENT OF TRANSPORTATION'S ORGANIZATIONAL HEALTH ASSESSMENTS

In an effort to be complete in our review of the organizational health assessment activities, in which other states are engaged, a letter was sent to each State's Department of Transportation, Office of Research. These letters were mailed on February 28, 1998. By March 17, 1998, (the date the survey was presented to the technical panel), the states of Washington, Iowa, Montana and Minnesota had responded with information. Several other states have responded with information. These organizational assessments provided some input into the development of the SD DOT survey instrument. Table 1 provides a listing of those that responded to the request for information and those that have indicated they have conducted an organizational assessment. A brief review of Washington and Iowa follows,

Washington

The Washington Survey was conducted in 1997 as an Employee Survey. The areas of focus were:

- ◆ Overall Assessment
- ◆ Direction
- ◆ Executive Management
- ◆ Learning and Development
- ◆ Teamwork
- ◆ Feedback
- ◆ Customer Focus
- ◆ Recognition and Advancement
- ◆ Trust
- ◆ Communications
- ◆ Participation and Involvement
- ◆ Diversity and
- ◆ Job Satisfaction

The stated purpose of the survey was to assist the Washington DOT in the process of creating a new culture of continuous improvement and customer satisfaction.³ The information was gathered using a Likert five point scale allowing for a "Don't Know" response. The number and percentage of respondents provide evidence of considerable participation by Region, Division or Service Center resulting in a response rate of 97%. Mean responses were presented for each category. The results, indicated by the use of arithmetic means, identify both strengths and opportunities for improvement.

Iowa

The Iowa Department of Transportation conducted an Organizational Survey in March 1993. All 3,666 employees were invited to participate in this survey that was directed at morale and work practices⁴. The response rate was approximately 65%. The major areas of focus were:

- ◆ Job Satisfaction
- ◆ Work Environment Characteristics or Climate
- ◆ Communication
- ◆ Total Quality Management Work Practices and
- ◆ Discriminatory Harassment

Demographic data was used in the analysis and work areas were also used to categorize the data.

A second Iowa study, Building Excellence In Services and Transportation, was underway when the information relative to this study was sent to the SD DOT. Our inquiry to the Iowa State DOT may provide the results of this study. However, at this time the results are not available. The cover letter did indicate that the Iowa Department of Transportation was targeting a 50% response rate and at the cut off day had achieved a response rate of over 54%.

Table 4: States responding to inquiry regarding Organizational Assessment

States that have Conducted an Organizational Assessment					
State	Responded to Request	Conducted a Climate Survey	State	Responded to Request	Conducted a Climate Survey
AK			MS		
AL			MT	\	\
AR	\		NC		
AZ			ND		
CA			NE	\	\
CO	\		NH		
CT	\	\	NJ	\	\
DC			NM		
DE			NY		
FL			OH		
GA	\		OK	\	
HI			OR		
IA	\	\	PA	\	\
ID	\	\	PR		
IL	\		RI		
IN	\		SC	\	\
KS	\	\	SD		

States that have Conducted an Organizational Assessment					
State	Responded to Request	Conducted a Climate Survey	State	Responded to Request	Conducted a Climate Survey
KY			TN		
LA	\		TX		
MA			UT		
MD			VA	\	
ME			VT		
MI	\	\	WA	\	\
MN	\	\	WI		
MO	\	\	WV	\	
			WY	\	

FOCUS GROUP RESULTS

Seven (7) focus groups with Department employees were conducted to identify key issues that should be quantitatively assessed through the Department-wide survey.

The focus groups were conducted according to established standards of social science inquiry. Members were notified through an e-mail sent to their supervisors that they were to come to the neutral site and to participate in an organizational assessment. At the neutral site, members were briefed on the purpose of the focus groups, and assured of the confidentiality of the process.

The seven focus groups were held with the following groups. One focus group was held with the Executive Team in Pierre on February 25, 1998. Three (3) focus groups were convened with supervisory staff—one in Rapid City on February 23, 1998, another in Pierre on February 25, 1998; and one in Mitchell on February 27, 1998. Three (3) focus groups with non-supervisory staff were undertaken—one in Rapid City on February 23, 1998, another in Pierre on February 25, 1998; and one in Mitchell on February 27, 1998.

Each of these seven focus groups was conducted in two (2) hour sessions in groups of 12-13 peers. The supervisory and nonsupervisory focus groups were conducted in a neutral location to allow participants to feel comfortable in the environment. The focus groups were tape recorded and transcribed for analysis. These tapes and the transcriptions were used to develop the issues and concerns around which the questionnaire is being developed. The primary purposes for the focus groups were to:

- ◆ identify perception gaps between groups in an effort to assist in the identification of areas of survey emphasis,
- ◆ provide insights and additional information needed to prepare for the quantifiable survey; and
- ◆ provide insights into topics where perceptions and level of satisfaction was conditional to some variable, (i.e., positional status).

Several issues were identified from the SD DOT Focus Groups. These findings are reviewed and grouped according to topical areas in the discussion that follows. The purpose of this grouping is to give qualitative understanding of the issues to the research team (outsiders to SD DOT) and to identify issues and areas of concern to pursue in the survey and to begin to form areas where management can identify actions to address areas identified by the survey of all employees.

Finally, several members were asked to identify how the results of the survey could be communicated to them, as representatives of the organization. The responses varied from making the complete results available to a short summary consisting of a few pages. The results should be available at each office, and there should be a method to review the survey results during work hours. Several members suggested that Secretary Wheeler provide a venue for the survey during his quarterly visits.

However, there are others who do not feel this venue is appropriate for real dialogue. The consensus position is that the results would be available via a Web site and several paper copies will be made available for each office (the Web option has been deemed impractical as not all SDDOT employees have access to the Web. In addition, each employee will have access to the survey results through a short summary (2-5 pages) and have access to the larger report through the sources identified above.

The ten issues identified by the focus group participants include:

- ◆ Access to Training,
- ◆ Losing Job Classifications and Titles,
- ◆ Performance Standards,
- ◆ Knowing When I do a Good Job,
- ◆ Staff Meetings,
- ◆ Morale,
- ◆ Safety,
- ◆ Vehicles,
- ◆ Communication and
- ◆ Benefits of Becoming More Efficient (since the Reorganization).

Access to Training

Several members brought up that training (and other Human Resource functions) had been transferred to the Bureau of Personnel (BOP). The feeling was that there was something missing with respect to this arrangement. One could get access to microcomputer training, one could get access to general training (i.e., performance appraisal), but one could not get access to specific job related training. If the individual could muster enough persons interested in obtaining training, and could arrange a trainer, then the BOP would work with the group to make logistical arrangements.

More specifically, what participants felt was missing was two-fold. First, individuals could not attend job-specific training out-of-state. Second, the lost DOT training function, that had routinely assessed training needs and worked with staff supervisors to make training available, was sorely missed. At the same time, BOP training is available for performance appraisal and other supervisory tasks and for computer software training.

Losing Job Classifications and Titles

Individuals expressed several emotions about this issue. The lack of job titles gave individuals a feeling that there was no room to grow and progress. This was specifically inherent in the loss of the Senior Maintenance Worker classification. Further, the loss of "Foreman" titles and the resulting re-classification to Lead Highway Maintenance Worker gave way to resentful demoralization (i.e., that some individuals were receiving 25 percent more pay for the same perceived work).

Losing the opportunity to promote someone for good work is thought to be detrimental to motivation. One participant noted—“It is as if the good tools in the personnel system have been locked up.”

Much the same was felt by workers on the construction side. The loss of the job titles in the Engineering Technician classifications is perceived to be one where there are no opportunities for job growth.

A related issue is the loss of clerical support staff in the Regional Offices. Secretaries now have to assume more duties (felt to be at least one-half an additional FTE) for no extra pay.

The 10:1 supervisory ratio was felt to be a driving force behind the loss of job classifications. The Janklow Efficiency Study, chaired by Jones and Wheeler, is thought to be full of misinformation and error. As a result, many of the report’s conclusions are thought to be in error.

Maintenance workers felt that they were on call during weekends. This is a direct result of the policy that the workweek begins Saturday morning (zero hundred hour, or midnight Saturday morning). The policy is thought to have been in effect since the early 1970s, but has only recently been subject to enforcement.

Participants who may have to work on weekends are sent home on Tuesday, Wednesday, or Thursday depending on storm predictions. If weather forecasts do not involve snow work, workers are not sent home, and may continue to work their hours until 40 hours are met.

A related issue is the lack of ability to pay overtime. The ability might be there, but the approval process is thought to require several steps, getting the Area Engineer to petition the Regional Engineer, who petitions the Chief of Operations, who petitions the Secretary, who petitions the Bureau of Personnel, etc. If no approval is received, the accountability hierarchy stops the flow of information. Many members feel that the ability to draw overtime is granted regularly to highway construction staff (engineering and technicians) and to personnel in the Central Office.

Related to this issue is the perception that the highway maintenance workers bore the brunt of the staff cuts in the reorganization. Highway Maintenance Workers feel that it was insulting to have technicians obtain commercial driver’s licenses, and then have to be told to train them on how to drive a snow plow. Further dimensions of the perception of insult involve the technicians making more per hour than the maintenance workers, and that in the summer, when a contractor is working, the technicians are allowed to have overtime. A major element of this perception is that supervisors have problems enforcing the policy, because they perceive it to be unfair to the maintenance workers. This perception of unfairness goes beyond maintenance supervisors to others in the regional and area offices.

Still further insult is perceived when the Department Secretary is accused of making several references to the effect that "... anybody could be a maintenance worker...", and that "...anyone from a 'pool hall' or 'bar stool' could be as effective in the job." Many participants feel the Secretary refers to them as "slugs" and treats them as such.

Supervisors and others, not on the maintenance side, feel this is an inaccurate portrayal of their employees. Supervisors in conjunction with shop supervisors are beginning to gather evidence that technicians and "Snowfighter Reserves" create more maintenance problems on the trucks than maintenance workers.

Union activity was not described by any participant.

Participants noted that the public has a negative image of DOT workers. They recognize that there are several jokes about them. However, they feel that the public does not recognize the work they do, or the hazards they face. Many individuals feel that they have to educate the public about the number of highway miles to be maintained and the issues surrounding construction and priorities. Many feel that political pressure substitutes for need-based determination of priorities.

The use of Department of Corrections (DOC) personnel creates further dilemmas for their image. For example, DOC workers are not as committed to doing a good job, and are much more willing to "stand and support a shovel." Further, DOT employees must pick up and deliver DOC people, taking away productive time from maintenance workers and supervisors. In addition, rules preventing "chain gang" conditions designate that one maintenance worker must fetch water and provide toilet facilities. One participant noted that these individuals probably stole to get put into prison, and now they were stealing someone's job.

Quality is thought to suffer from the reorganization and the resulting policies. For example, maintenance workers have fewer people to do the same job. They feel that they are simply patching to get the road back into use and that this will eventually come back to haunt them in the form of construction need.

The construction side also perceives the overtime policy to be a problem. Technicians who have used their hours and have not obtained approval for overtime must leave the job site. They feel that when they do, the contractor will perform work not up to construction standards. Some described this as a "penny wise and dollar foolish" policy.

Hiring standards are tied to pay grades that are not thought to be competitive. Several on the construction side noted that the technicians can make more working for county governments and for larger cities. The technicians are trained by DOT, and then go off to work for other governmental units. Engineers are in the same position. Participants feel the state's competitive advantage used to be benefits, but many private employers and other units of government have better insurance plans, offering lower out-of-pocket costs and co-payments.

The pay policy is thought to lead to higher levels of turnover. This turnover results in less experienced people performing monitoring functions. Technicians are perceived to learn monitoring techniques and practices with experience.

Performance Standards

Performance standards are drawing mixed reviews. Some feel that the process will create a system that will then be used against the staff. One noted, “we are creating a rope you can hang us with.” We interpret this to mean that job security is still an issue. Others feel nothing will come of performance standards. Still others noted that performance standards are similar to the “old” policies and standards for maintenance workers. And, still others feel that performance standards and problem solving are effective mechanisms to get people together.

Knowing When I do a Good Job

The primary response was when participants “did not get yelled at.”

Performance appraisals were felt to be irrelevant. Some participants noted that the performance appraisals were supposed to be seen by the employee, their supervisor, and their supervisor’s supervisor. However, several participants noted that “higher ups” had commented to them on good ratings — noting that they had seen their appraisals. This perception results in less trust in the system.

Supervisors felt that employees were motivated when the staff received new equipment. Maintenance workers did not report such motivation.

Staff Meetings

Managers felt that they held meetings on a regular basis to inform their staff of upcoming changes and initiatives. Staff felt that supervisors did not keep them informed. We could not match supervisors with subordinates, but there appeared to be a mismatch between the perception of supervisors who thought they were holding meetings and subordinates who felt they “were in the dark.” Further, when pressed, management felt that they did not tell all, because changes occurred so often (especially but not limited to changes in Fleet and Travel), that they need not tell staff of changes. That is, supervisors avoided telling staff of changes because staff asked questions, and supervisors would rather deal with the anger resulting from not telling staff, than the anger from explaining how and why policies were changing. Supervisors felt that changes were coming from the top down and from the outside in, with little regard for whether the policies would work, and without an adequate response for how the policies would affect the final productivity.

Morale

Morale is felt to be down since the reorganization. Part of the issue stems from the fact that there were reductions in force, and because of the close nature of the work, knowing those who were laid off creates some hard feelings toward the department. Participants feel that there is less commitment to the DOT than in many past years.

Coupled with this is the perception that the Department Secretary promised no layoffs, then the Department proceeded to layoff several workers. Further, the perception is that the Department Secretary promised no further layoffs, and further layoffs were forthcoming. Trust is an important issue as people do not seem to trust Department Management. Another related issue is that the layoffs were not always perceived to be fair or appropriate. Some individuals felt that the layoffs were random, as well as vindictive (see earlier discussion). Some highway maintenance workers noted that seniority was given as the rationale for layoffs, but provided evidence that seniority was not the case. Further, some noted their perception that decisions were made without consultation of local performance.

Safety

Layoffs are felt to decrease safety and efficiency in effect. While the participants felt that the effect of the layoffs was to create efficiency and many noted that they now thought of new ways to do the same work with fewer employees, they felt that safety and quality are often compromised. Safety is compromised when maintenance workers must work in the summer without flagmen. To have two flagmen, there would only be one worker to fill potholes. Participants noted that the most common practices are that workers will dart in and out of traffic, or will combine two crews to get enough people to work. Combining two crews effectively closes one office, and abandons one area to finish the backlog from another area. Then the scenario begins again while "borrowing a crew" to finish the backlog created by the other backlog.

Another scenario described was that safety equipment was not purchased because of the cost. Participants felt that this policy may have contributed to one death.

Participants felt that loyalty to the Department is lower. The Department shows them little loyalty and, therefore, the perception is, "Why reciprocate?"

Vehicles

Staff noted several issues relative to vehicles. Some of these problems were admittedly directed to the fact that these vehicles were no longer under the control of the Department. However, several noted that the procedures changed, on a regular basis, and these procedures changed how the work was done. That is, the staff regularly ignored policies and procedures until they could be convinced of the "finality" of the new procedures.

Participants noted that Fleet and Travel were not prompt with payment to vendors, and this created some hard feelings between DOT shop employees and vendors. This is not problematic when there are many vendors or when quality is not an issue.

Participants noted the procedures for obtaining vehicles had changed. Participants noted that they felt that they could get new and better equipment, but could not obtain reliable vehicles to carry that new equipment. Others noted that they had to call an 800 number to obtain approval for many repairs. Some felt that by having to call DOC to get approval to do repairs was demeaning, as convicts were now making the decisions as to repair and maintain vehicles where they had previously done so.

Recent new equipment acquisitions are thought to be the result of the hard winter rather than need or performance. In such cases, the new equipment had no motivational value and, in fact, were de-motivating.

Similar feelings were reported with respect to computers. However, training on software programs is readily available if communicated (seems to depend on the area one is in).

Communication

Effective communication is thought to occur through the normal chain of command. However, there are several issues dealing with a perceived mismatch between authority and responsibility. Employees feel that they do not have the authority to match what they are held responsible for accomplishing.

Secretary Wheeler's quarterly meetings draw mixed emotions. In one group, they are viewed positively because staff have the opportunity to find out more information. At the same time, supervisors were more hesitant to applaud these meetings. Secretary Wheeler is not viewed as being connected to the issues of the Department, and when someone else has to answer a question, his authority is perceived to be less. Having an open question and answer session draws mixed reviews, as many employees note that they do not feel they can discuss the issues important to them in that venue. Several indicated that after the "meeting" they would go back and talk among themselves about the relevant issues. These individuals know this is not productive but do not feel free to express these opinions in the open forum.

Communication of information is perceived to be limited. Access to e-mail is restricted. Supervisory staff have such large areas and number of staff that they receive as many as 25 to 30 e-mail messages for review each day. They admit that they get to them when they can, not necessarily in a timely fashion. Access to the Department's shared folders is limited and does not cross across operational units. In general, the e-mail system and its use by supervisors is perceived to be ineffectual.

Benefits of Becoming More Efficient (since the Reorganization)

Many participants noted that they did not intend to be as negative as they felt they sounded. We attempted to get participants to discuss the positive aspects associated with the reorganization. However, staff often quickly returned to the negatives they perceive as a result of the reorganization. The following discussion presents the positive comments received.

Teamwork has increased greatly, moving back to a level where employees socialized together.

In general, equipment is thought to be better. However, new vehicles are more difficult to obtain. Further, used vehicles are often acquired where a new vehicle was requested. In some of these cases, when the operator “knows” the old vehicle, they would have preferred to keep their old vehicle.

Some participants noted that becoming more efficient is ending a subsidy to the construction industry. Staff are finding ways to transfer costs to the contractors (e.g., weight tickets, lane rentals, computer technology, etc.)

Several employees indicated they are thinking about how to do their jobs more efficiently.

Some employees noted that they have a sense of accomplishment resulting from having to more effectively manage their resources. However, they are not able to make all decisions and feel they are being held responsible for things they cannot control. That is, they feel that they have responsibility but no authority.

Performance measurement initiative is often mentioned as a method that has pulled people together.

Problem solving groups are mentioned as a mechanism that has pulled people together. However, some problem solving groups note that they sometimes tackle problems that are outside the scope of their responsibility.

People feel good that they are being held accountable. However, they feel that responsibility must follow the authority to get the job done. If they are to be held responsible for results, they must have the control over the use of the resources for which they are being held responsible. In such instances, they had no problems with the rhetoric that they should “run like a business”, but would like the same latitude a business person would possess.

Staff feel that they receive some support from top management; however, more support would be appreciated.

Several of the findings from the focus group research were incorporated into the questionnaire and findings were produced to test the validity of these perceptions across the entire population of the Department of Transportation. While this process may be relatively costly, it is invaluable in terms of the value to an organizational outsider to understand many of the issues felt by those who operate within the agency.

SURVEY FINDINGS

This study is a population rather than a sample survey. A population survey includes all members of the relevant population within the group of people queried during the survey administration process. This has the effect of providing actual measurements of the attitudes and perceptions held by the population rather than statistical estimations. In short, this means that the empirical differences reported represent actual differences between the groups rather than statistical estimates at some level of precision that may or may not be true dependent upon statistical assumptions.

The population for the SDDOT Organizational Health Assessment study was all persons employed by the SDDOT on the date the survey instrument was initially mailed. This population included eight hundred seventy-five (875) persons. Of the population, seven hundred and thirty one (731) persons provided responses to the survey representing a response rate of eighty three point five percent (83.5%).

SDDOT Employee Population Demographics

Tables 5 through 15 present the demographics for the SDDOT employee population regardless of survey response status. Individual demographic data was acquired from the SD Bureau of Personnel, merged with the responses by each individual, and then coded into a format that protects the anonymity of the individual yet provides meaningful data to management with regard to organizational groupings.

The eight (8) demographic variables included were: Supervisory Status, Employee Status, Gender, Location, Race, Title Code, Age, and Years of Service.

Table 5
Supervisory Status

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid Supervisor	102	11.7	11.7	11.7
Nonsupervisor	668	76.3	76.3	88.0
Lead Worker	105	12.0	12.0	100.0
Total	875	100.0	100.0	

Of the SDDOT employee population, eleven point seven percent (11.7%) are considered to have supervisory status, eighty-eight point three percent (88.3%) are considered not to have supervisory status as presented in Table 5. The Lead Worker category provides information on those that previously held supervisory status. This group makes up twelve percent (12.0%) of the SDDOT employee population.

Table 6

Employee Status

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Salaried	81	9.3	9.3	9.3
	Hourly	794	90.7	90.7	100.0
	Total	875	100.0	100.0	
Total		875	100.0		

Table 6 reports SDDOT employees by their payroll classification grouped by salaried and hourly classifications. Of the surveyed persons, nine point three percent (9.3%) are salaried and ninety point seven percent (90.7%) are paid on an hourly basis.

Table 7

Gender

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Male	767	87.7	87.7	87.7
	Female	108	12.3	12.3	100.0
	Total	875	100.0	100.0	

Gender is presented in Table 7. Females comprise twelve point three percent (12.3%) of the SDDOT workforce, while males constitute eighty-seven point seven percent (87.7%) of those surveyed.

Table 8

Location of Respondent

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Aberdeen Region	144	16.5	16.5	16.5
	Mitchell Region	160	18.3	18.3	34.7
	Pierre Region	142	16.2	16.2	51.0
	Rapid City	148	16.9	16.9	67.9
	Central Office	281	32.1	32.1	100.0
	Total	875	100.0	100.0	

Table 8 reports the frequencies and percents of SDDOT employee population by Location. The Central Office employs thirty-two point one percent (32.1%) of the personnel and the regions employ sixty-seven point nine percent (67.9%). The Central Office employs nearly twice as many personnel as any of the Regions.

Table 9

Location of Respondent * GENDER Crosstabulation

			GENDER		Total
			Male	Female	
Location of Respondent	Aberdeen Region	% within Location of Respondent	95.1%	4.9%	100.0%
		% within GENDER	17.9%	6.5%	16.5%
	Mitchell Region	% within Location of Respondent	95.0%	5.0%	100.0%
		% within GENDER	19.8%	7.4%	18.3%
	Pierre Region	% within Location of Respondent	92.3%	7.7%	100.0%
		% within GENDER	17.1%	10.2%	16.2%
	Rapid City	% within Location of Respondent	93.9%	6.1%	100.0%
		% within GENDER	18.1%	8.3%	16.9%
	Central Office	% within Location of Respondent	74.0%	26.0%	100.0%
		% within GENDER	27.1%	67.6%	32.1%
Total		% within Location of Respondent	87.7%	12.3%	100.0%
		% within GENDER	100.0%	100.0%	100.0%

Table 9 shows the interrelationship between Location and Gender. While the Central Office employs only thirty-two point one percent (32.1%) of the population, sixty-seven point six percent (67.6%) of the females work in the Central Office.

Table 10

Race

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Caucasian	859	98.2	98.2	98.2
	Hispanic	4	.5	.5	98.6
	Asian or Pacific Islander	1	.1	.1	98.7
	American Indian	11	1.3	1.3	100.0
	Total	875	100.0	100.0	
	Total	875	100.0		

Of the SDDOT employee population eight hundred fifty-nine (859) or ninety-eight point two percent (98.2%) are Caucasian and sixteen (16) or one point eight percent (1.8%) have other ethnic backgrounds as presented in Table 10.

Table 11
Job Group

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid Clerical	65	7.4	7.4	7.4
Drafting	21	2.4	2.4	9.8
Engineering	222	25.4	25.4	35.2
Equipment	43	4.9	4.9	40.1
Executive	8	.9	.9	41.0
Maintenance	293	33.5	33.5	74.5
Specialist/Analyst	51	5.8	5.8	80.3
Technician	153	17.5	17.5	97.8
Financial, Info Services, & Legal	19	2.2	2.2	100.0
Total	875	100.0	100.0	

The Job Group variable was used to split the SDDOT employee population into nine (9) meaningful job classification groups. The Financial, Info Services and Legal groups contained a limited number of respondents and these three (3) groups were combined into one (1) class for reporting purposes thereby maintaining confidentiality of individual responses in subsequent analyses. The Maintenance job group represented the largest job classification group followed by the Engineering and Technical job groups. These three (3) job classification groups make up seventy-six point four percent (76.4%) of the SDDOT employee population.

Table 12
Age Quartiles

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid 19 through 36	249	28.5	28.5	28.5
37 through 45	221	25.3	25.3	53.7
46 through 52	199	22.7	22.7	76.5
53 through 67	206	23.5	23.5	100.0
Total	875	100.0	100.0	
Total	875	100.0		

Table 12 offers a summary of four (4) nearly equal employee age quartiles. The SDDOT employee population age ranges from nineteen (19) to sixty-seven (67).

Table 13

Descriptive Statistics

	N	Minimum	Maximum	Mean	Std. Deviation
AGE	875	20	66	43.68	9.97
Valid N (listwise)	875				

The average age of the SDDOT employee population is forty-three point seven (43.7) years as presented in Table 13.

Table 14

Service to DOT in quartiles

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid New Employees (0-2yrs)	60	6.9	6.9	6.9
2 years - 6 years tenure	118	13.5	13.5	20.3
6 years - 10 years	159	18.2	18.2	38.5
Over 10 years Tenure	538	61.5	61.5	100.0
Total	875	100.0	100.0	
Total	875	100.0		

Table 14 reports the frequencies and percents of the SDDOT employee population in four groups based upon years of service. The first group, New Employees, was developed because of the SDDOT reorganization that previously took place. The second group, 2 to 6 years of tenure with the SDDOT, was selected with reference to length of time required to vest in the South Dakota Retirement System. The final two groups were formed based on an arbitrary definition of medium and long-term employees.

Table 15

Descriptive Statistics

	N	Minimum	Maximum	Mean	Std. Deviation
Years of Cont. Service in DOT	875	.00	42.25	15.4634	10.5271
Valid N (listwise)	875				

Table 15 reveals that the average years of continuous service to the SDDOT for the employee population is 15 years, 5 months. The longest tenured employee has been with the agency for over forty-two years.

Demographic Comparisons of Respondents vs. Non-Respondents

The SDDOT provided eight hundred eighty-three (883) employee names in the initial data download. Eight (8) employee names were added as a result of new hires prior to the initial survey mailing and sixteen (16) employee names were removed as a result of discontinuation of service between the time of the download and the initial survey mailing dates. This resulted in eight hundred seventy-five (875) valid surveys being distributed. Seven hundred fifty-one (751) surveys were returned representing a response rate of eighty-five point eight percent (85.8%). Of the seven hundred fifty-one (751) surveys returned, seven hundred thirty-one (731) were utilized in the analysis due to problems with the responses in twenty (20) returned surveys (e.g., survey number missing), resulting in a final response rate of eighty-three point five percent (83.5%).

Each survey was coded with a unique identification number. This number was used in the merging process for individual demographic data with responses.

The following discussion reports demographic comparisons between the respondent group and the non-respondent group. The eight (8) demographic variables reviewed include Supervisory Status, Employee Status, Gender, Location, Race, Title Code, Age, and Time of Service to SDDOT. Respondents and Non Respondents were examined utilizing Chi Square distributions. When there were relatively high numbers of low response cells using the Chi Square test, the Kolmogorov-Smirnov one-sample test was used.

Table 16

Supervisory Status * Respondent to Survey Crosstabulation

			Respondent to Survey		Total
			Non Respondent	Respondent	
Supervisory Status	Supervisor	Count % within Supervisory Status	9 8.8%	93 91.2%	102 100.0%
	Nonsupervisor	Count % within Supervisory Status	121 18.1%	547 81.9%	668 100.0%
	Lead Worker	Count % within Supervisory Status	14 13.3%	91 86.7%	105 100.0%
Total		Count % within Supervisory Status	144 16.5%	731 83.5%	875 100.0%

Table 16 presents the frequencies and percents for respondents based on their supervisory status. Nonsupervisors had the lowest response rate at eighty-one point nine percent (81.9%). Supervisors and Lead Workers responded at rates of ninety-one point four percent (91.2%) and eighty-six point seven percent (86.7%) respectively. It is

possible to conclude that no significant difference existed as to supervisory status and whether or not a person responded to the survey⁵.

Table 17

Employee Status * Respondent to Survey Crosstabulation

			Respondent to Survey		Total
			Non Respondent	Respondent	
Employee Status	Salaried	Count	6	75	81
		% within Employee Status	7.4%	92.6%	100.0%
	Hourly	Count	138	656	794
		% within Employee Status	17.4%	82.6%	100.0%
Total		Count	144	731	875
		% within Employee Status	16.5%	83.5%	100.0%

Table 17 provides frequencies and percents for respondents based on Employee Status. Salaried employees responded at a higher rate than hourly employees. Salaried employees had a response rate of ninety-two point six percent (92.6%) while hourly employees responded at a rate of eighty-two point six percent (82.6%). There is a significant difference in the response rate when looking at employee status. Hourly employees are slightly under represented in the findings.

Table 18

GENDER * Respondent to Survey Crosstabulation

			Respondent to Survey		Total
			Non Respondent	Respondent	
GENDER	Male	Count	128	639	767
		% within GENDER	16.7%	83.3%	100.0%
	Female	Count	16	92	108
		% within GENDER	14.8%	85.2%	100.0%
Total		Count	144	731	875
		% within GENDER	16.5%	83.5%	100.0%

Table 18 presents frequencies and percents for respondents based on their Gender. Eighty-three point three percent (83.3%) of males responded and eighty-five point two percent (85.2%) of females responded to the questionnaire. It is possible to conclude that there is no significant difference between the response rate and the Gender of the respondent.

Table 19

Location of Respondent * Respondent to Survey Crosstabulation

			Respondent to Survey		Total
			Non Respondent	Respondent	
Location of Respondent	Aberdeen Region	Count	30	114	144
		% within Location of Respondent	20.8%	79.2%	100.0%
	Mitchell Region	Count	24	136	160
		% within Location of Respondent	15.0%	85.0%	100.0%
	Pierre Region	Count	23	119	142
		% within Location of Respondent	16.2%	83.8%	100.0%
	Rapid City	Count	28	120	148
		% within Location of Respondent	18.9%	81.1%	100.0%
	Central Office	Count	39	242	281
		% within Location of Respondent	13.9%	86.1%	100.0%
Total		Count	144	731	875
		% within Location of Respondent	16.5%	83.5%	100.0%

Location of employee by response status for respondents is presented in Table 19. The Aberdeen region had the lowest response rate at seventy-nine point two percent (79.2%) and the Central Office had the highest response rate at eighty-six point one percent (86.1%). These are followed by the Mitchell (85.0%), Pierre (83.8%) and Rapid City (81.1%) regions. These findings permit the conclusion that Location was not significant with respect to response rates.

Table 20

Race * Respondent to Survey Crosstabulation

			Respondent to Survey		Total
			Non Respondent	Respondent	
Race	Caucasian	Count	141	718	859
		% within Race	16.4%	83.6%	100.0%
	Hispanic	Count		4	4
		% within Race		100.0%	100.0%
	Asian or Pacific Islander	Count		1	1
		% within Race		100.0%	100.0%
	American Indian	Count	3	8	11
		% within Race	27.3%	72.7%	100.0%
Total		Count	144	731	875
		% within Race	16.5%	83.5%	100.0%

Table 21

Race * Respondent to Survey Crosstabulation

			Respondent to Survey		Total
			Non Respondent	Respondent	
Race	Caucasian	Count	141	718	859
		% within Race	16.4%	83.6%	100.0%
	All Other Races	Count	3	13	16
		% within Race	18.8%	81.3%	100.0%
Total		Count	144	731	875
		% within Race	16.5%	83.5%	100.0%

Tables 20 and 21 provide frequencies and percents for respondents based on Race. Table 20 uses four (4) racial classifications while Table 21 collapses Race into two (2) categories. It is possible to conclude that Race was not significant with respect to response rates when analyzed using all four (4) race categories (Table 20) or when reduced to two (2) race categories (Table 21).

Table 22

Job Group * Respondent to Survey Crosstabulation

			Respondent to Survey		Total
			Non Respondent	Respondent	
Job Group	Clerical	Count	14	51	65
		% within Job Group	21.5%	78.5%	100.0%
	Drafting	Count	4	17	21
		% within Job Group	19.0%	81.0%	100.0%
	Engineering	Count	20	202	222
		% within Job Group	9.0%	91.0%	100.0%
	Equipment	Count	14	29	43
		% within Job Group	32.6%	67.4%	100.0%
	Executive	Count	1	7	8
		% within Job Group	12.5%	87.5%	100.0%
	Maintenance	Count	52	241	293
		% within Job Group	17.7%	82.3%	100.0%
	Specialist/Analyst	Count	4	47	51
		% within Job Group	7.8%	92.2%	100.0%
	Technician	Count	35	118	153
		% within Job Group	22.9%	77.1%	100.0%
	Financial, Info Services, & Legal	Count		19	19
		% within Job Group		100.0%	100.0%
Total		Count	144	731	875
		% within Job Group	16.5%	83.5%	100.0%

Table 22 present frequencies and percents for respondents based on job group. The highest response rate of one hundred percent (100%) came from the Financial, Information Service, & Legal Job Group. The Job Group with the lowest response rate was Equipment with sixty-seven point four percent (67.4%). Technician, Clerical, Drafting and Maintenance Job Groups also had response rates below the department-wide response rate. It is possible to infer that Job Group was significant with respect to response rates.

Table 23
Age Quartiles

			Respondent to Survey		Total
			Non Respondent	Respondent	
Age Quartiles	19 through 36	Count	37	212	249
		% within Age Quartiles	14.9%	85.1%	100.0%
	37 through 45	Count	41	180	221
		% within Age Quartiles	18.6%	81.4%	100.0%
	46 through 52	Count	24	175	199
		% within Age Quartiles	12.1%	87.9%	100.0%
	53 through 67	Count	42	164	206
		% within Age Quartiles	20.4%	79.6%	100.0%
Total		Count	144	731	875
		% within Age Quartiles	16.5%	83.5%	100.0%

Table 23 presents the age quartiles. The Age quartile 53 through 67 had the lowest response rate while the 46 through 52 age quartile had the highest response rate as revealed in Table 23. However, it is possible to conclude that Age is not significant with respect to response rates.

Table 24

Service to DOT in quartiles

			Respondent to Survey		Total
			Non Respondent	Respondent	
Service to DOT in quartiles	New Employees (0-2yrs)	Count % within Service to DOT in quartiles	7 11.7%	53 88.3%	60 100.0%
	2 years - 6 years tenure	Count % within Service to DOT in quartiles	17 14.4%	101 85.6%	118 100.0%
	6 years - 10 years	Count % within Service to DOT in quartiles	26 16.4%	133 83.6%	159 100.0%
	Over 10 years Tenure	Count % within Service to DOT in quartiles	94 17.5%	444 82.5%	538 100.0%
Total	Count % within Service to DOT in quartiles	144 16.5%	731 83.5%	875 100.0%	

Table 24 describes Time of Service to SDDOT. The longer the employee has been with the SDDOT the less likely they were to respond. The employees with zero through two years of service to the SDDOT responded at a rate of eighty-eight point three percent (88.3%). However, it is possible to conclude that Time of Service was not significant with respect to response rates.

Analysis of the Domains of Interest

The SDDOT Organizational Health Assessment survey instrument is divided into twenty (20) subgroups or Domains of interest. The Domains are titled Structure, Responsibility, Identity, Reward, Risk, Communication, Working Climate, Support, Morale, Standards, Training, Conflict, Culture, Teamwork, Safety & Efficiency, Performance Appraisals, Problem Solving Initiative, Performance Measurement Initiative, Work Schedule and Purpose.

Each Domain consists of a series of statements designed to address different but related perceptions and attitudes within the Domain. Statements are worded in both positive and negative contexts. Such wording represents a standard practice in survey research. It permits the measurement of reliability of the answers provided by a respondent.

In preparing an analysis for this type of instrument, either the positive or negative statements need to be reverse coded. Without reverse coding the mean for the Domain would have little meaning. For example, Structure Domain, Statement 4 is worded in a positive context (Red Tape is kept to a minimum in the SDDOT.) while Structure Domain, Statement 5 is worded in a negative context (Productivity sometimes suffers from lack of organization and planning.). Without reverse coding the responses for one of the two statements, the mean of the Domain will tend to move toward the middle. For example, if the positively worded statement response is Strongly Agree (1) and the negatively worded statement response is a Strongly Disagree (4), the mean of the two is 2.50 which clearly does not represent the real outcome for the Domain with both responses being at the positive end of their respective scale. By reverse coding the negatively worded statement, the Domain mean for the two statements is 1.00, a highly positive outcome and true representation of the Domain.

In the presentation that follows, Statements or Variable names with an "(R)" indicate that the statement has been reverse coded for analysis purposes. Reverse coding enables a graphical representation of the data without regard to the positive or negative context of the original statement. Figures 1-21 provide graphical representations. When viewing these figures, one (1.00) is considered to be the most positive outcome and four (4.00) the most negative outcome for each respective statement or Domain.

The individual statement mean and the domain mean can be evaluated against three ranges: Strength, Operational and Concern. These ranges are defined as follows:

Strength - A mean score of 1.00 to 1.65 for the domain analysis is considered to be in the strength range. This indicates the behaviors and perceptions of the employees, with regard to the issue being measured, is considered to be very consistent and strong and not to be causing any concern or dysfunctional behavior at this point in time.

Operational - A mean score of 1.66 to 2.05 for the domain analysis is considered to be in the operational range. This is considered to be a good score. A score in this range

indicates the behaviors and perceptions of employees as consistent, and they are viewed as being quite positive. However, they are not as strong, nor as prevalent, as the behaviors identified in the strength range.

Concern - A mean score of 2.06 and higher for the domain analysis is considered to be a concern. That is, the behaviors and perceptions are causing some concern or problem among employees and/or management. They may not have reached the point of causing dysfunctional behaviors, but the potential is there and possibly needs to be addressed.

The theoretical mean is 2.5. The theoretical mean is also referred to as the point of indifference. The point of indifference is that point where the combined weighted value of all respondents that agreed with the statement is equal to the combined weighted value of all respondents that disagreed with the statement. The weights are one (1) for each Strongly Agree, two (2) for each Inclined to Agree, three (3) for each Inclined to Disagree, and four (4) for each Strongly Disagree.

Structure Domain

The Structure Domain refers to the feelings that employees have about the constraints in their work organization (i.e., rules, procedures, etc.). This measure is used to capture perceptions toward understanding policies, work environment, and management skills (6 Statements, Domain Mean = 2.69).

The Structure Domain Statements were:

1. The jobs in the SDDOT are clearly defined and logically structured.
2. The policies and organization structure of the SDDOT have been clearly explained to me.
3. The SDDOT, it is sometimes unclear who has the formal authority to make a decision. (R)
4. Red tape is kept to a minimum in the SDDOT.
5. Productivity sometimes suffers from lack of organization and planning. (R)
6. For some of the assignments I have worked on, I haven't been exactly sure who my boss was. (R)

Figure 1

STRUCTURE

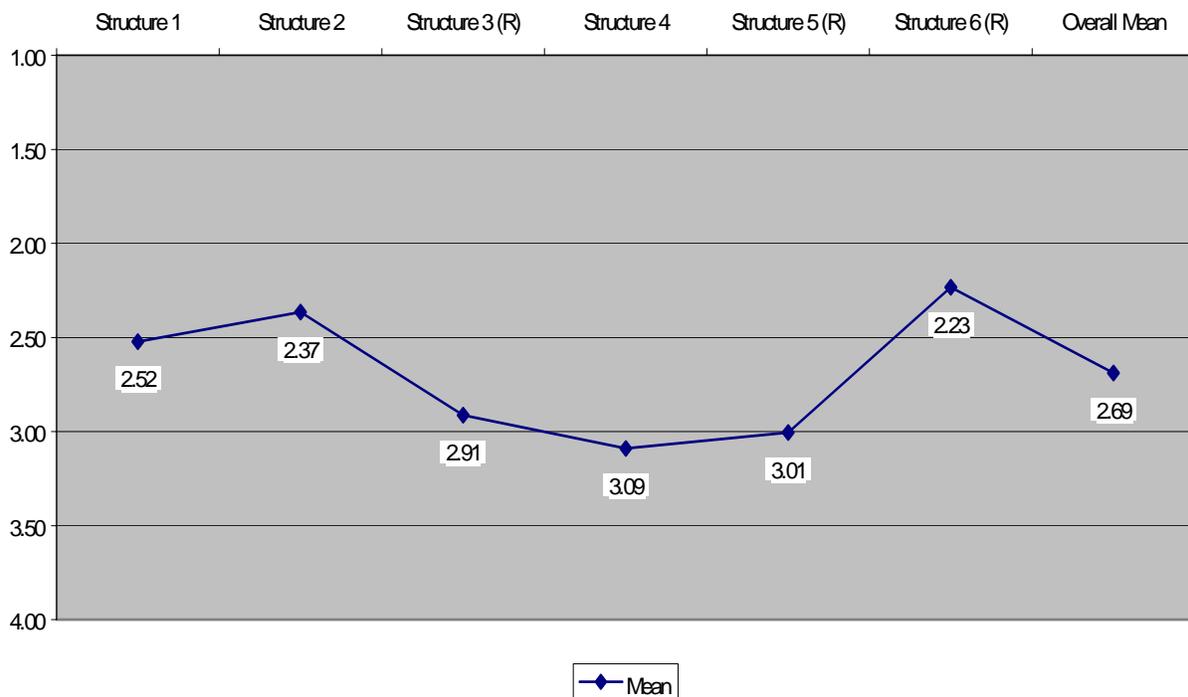


Table 25

STRUCTURE				
Question	Response			
	Strongly Agree	Inclined to Agree	Inclined to Disagree	Strongly Disagree
Structure 1	3.7%	51.1%	34.5%	10.7%
Structure 2	12.8%	47.5%	29.8%	9.9%
Structure 3 (R)	30.9%	36.2%	26.3%	6.6%
Structure 4	2.5%	19.8%	44.0%	33.8%
Structure 5 (R)	31.5%	42.4%	21.3%	4.7%
Structure 6 (R)	13.8%	23.8%	34.4%	28.0%

The mean score for the Domain was 2.69, which is in the area of concern. As can be seen in Figure 1, Structure Statements 2 and 6 are above the indifference point indicating they are considered to be on the positive side of the point of indifference. Structure Statements 1, 3, 4 and 5 are all below the indifference point indicating the most room for improvement.

Table 25 reveals that seventy-seven point eight percent (77.8%) of the respondents are either inclined to, or strongly disagree with the Statement 4, "Red tape is kept to a minimum in the SDDOT". For Statement 6, "For some of the assignments I have worked on, I haven't been exactly sure who my boss was", thirty-seven point six percent (37.6%) indicated they are either inclined to, or strongly agree with the reverse coded statement giving it the most positive outcome of the Structure Domain.

Responsibility Domain

The Responsibility Domain represents the accountability and control exercised within the organization. This measure is used to capture employee's perceptions toward the work environment and cooperation (6 Statements, Domain Mean = 2.69).

The Responsibility Domain Statements were:

1. The SDDOT does not rely on individual judgment; almost everything is double-checked.
2. The SDDOT management resents one checking everything with them; if you think you have the right approach, you just go ahead.
3. Supervision in the SDDOT is mainly a matter of setting guidelines for subordinates; they take responsibility for the job.
4. You won't get ahead in the SDDOT unless you stick your neck out and try things on your own sometimes.
5. At the SDDOT, there are an awful lot of excuses when somebody makes a mistake. (R)
6. One of the problems in the SDDOT is that individuals won't take responsibility. (R)

Figure 2

RESPONSIBILITY



Table 26

RESPONSIBILITY				
Question	Response		Inclined to Disagree	Strongly Disagree
	Strongly Agree	Inclined to Agree		
Responsibility 1	16.4%	39.4%	35.1%	9.1%
Responsibility 2	5.9%	25.4%	45.2%	23.5%
Responsibility 3	10.1%	42.9%	34.7%	12.3%
Responsibility 4	8.7%	21.4%	43.2%	26.7%
Responsibility 5 (R)	26.1%	37.8%	30.1%	6.1%
Responsibility 6 (R)	21.1%	39.0%	29.8%	10.1%

The mean score for the Domain was 2.69, which is in the area of concern. As can be seen in Figure 2, Responsibility Statements 1 and 3 are above the indifference point indicating the positive side of the point of indifference. The remaining Statements are all below the indifference point indicating the most room for improvement.

Table 26 indicates that sixty-nine point nine percent (69.9%) of the respondents are either inclined to, or strongly disagree with the Statement 4, "You won't get ahead in the SDDOT unless you stick your neck out and try things on your own sometimes". For Statement 1, "The SDDOT does not rely on individual judgment; almost everything is double-checked", fifty-five point eight percent (55.8%) indicated they are either inclined to, or strongly agree, with the statement giving it the most positive outcome of the Responsibility Domain.

Identity Domain

The Identity Domain represents the feeling of belonging to an organization and the feeling that one is a valuable member of that organization. This measure is used to capture employee perception toward the mission, and to the organization (6 Statements, Domain Mean = 2.72).

The Identity Domain Statements were:

1. People are proud to belong to the SDDOT.
2. I feel that I am a member of a well functioning SDDOT team.
3. As far as I can tell, there isn't very much personal loyalty to SDDOT. (R)
4. In the SDDOT, people pretty much look out for their own interests. (R)
5. I am loyal to the SDDOT.
6. Loyalty is increasing at the SDDOT.

Figure 3

IDENTITY

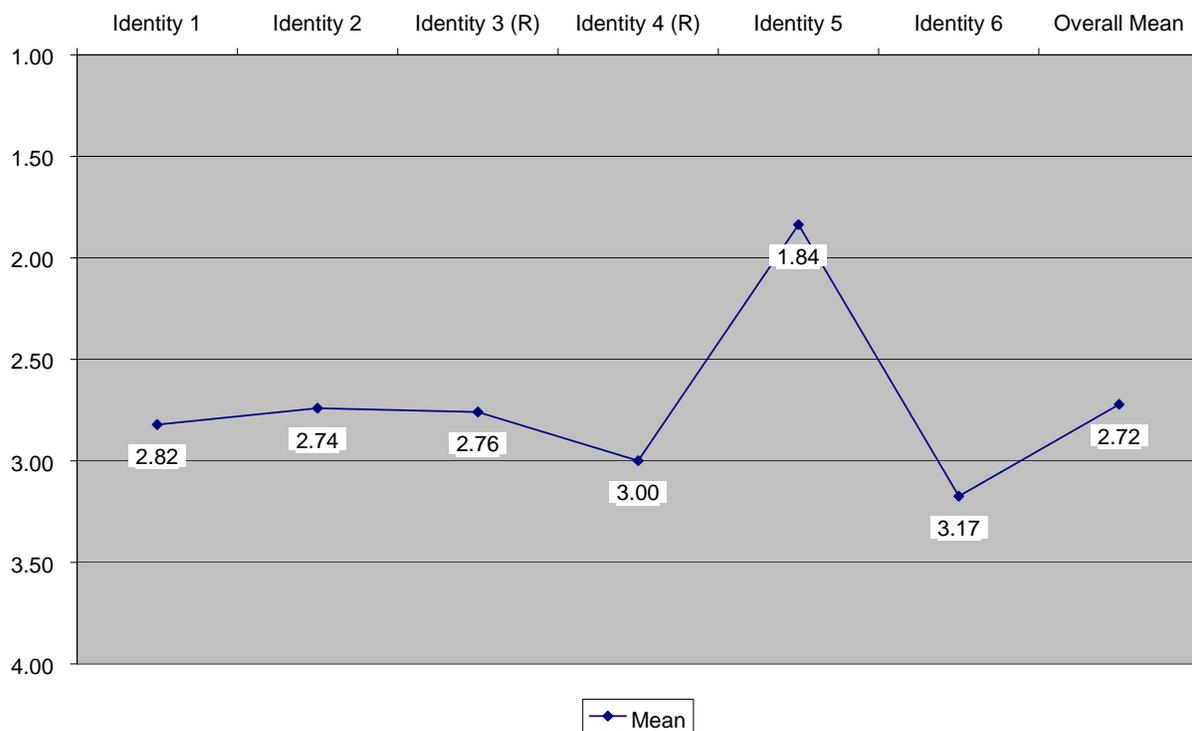


Table 27

IDENTITY				
Question	Response			
	Strongly Agree	Inclined to Agree	Inclined to Disagree	Strongly Disagree
Identity 1	5.6%	29.7%	41.7%	23.0%
Identity 2	8.1%	32.5%	36.5%	22.9%
Identity 3 (R)	22.5%	39.0%	30.4%	8.1%
Identity 4 (R)	29.3%	45.0%	22.0%	3.7%
Identity 5	36.5%	48.7%	9.5%	5.3%
Identity 6	1.5%	16.4%	45.3%	36.8%

The mean score for the Domain was 2.72, which is in the area of concern. As can be seen in Figure 3, only Identity Statement 5 is above the indifference point indicating the positive side of the point of indifference. The remaining statements are all below the indifference point indicating the most room for improvement.

Table 27 indicates that eighty-two point one percent (82.1%) of the respondents are either inclined to, or strongly disagree with the Statement 6, "Loyalty is increasing at the SDDOT". For Statement 5, "I am loyal to the SDDOT", eighty-five point two percent (85.2%) indicated they are either inclined to, or strongly agree with the statement giving it the most positive outcome of the Identity Domain.

Reward Domain

The Reward Domain refers to the perceived system of recognizing and rewarding employees in regard to performance. This measure is used to capture employee's perceptions toward staff competency and training and professional development (8 Statements, Domain Mean = 3.12).

The Reward Domain Statements were:

1. The SDDOT has a promotion system that helps the best person to rise in the organization.
2. In the SDDOT, the rewards and recognition usually outweigh the threats and criticisms.
3. In the SDDOT, people are rewarded based on their job performance.
4. There is a great deal of criticism within the SDDOT. (R)
5. There is not enough reward and recognition given in the SDDOT for doing good work. (R)
6. If you make a mistake in the SDDOT, you will be punished. (R)
7. Wages paid by SDDOT are sufficient to keep me from looking for another job.
8. I am satisfied with the opportunities for future career advancement in the SDDOT.

Figure 4

REWARD

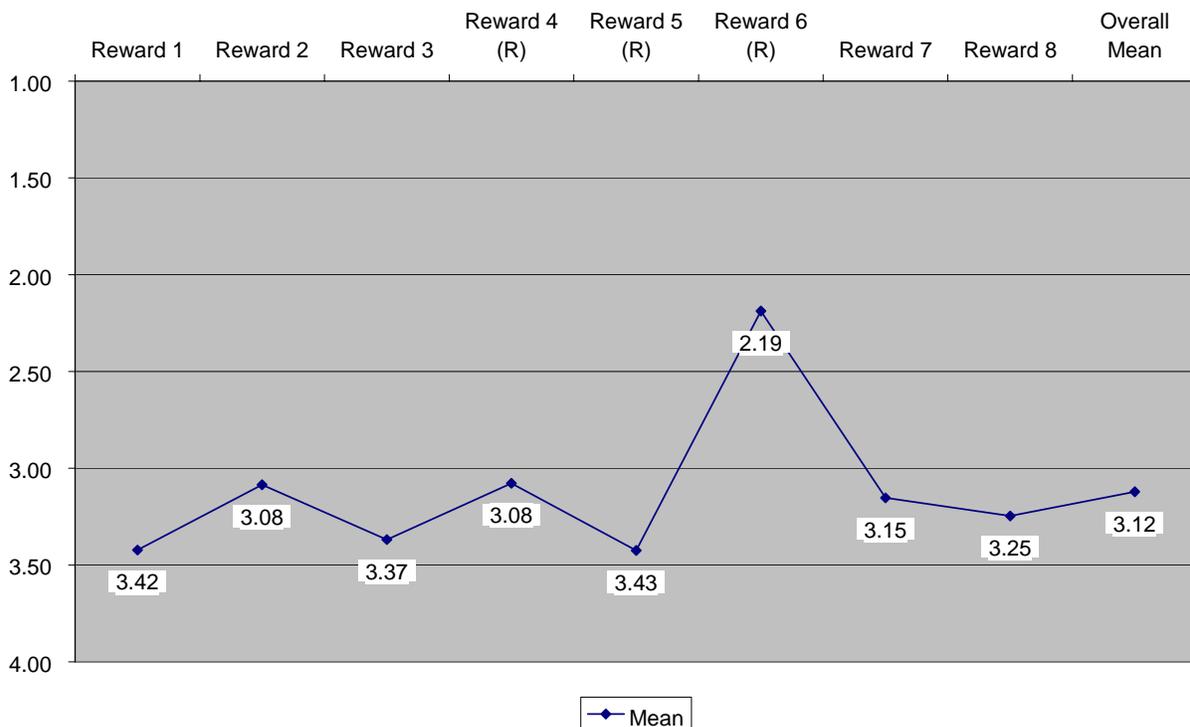


Table 28

REWARD				
Question	Response			
	Strongly Agree	Inclined to Agree	Inclined to Disagree	Strongly Disagree
Reward 1	2.1%	9.9%	31.6%	56.4%
Reward 2	2.9%	21.3%	40.1%	35.7%
Reward 3	1.9%	10.0%	37.4%	50.7%
Reward 4 (R)	32.6%	45.5%	19.0%	2.9%
Reward 5 (R)	53.8%	36.7%	7.7%	1.8%
Reward 6 (R)	5.7%	22.9%	55.9%	15.5%
Reward 7	3.7%	20.8%	32.0%	43.5%
Reward 8	3.2%	16.0%	33.8%	47.0%

The mean score for the Domain was 3.12, which is in the area of concern. As can be seen in Figure 4, only Reward Statement 6 is above the indifference point indicating the positive side of the point of indifference. The remaining statements are all below the indifference point indicating the most room for improvement.

Table 28 indicates that nine point five percent (9.5%) of the respondents are either inclined to, or strongly disagree with the Statement 5, "There is not enough reward and recognition given in the SDDOT for doing good work". For Statement 6, "If you make a mistake in the SDDOT, you will be punished", twenty-eight point six percent (28.6%) indicated they are either inclined to, or strongly agree with the reverse coded statement giving it the most positive outcome of the Reward Domain.

Risk Domain

The Risk Domain refers to acceptable levels of risk taking in decision making. This measure is used to capture perceptions of management skills (6 Statements, Domain Mean = 2.66).

The Risk Domain Statements were:

1. The philosophy of SDDOT management is that in the long run we get ahead faster by playing it slow, safe, and sure.
2. SDDOT takes calculated risks at the right time.
3. Decision making in the SDDOT is too cautious for maximum effectiveness. (R)
4. The SDDOT management is willing to take a chance on a good idea.
5. The SDDOT philosophy emphasizes that people should solve their problems by themselves.
6. Decisions are made at those levels in the SDDOT where the most adequate and accurate information is available.

Figure 5

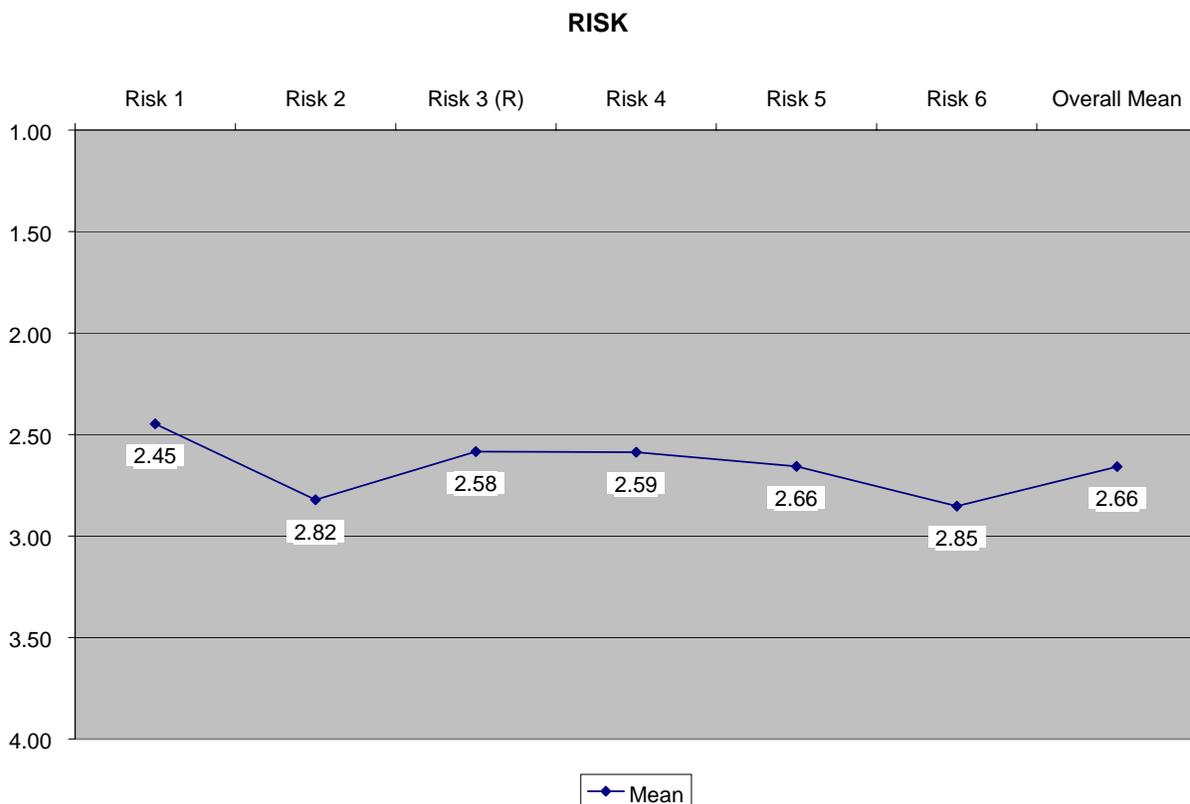


Table 29

RISK				
Question	Response			
	Strongly Agree	Inclined to Agree	Inclined to Disagree	Strongly Disagree
Risk 1	9.6%	46.4%	33.7%	10.3%
Risk 2	1.4%	30.1%	53.4%	15.1%
Risk 3 (R)	11.3%	41.0%	42.5%	5.2%
Risk 4	5.2%	44.5%	36.8%	13.5%
Risk 5	7.8%	31.3%	48.2%	12.7%
Risk 6	5.5%	30.0%	38.2%	26.3%

The mean score for the Domain was 2.66, which is in the area of concern. As can be seen in Figure 5, only Risk Statement 1 is above the indifference point indicating the positive side of the point of indifference. The remaining Statements are all below the indifference point indicating the most room for improvement.

Table 29 indicates that sixty-four point five percent (64.5%) of the respondents are either inclined to, or strongly disagree with the Statement 6, "Decisions are made at those levels in the SDDOT where the most adequate and accurate information is available". For Statement 1, "The philosophy of SDDOT management is that in the long run we get ahead faster by playing it slow, safe, and sure", fifty-six percent (56.0%) indicated they are either inclined to, or strongly agree with the statement giving it the most positive outcome of the Risk Domain.

Communication Domain

The Communication Domain represents the system of communicating directives from top management to line workers and from the line workers to top management. This measure is used to capture employee perceptions of the effectiveness of current communication systems (4 Statements, Domain Mean = 2.56).

The Communication Domain Statements were:

1. My supervisor holds regularly scheduled staff meetings.
2. Staff meetings are a source of reliable information.
3. I get the information I need to know from my supervisor.
4. I feel free to openly state my opinion during the quarterly meetings with the Secretary of Transportation.

Figure 6

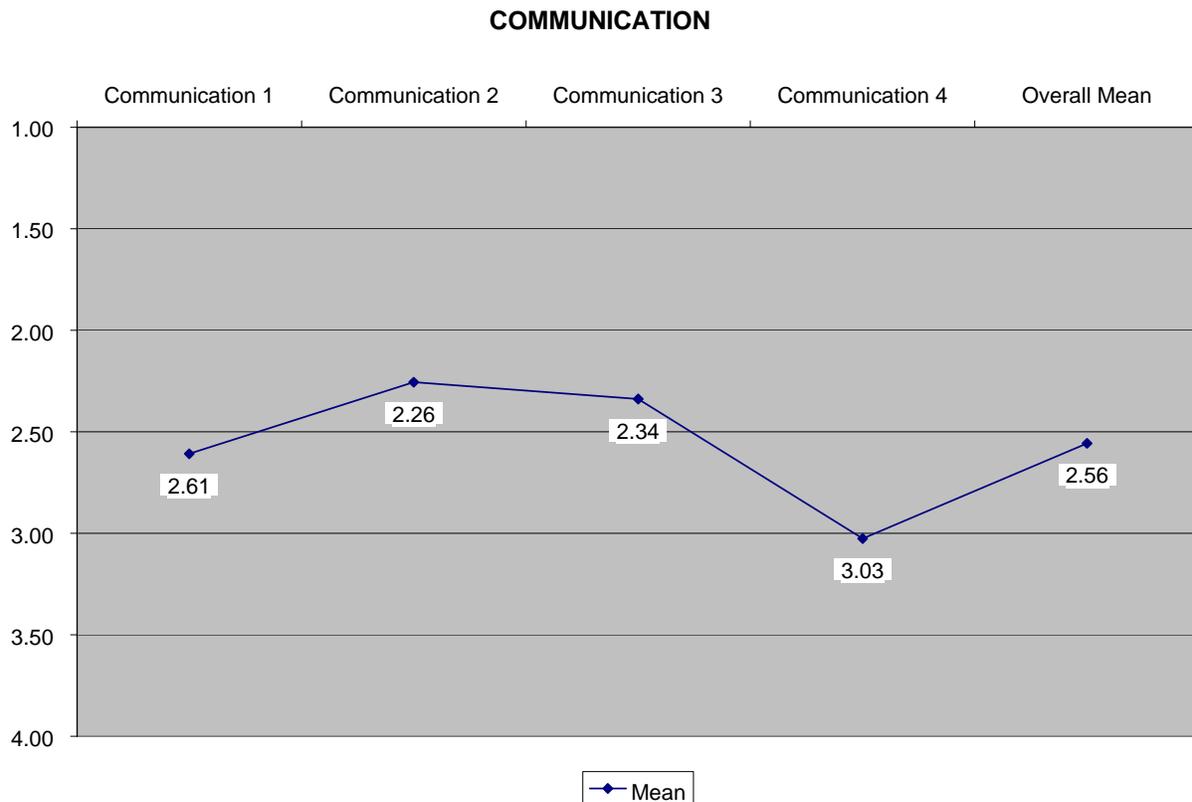


Table 30

COMMUNICATION				
Question	Response			
	Strongly Agree	Inclined to Agree	Inclined to Disagree	Strongly Disagree
Communication 1	17.3%	30.0%	27.3%	25.4%
Communication 2	18.5%	48.6%	21.8%	11.1%
Communication 3	17.4%	43.6%	26.7%	12.3%
Communication 4	6.4%	21.8%	34.6%	37.2%

The mean score for the Domain was 2.56, which is in the area of concern. As can be seen in Figure 6, Communication Statements 2 and 3 are above the indifference point indicating the positive side of the point of indifference. Communication Statements 1 and 4 are each below the indifference point indicating the most room for improvement.

Table 30 indicates that seventy-one point eight percent (71.8%) of the respondents are either inclined to, or strongly disagree with the Statement 4, "I feel free to openly state my opinion during the quarterly meetings with the Secretary of Transportation". For Statement 2, "Staff meetings are a source of reliable information", sixty-seven point one percent (67.1%) indicated they are either inclined to, or strongly agree with the statement giving it the most positive outcome of the Communication Domain.

Working Climate Domain

The Working Climate Domain refers to the general good fellowship that prevails in the work group atmosphere; the emphasis on being well-liked (relative to performance); prevalence of friendly and informal social groups. This measure is used to capture perceptions toward communication, staff morale, and working environment (6 Statements, Domain Mean = 2.61).

The Working Climate Domain Statements were:

1. A friendly atmosphere prevails among people in the SDDOT.
2. The SDDOT is characterized by a relaxed, easygoing working climate.
3. It is very hard to get to know people in the SDDOT. (R)
4. People in the SDDOT tend to be cool and aloof toward each other. (R)
5. There is a lot of warmth in the relationships between management and workers in the SDDOT.
6. The SDDOT is loyal to me.

Figure 7

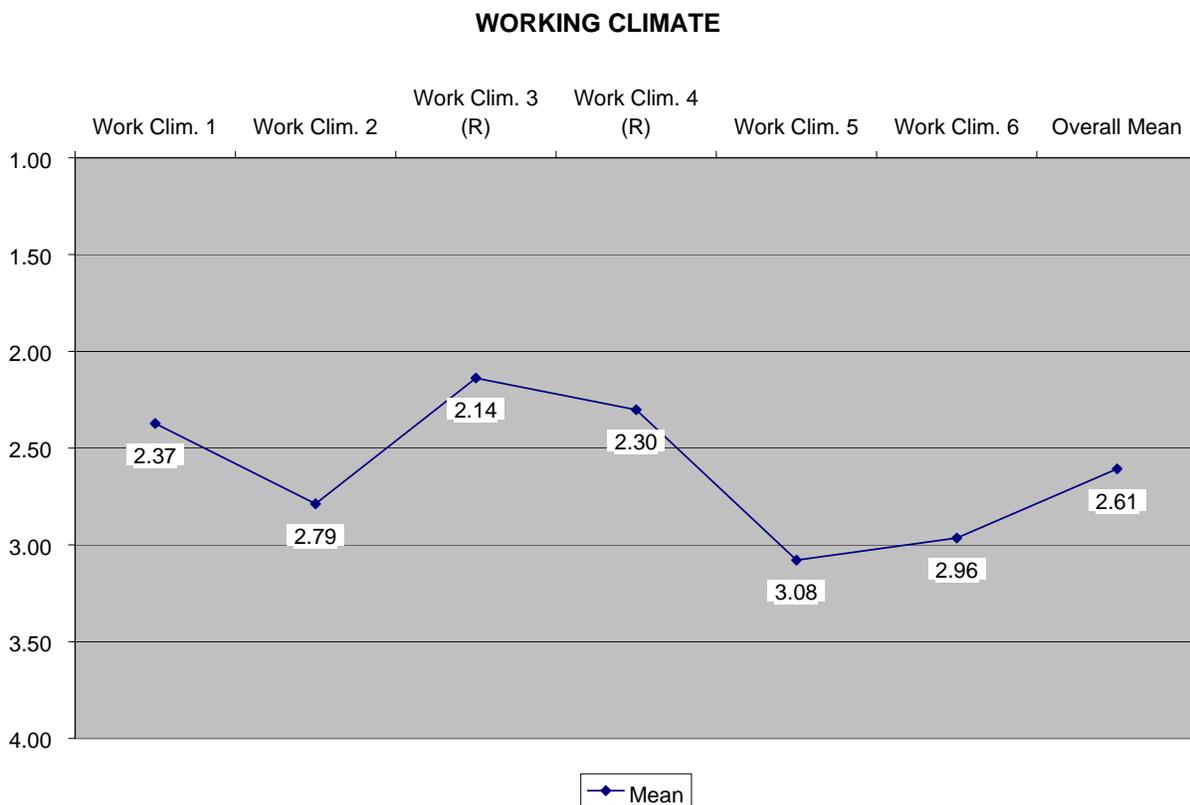


Table 31

WORKING CLIMATE				
Question	Response			
	Strongly Agree	Inclined to Agree	Inclined to Disagree	Strongly Disagree
Work Clim. 1	12.1%	50.8%	24.9%	12.2%
Work Clim. 2	4.1%	32.9%	43.1%	19.9%
Work Clim. 3 (R)	3.0%	24.4%	56.0%	16.6%
Work Clim. 4 (R)	4.6%	33.9%	48.6%	12.9%
Work Clim. 5	1.6%	22.2%	43.0%	33.2%
Work Clim. 6	4.0%	29.7%	32.2%	34.1%

The mean score for the Domain was 2.61, which is in the area of concern. As can be seen in Figure 7, Working Climate Statements 1, 3 and 4 are above the indifference point indicating the positive side of the point of indifference. Working Climate Statements 2, 5 and 6 are all below the indifference point indicating the most room for improvement.

Table 31 indicates that seventy-six point two percent (76.2%) of the respondents are either inclined to, or strongly disagree with the Statement 5, "There is a lot of warmth in the relationships between management and workers in the SDDOT". For Statement 3, "It is very hard to get to know people in the SDDOT", twenty-seven point four percent (27.4%) indicated they are either inclined to, or strongly agree with the reverse coded statement giving it the most positive behavioral outcome of the Working Climate Domain.

Support Domain

The Support Domain represents the helpfulness of the managers and other employees in the group. This measure is used to capture perceptions toward staff morale and training and professional development (6 Statements, Domain Mean = 2.75).

The Support Domain Statements were:

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

Figure 8

SUPPORT



Table 32

SUPPORT				
Question	Response			
	Strongly Agree	Inclined to Agree	Inclined to Disagree	Strongly Disagree
Support 1 (R)	15.6%	45.1%	36.1%	3.2%
Support 2	2.1%	19.2%	38.1%	40.6%
Support 3 (R)	17.2%	45.4%	34.4%	3.0%
Support 4	1.8%	17.0%	47.4%	33.8%
Support 5	23.2%	56.2%	15.2%	5.4%
Support 6	4.1%	43.4%	34.7%	17.8%

The mean score for the Domain was 2.75, which is in the area of concern. As can be seen in Figure 8, only Support Statement 5 is above the indifference point indicating the positive side of the point of indifference. The remaining Statements are all below the indifference point indicating the most room for improvement.

Table 32 indicates that seventy-eight point seven percent (78.7%) of the respondents are either inclined to, or strongly disagree with the Statement 2, "Management makes an effort to talk with you about your career goals within the SDDOT". For Statement 5, "When I am on a difficult SDDOT assignment, I can usually count on getting assistance from my boss and co-workers", seventy-nine point four percent (79.4%) indicated they are either inclined to, or strongly agree with the statement giving it the most positive outcome of the Support Domain.

Morale Domain

The Morale Domain refers to the level of recognition given employees, feelings that one's work is valued by others, and the extent to which management understands and appreciates employee's work related concerns. This measure is used to capture employee's perceptions toward staff morale and staff competency (6 Statements, Domain Mean = 2.35).

Morale Domain Statements were:

1. The SDDOT goes out of its way to recognize employees for extraordinary service.
2. My job, directly or indirectly, serves the citizens of South Dakota.
3. I sometimes hear profanity in my work unit.
4. There are few opportunities at the SDDOT for employees to give their opinions about morale. (R)
5. The results of my work significantly affect many other people.
6. Top management respects my job.

Figure 9

MORALE

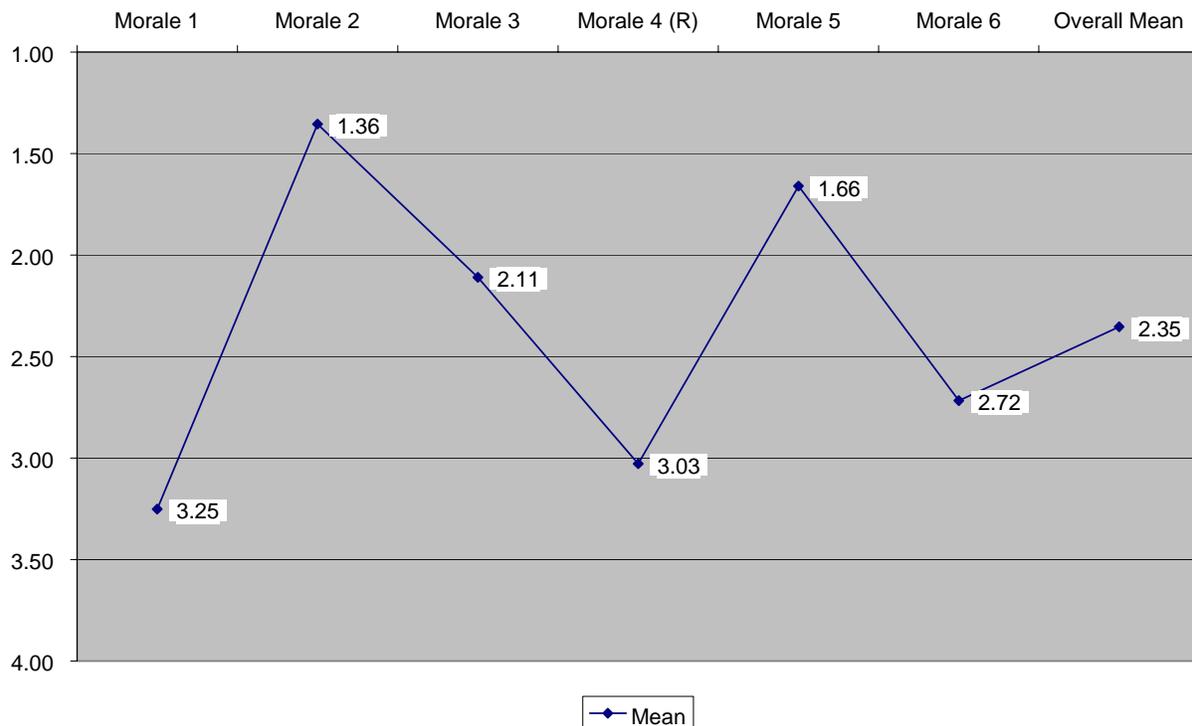


Table 33

MORALE				
Question	Response			
	Strongly Agree	Inclined to Agree	Inclined to Disagree	Strongly Disagree
Morale 1	1.0%	12.3%	47.3%	39.4%
Morale 2	66.3%	32.5%	0.7%	0.5%
Morale 3	25.0%	47.8%	18.4%	8.8%
Morale 4 (R)	32.0%	44.2%	18.4%	5.4%
Morale 5	42.2%	50.5%	6.3%	1.0%
Morale 6	7.0%	38.1%	31.0%	23.9%

The mean score for the Domain was 2.35, which is above the point of indifference. As can be seen in Figure 9, Morale Statements 2, 3 and 5 are above the indifference point indicating the positive side of the point of indifference. Statements 1, 4 and 6 are all below the indifference point indicating the most room for improvement.

Table 33 indicates that eighty-six point seven percent (86.7%) of the respondents are either inclined to, or strongly disagree with the Statement 1, "The SDDOT goes out of its way to recognize employees for extraordinary service". For Statement 2, "My job, directly or indirectly, serves the citizens of South Dakota", ninety-eight point eight percent (98.8%) indicated they are either inclined to, or strongly agree with the statement giving it the most positive outcome of the Morale Domain.

Standards Domain

The Standards Domain refers to the setting and establishing performance goals and resultant influence on pride. This measure is used to capture employee's perceptions toward staff morale and work environment (7 Statements, Domain Mean = 2.57).

The Standards Domain Statements were:

1. In the SDDOT we set very high standards for performance.
2. Our management believes that no job is so well done that it couldn't be done better.
3. At the SDDOT there is a feeling of pressure to continually improve our personal and group performance.
4. The SDDOT management believes that if the people are happy, productivity will take care of itself.
5. To get ahead in the SDDOT, it is more important to get along with others than it is to be a high producer. (R)
6. At the SDDOT, people do not seem to take much pride in their performance. (R)
7. Often, I encounter situations where my professional standards are in conflict with SDDOT policies. (R)

Figure 10

STANDARDS



Table 34

STANDARDS				
Question	Response			
	Strongly Agree	Inclined to Agree	Inclined to Disagree	Strongly Disagree
Standards 1	9.8%	49.4%	34.2%	6.6%
Standards 2 (R)	15.2%	53.0%	28.0%	3.8%
Standards 3	12.8%	51.6%	33.4%	2.2%
Standards 4	3.6%	26.5%	47.0%	22.9%
Standards 5 (R)	22.6%	42.9%	28.3%	6.2%
Standards 6 (R)	12.4%	33.9%	39.9%	13.8%
Standards 7 (R)	11.7%	31.9%	45.2%	11.2%

The mean score for the Domain was 2.57, which is below the point of indifference. As can be seen in Figure 10, Standards Statements 1, 3, 6 and 7 are above the indifference point indicating the positive side of the point of indifference. Statements 2, 4 and 5 are each below the indifference point indicating the most room for improvement.

Table 34 indicates that sixty-nine point nine percent (69.9%) of the respondents are either inclined to, or strongly disagree with Statement 4, "The SDDOT management believes that if the people are happy, productivity will take care of itself". For Statement 3, "At the SDDOT there is a feeling of pressure to continually improve our personal and group performance", sixty-four point four percent (64.4%) indicated they are either inclined to, or strongly agree with the statement giving it the most positive outcome of the Standards Domain.

Training Domain

The Training Domain represents the level, availability and quality of work-related developmental experiences. This Domain is used to evaluate perceptions of training availability and utility (9 Statements, Domain Mean = 2.28).

The Training Domain Statements were:

1. I receive all the training I need to do a good job.
2. The quality of the job-related training I have received has been good.
3. I understand more 'why' things than I did in the past.
4. The training available to me is job-related.
5. The job-related training has been worthwhile.
6. The job-related training has made me more efficient.
7. The job related training has made me more effective.
8. The Bureau of Personnel training meets my needs.
9. I have access to the training I need to do a good job.

Figure 11

TRAINING



Table 35

TRAINING				
Question	Response			
	Strongly Agree	Inclined to Agree	Inclined to Disagree	Strongly Disagree
Training 1	12.4%	40.9%	33.9%	12.8%
Training 2	11.8%	64.2%	17.9%	6.1%
Training 3	7.3%	56.5%	29.1%	7.1%
Training 4	16.0%	64.7%	15.0%	4.3%
Training 5	18.1%	64.1%	13.9%	3.9%
Training 6	15.9%	61.5%	18.5%	4.1%
Training 7	14.5%	63.7%	17.7%	4.1%
Training 8	5.0%	42.4%	37.7%	14.9%
Training 9	7.2%	45.7%	33.5%	13.6%

The mean score for the Domain was 2.28, which is above the point of indifference. As can be seen in Figure 11, Training Statements 1 through 7 are above the indifference point indicating the positive side of the point of indifference. Statements 8 and 9 are each below the indifference point indicating the most room for improvement.

Table 35 indicates that fifty-two point six percent (52.6%) of the respondents are either inclined to, or strongly disagree with the Statement 8, "The Bureau of Personnel training meets my needs". For Statement 5, "The job-related training has been worthwhile", eighty-two point two percent (82.2%) indicated they are either inclined to, or strongly agree with the statement giving it the most positive outcome of the Training Domain.

Conflict Domain

The Conflict Domain refers to the methods of handling and resolving disputes in the workplace. This measure is used to capture perceptions toward communication, work environment, and cooperation (6 Statements, Domain Mean = 2.69).

The Conflict Domain Statements were:

1. The best way to make an impression at the SDDOT is to steer clear of open arguments and disagreements. (R)
2. The attitude of the SDDOT management is that conflict between competing units and individuals can be very healthy.
3. At the SDDOT we are encouraged to speak our minds, even if it means disagreeing with our supervisors.
4. In SDDOT management meetings, the goal is to arrive at a decision as smoothly and quickly as possible.
5. My supervisor supports me even if it is in conflict with established SDDOT policies.
6. There is too much competition between work units at SDDOT. (R)

Figure 12

CONFLICT

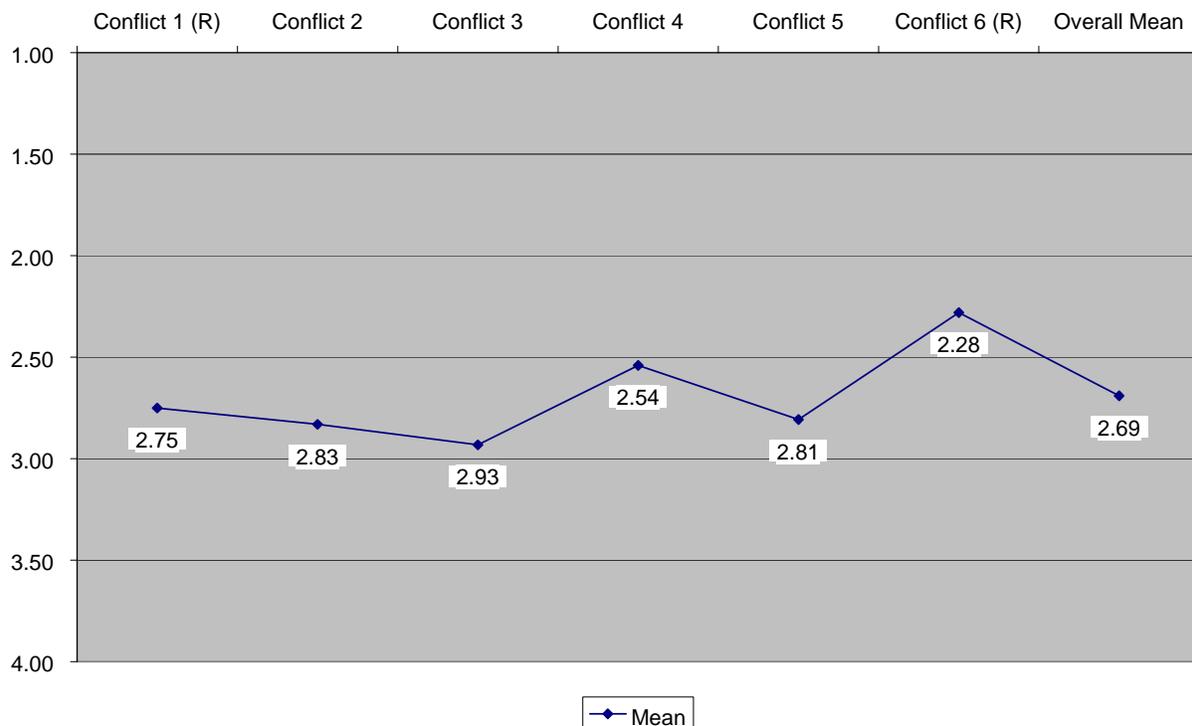


Table 36

CONFLICT				
Question	Response			
	Strongly Agree	Inclined to Agree	Inclined to Disagree	Strongly Disagree
Conflict 1 (R)	19.2%	41.6%	34.2%	5.0%
Conflict 2	4.1%	23.3%	58.1%	14.5%
Conflict 3	3.3%	27.9%	41.1%	27.7%
Conflict 4	6.5%	45.3%	35.7%	12.5%
Conflict 5	3.4%	31.3%	46.6%	18.7%
Conflict 6 (R)	7.6%	23.2%	58.9%	10.3%

The mean score for the Domain was 2.69, which is in the area of concern. As can be seen in Figure 12, only Conflict Statement 6 is above the indifference point indicating the positive side of the point of indifference. The remaining Statements are all below the indifference point indicating the most room for improvement.

Table 36 indicates that sixty-eight point eight percent (68.8%) of the respondents are either inclined to, or strongly disagree with the Statement 3, "At the SDDOT we are encouraged to speak our minds, even if it means disagreeing with our supervisors". For Statement 6, "There is too much competition between work units at SDDOT", thirty point eight percent (30.8%) indicated they are either inclined to, or strongly agree with the reverse coded statement giving it the most positive outcome of the Conflict Domain.

Culture Domain

The Culture Domain represents the relationship between sanctions and behavior. This measure is used to capture perceptions toward communication, work environment, and cooperation (8 Statements, Domain Mean = 2.74).

The Culture Domain Statements were:

1. The people I work with at the SDDOT really trust one another.
2. Employees in my work unit can voice their opinions freely.
3. If you make a mistake in the SDDOT, you will be punished. (R)
4. I can trust my manager or supervisor to represent my interests at higher levels.
5. There is a great deal of criticism of the SDDOT by employees. (R)
6. In the SDDOT the recognition and encouragement you get usually outweighs the threats and the criticism.
7. Senior management respects employees.
8. Changes will happen as a result of this study.

Figure 13

CULTURE

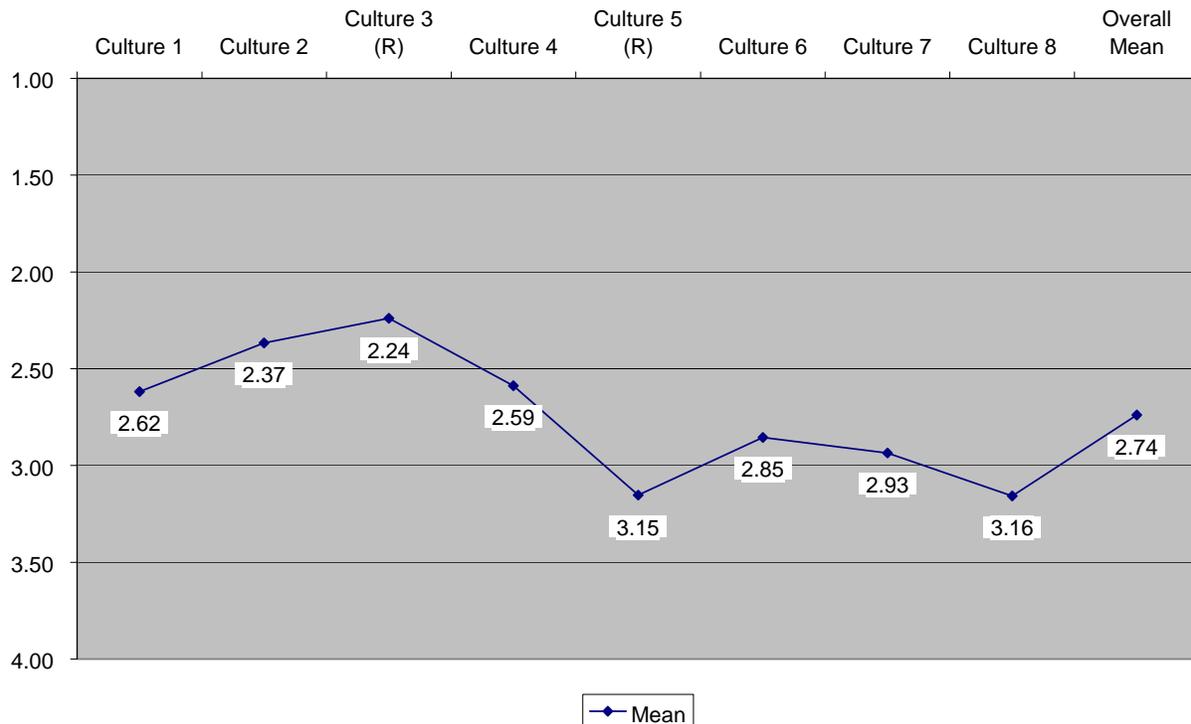


Table 37

CULTURE				
Question	Response			
	Strongly Agree	Inclined to Agree	Inclined to Disagree	Strongly Disagree
Culture 1	5.8%	38.8%	43.1%	12.3%
Culture 2	14.4%	48.1%	23.7%	13.8%
Culture 3 (R)	5.5%	24.6%	58.3%	11.6%
Culture 4	10.2%	39.9%	30.7%	19.2%
Culture 5 (R)	37.8%	43.6%	14.7%	3.9%
Culture 6	2.8%	30.7%	44.7%	21.8%
Culture 7	2.9%	30.5%	36.8%	29.8%
Culture 8	1.9%	18.7%	41.2%	38.2%

The mean score for the Domain was 2.74, which is in the area of concern. As can be seen in Figure 13, Culture Statements 2 and 3 are above the indifference point indicating the positive side of the point of indifference. The remaining Statements are all below the indifference point indicating the most room for improvement.

Table 37 indicates that seventy-nine point four percent (79.4%) of the respondents are either inclined to, or strongly disagree with the Statement 8, "Changes will happen as a result of this study". For Statement 3, "If you make a mistake in the SDDOT, you will be punished", thirty point one percent (30.1%) indicated they are either inclined to, or strongly agree with the reverse coded statement giving it the most positive outcome of the Culture Domain.

Teamwork Domain

The Teamwork Domain represents the evaluation of support of one's workgroup and the quality of relationships within that workgroup. This Domain is used to evaluate the nature of teamwork (6 Statements, Domain Mean = 2.33).

The Teamwork Domain Statements were:

1. People in SDDOT feel they are part of an effective team.
2. The quality of performance is high in my work team.
3. My work group has all the resources it needs to do its job.
4. My supervisor encourages teamwork.
5. I am treated with respect by my co-workers.
6. Trust levels are high between work teams.

Figure 14

TEAMWORK

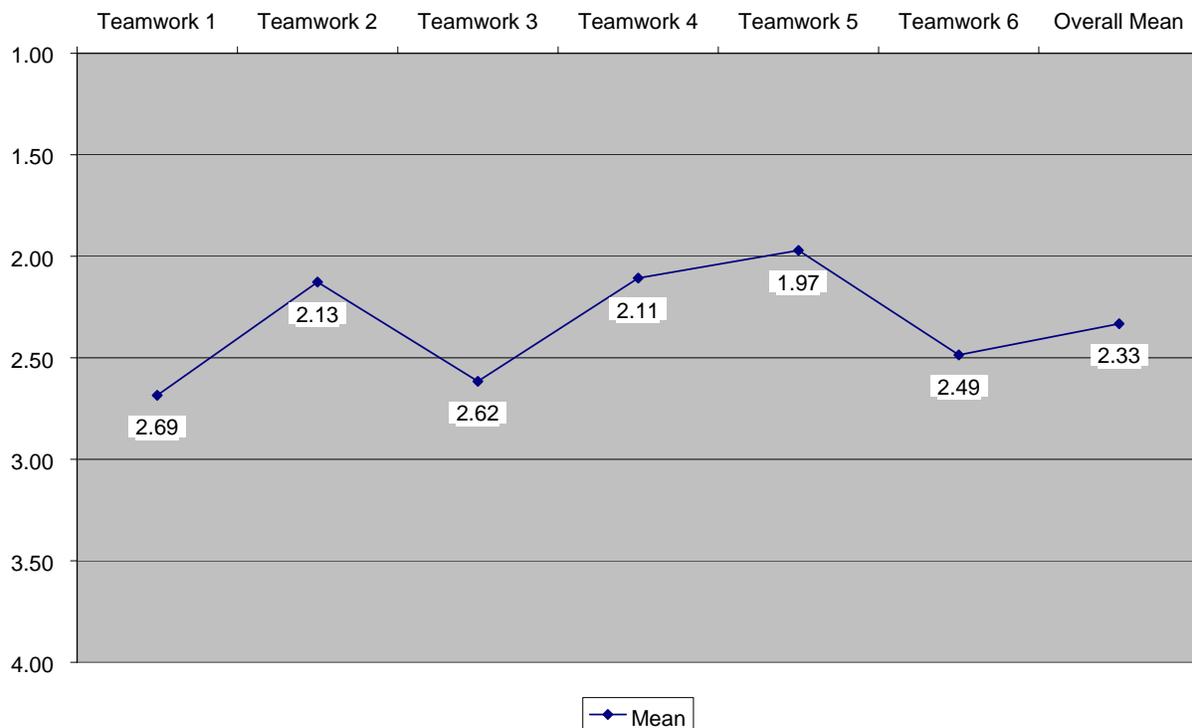


Table 38

TEAMWORK				
Question	Response			
	Strongly Agree	Inclined to Agree	Inclined to Disagree	Strongly Disagree
Teamwork 1	3.0%	40.8%	40.8%	15.4%
Teamwork 2	16.8%	58.0%	20.9%	4.3%
Teamwork 3	5.2%	41.1%	40.5%	13.2%
Teamwork 4	19.2%	58.0%	15.7%	7.1%
Teamwork 5	21.6%	62.8%	12.4%	3.2%
Teamwork 6	6.5%	45.9%	40.2%	7.4%

The mean score for the Domain was 2.33, which is above the point of indifference. As can be seen in Figure 14, Teamwork Statements 2, 4, 5 and 6 are above the indifference point indicating the positive side of the point of indifference. Statements 1 and 3 are each below the indifference point indicating the most room for improvement.

Table 38 indicates that fifty-six point two percent (56.2%) of the respondents are either inclined to, or strongly disagree with the Statement 1, "People in SDDOT feel they are part of an effective team". For Statement 5, "I am treated with respect by my co-workers", eighty-four point four percent (84.4%) indicated they are either inclined to, or strongly agree with the statement giving it the most positive outcome of the Teamwork Domain.

Safety and Efficiency Domain

The Safety and Efficiency Domain refers to safety and efficiency issues in the workplace. This Domain is used to capture the perception of the extent to which efficiency, and efforts to increase efficiency, have increased productivity (10 Statements, Domain Mean = 2.75).

The Safety and Efficiency Domain Statements were:

1. Safety is an important issue at the SDDOT.
2. Efficiency at the SDDOT has increased productivity.
3. Efficiency has made it possible to be more effective at the SDDOT.
4. Policies at the SDDOT help employees do their jobs better.
5. Safety at the SDDOT has improved in the past two years.
6. Inmate laborers make me more efficient in the performance of my job.
7. New equipment motivates me to be more productive.
8. Equipment assigned to the SDDOT is properly maintained.
9. The transfer of vehicles to Fleet and Travel Management has added to our productivity.
10. Procedures at Fleet and Travel Management are too burdensome. (R)

Figure 15

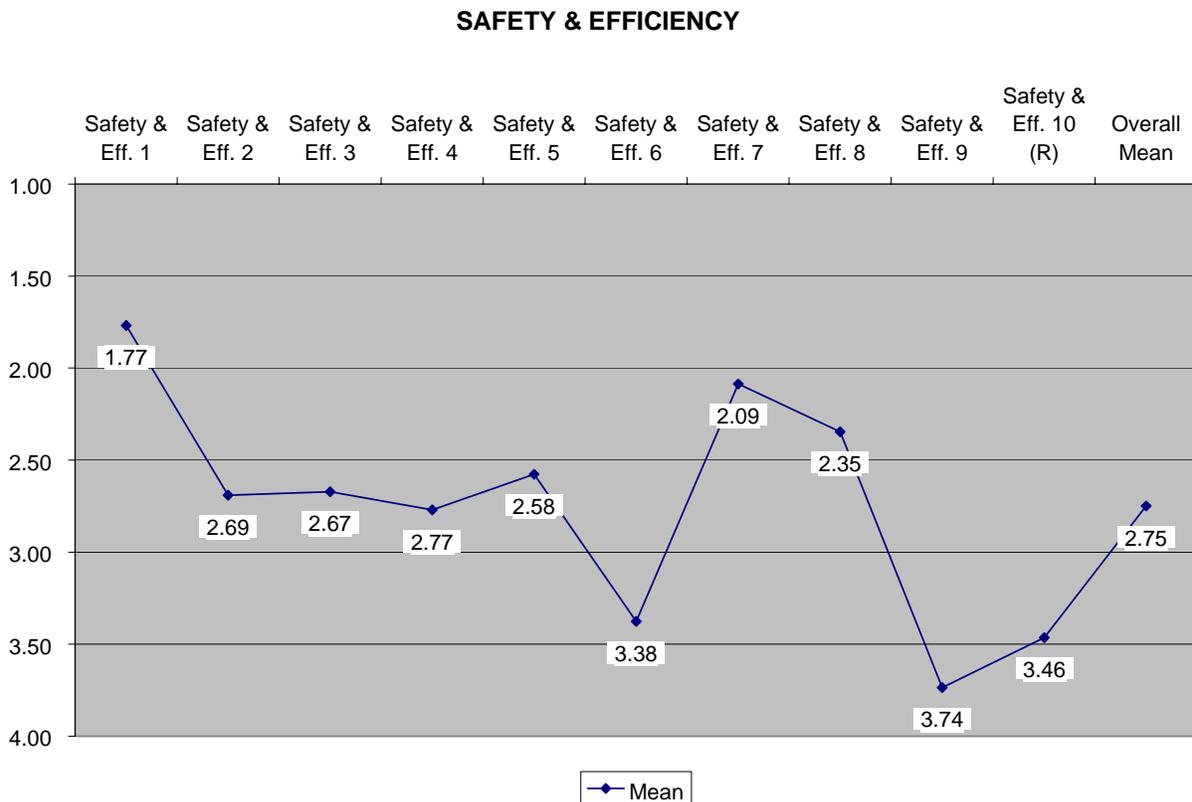


Table 39

SAFETY & EFFICIENCY				
Question	Response			
	Strongly Agree	Inclined to Agree	Inclined to Disagree	Strongly Disagree
Safety & Eff. 1	38.2%	50.0%	8.5%	3.3%
Safety & Eff. 2	3.5%	40.1%	40.3%	16.1%
Safety & Eff. 3	3.5%	40.4%	41.5%	14.6%
Safety & Eff. 4	1.5%	35.0%	48.4%	15.1%
Safety & Eff. 5	3.3%	49.4%	33.6%	13.7%
Safety & Eff. 6	1.2%	8.8%	41.1%	48.9%
Safety & Eff. 7	19.0%	58.4%	17.7%	4.9%
Safety & Eff. 8	11.1%	53.8%	24.5%	10.6%
Safety & Eff. 9	0.7%	2.8%	18.8%	77.7%
Safety & Eff. 10 (R)	63.4%	25.2%	5.8%	5.6%

The mean score for the Domain was 2.75, which is in the area of concern. As can be seen in Figure 15, Safety & Efficiency Statements 1, 7 and 8 are above the indifference point indicating the positive side of the point of indifference. The remaining Statements are all below the indifference point indicating the most room for improvement.

Table 39 indicates that ninety-six point five percent (96.5%) of the respondents are either inclined to, or strongly disagree with the Statement 9, "The transfer of vehicles to Fleet and Travel Management has added to our productivity". For Statement 1, "Safety is an important issue at the SDDOT", eighty-eight point two percent (88.2%) indicated they are either inclined to, or strongly agree with the statement giving it the most positive outcome of the Safety & Efficiency Domain.

Performance Appraisals Domain

The Performance Appraisals Domain refers to perceptions of the formal performance appraisal process. This Domain is used to capture perceptions of the process (6 Statements, Domain Mean = 2.44).

The Performance Appraisals Domain Statements were:

1. I receive frequent feedback on my work performance.
2. I receive constructive feedback on my work performance..
3. I think my work on the job is evaluated fairly by the performance appraisal system.
4. The feedback I receive emphasizes my mistakes. (R)
5. I think the new performance appraisal system is better than the most previous system.
6. I agree with the standards used to evaluate my work performance.

Figure 16

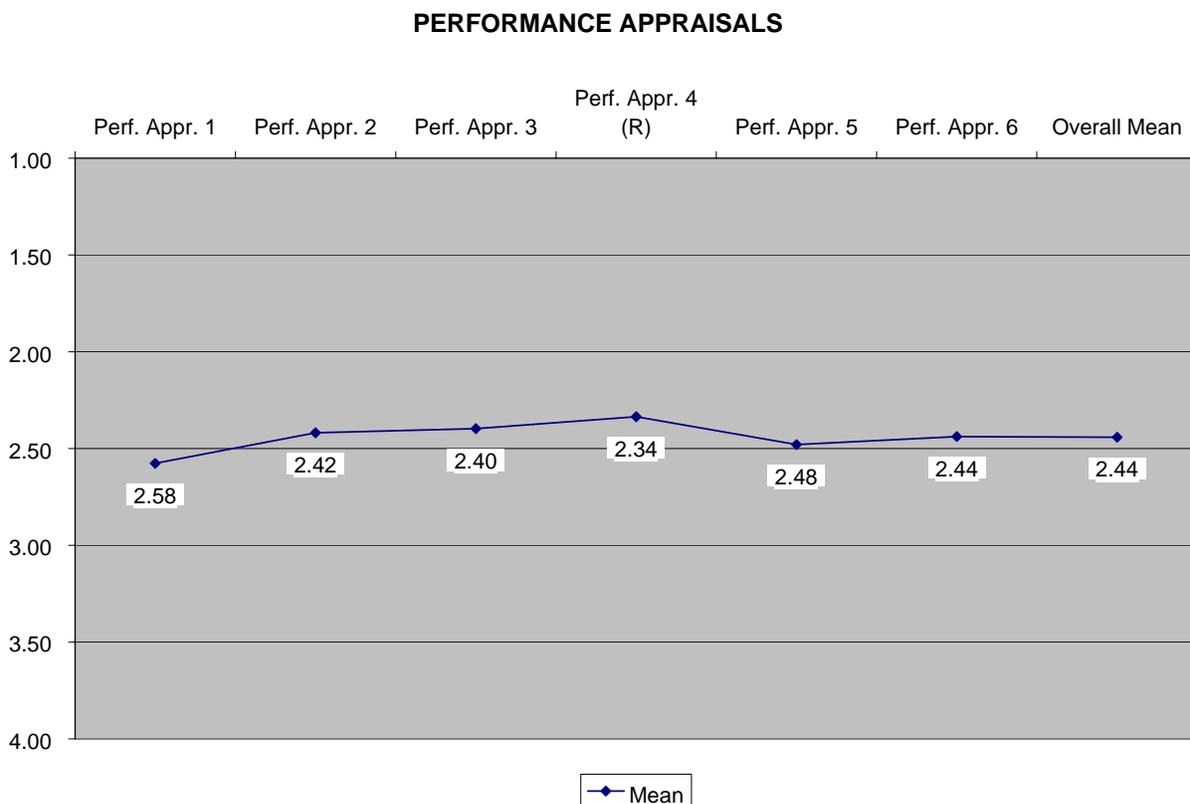


Table 40

PERFORMANCE APPRAISALS				
Question	Response			
	Strongly Agree	Inclined to Agree	Inclined to Disagree	Strongly Disagree
Perf. Appr. 1	8.1%	39.5%	39.0%	13.4%
Perf. Appr. 2	10.1%	48.7%	30.4%	10.8%
Perf. Appr. 3	11.4%	50.4%	25.3%	12.9%
Perf. Appr. 4 (R)	6.0%	31.6%	52.3%	10.1%
Perf. Appr. 5	10.5%	46.7%	26.8%	16.0%
Perf. Appr. 6	6.7%	55.2%	25.6%	12.5%

The mean score for the Domain was 2.44, which is above the point of indifference. As can be seen in Figure 16, Performance Appraisals Statements 2, 3, 4, 5, and 6 are above the indifference point indicating the positive side of the point of indifference. Statement 1 is the only statement below the indifference point indicating the most room for improvement.

Table 40 indicates that fifty-two point four percent (52.4%) of the respondents are either inclined to, or strongly disagree with the Statement 1, "I receive frequent feedback on my work performance". For Statement 4, "The feedback I receive emphasizes my mistakes", thirty-seven point six percent (37.6%) indicated they are either inclined to, or strongly agree with the reverse coded statement giving it the most positive outcome of the Performance Appraisals Domain.

Problem Solving Initiative Domain

The Problem Solving Initiative Domain refers to items noted in focus groups about the benefits of the problem solving initiative. This Domain is used to formatively evaluate the perceived effectiveness of this DOT initiative at this point in time (6 Statements, Domain Mean = 2.64).

The Problem Solving Initiative Domain Statements were:

1. The problem solving groups address problems that have a solution.
2. The results of the problem solving teams' decisions are carried out.
3. The problem solving groups improve communication.
4. The problem solving groups improve quality and productivity.
5. Creativity and innovation are used to solve problems.
6. The members of my problem solving work group feel empowered to make decisions that affect our work.

Figure 17

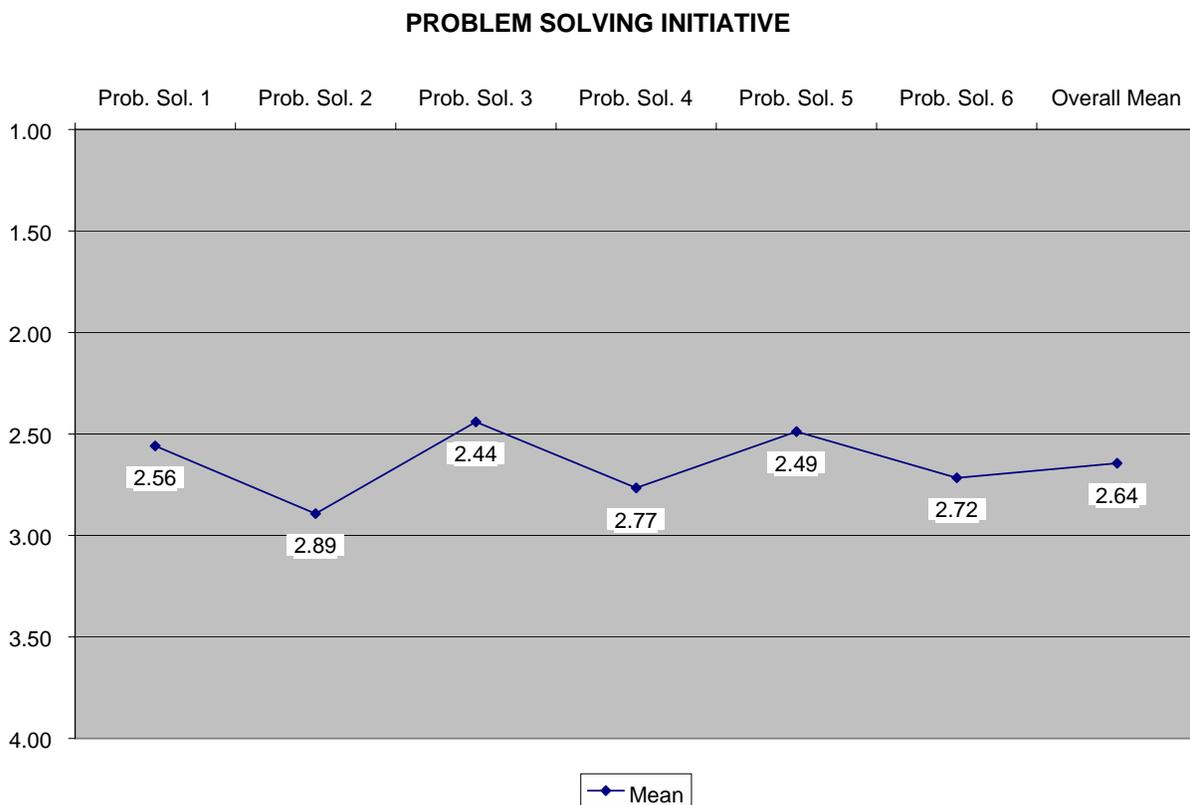


Table 41

PROBLEM SOLVING INITIATIVE				
Question	Response			
	Strongly Agree	Inclined to Agree	Inclined to Disagree	Strongly Disagree
Prob. Sol. 1	6.1%	47.5%	30.8%	15.6%
Prob. Sol. 2	2.6%	28.3%	46.3%	22.8%
Prob. Sol. 3	9.2%	52.1%	24.1%	14.6%
Prob. Sol. 4	3.4%	36.8%	39.6%	20.2%
Prob. Sol. 5	6.4%	50.5%	30.9%	12.2%
Prob. Sol. 6	4.9%	36.1%	41.5%	17.5%

The mean score for the Domain was 2.64, which is in the area of concern. As can be seen in Figure 17, Problem Solving Initiative Statements 3 and 5 are above the indifference point indicating the positive side of the point of indifference. The remaining Statements are all below the indifference point indicating the most room for improvement.

Table 41 indicates that sixty-nine point one percent (69.1%) of the respondents are either inclined to, or strongly disagree with the Statement 2, "The results of the problem solving teams' decisions are carried out". For Statement 3, "The problem solving groups improve communication", sixty-one point three percent (61.3%) indicated they are either inclined to, or strongly agree with the statement giving it the most positive outcome of the Problem Solving Initiative Domain.

Performance Measurement Initiative Domain

The Performance Measurement Initiative Domain refers to items noted in focus groups about the benefits of the performance measurement initiative. This Domain is used to formatively evaluate the perceived effectiveness of this DOT initiative at this point in time (7 Statements, Domain Mean = 2.62).

The Performance Measurement Initiative Domain Statements were:

1. The performance measurement initiative is a process by which we establish goals.
2. The performance measurement initiative allows us to take into account regional differences.
3. The performance measurement initiative improves communication.
4. The performance measurement initiative improves performance over time.
5. The performance measurement initiative takes more time than it is worth. (R)
6. The performance measurement initiative will provide enough rope for us to hang ourselves. (R)
7. I understand performance measurement well.

Figure 18

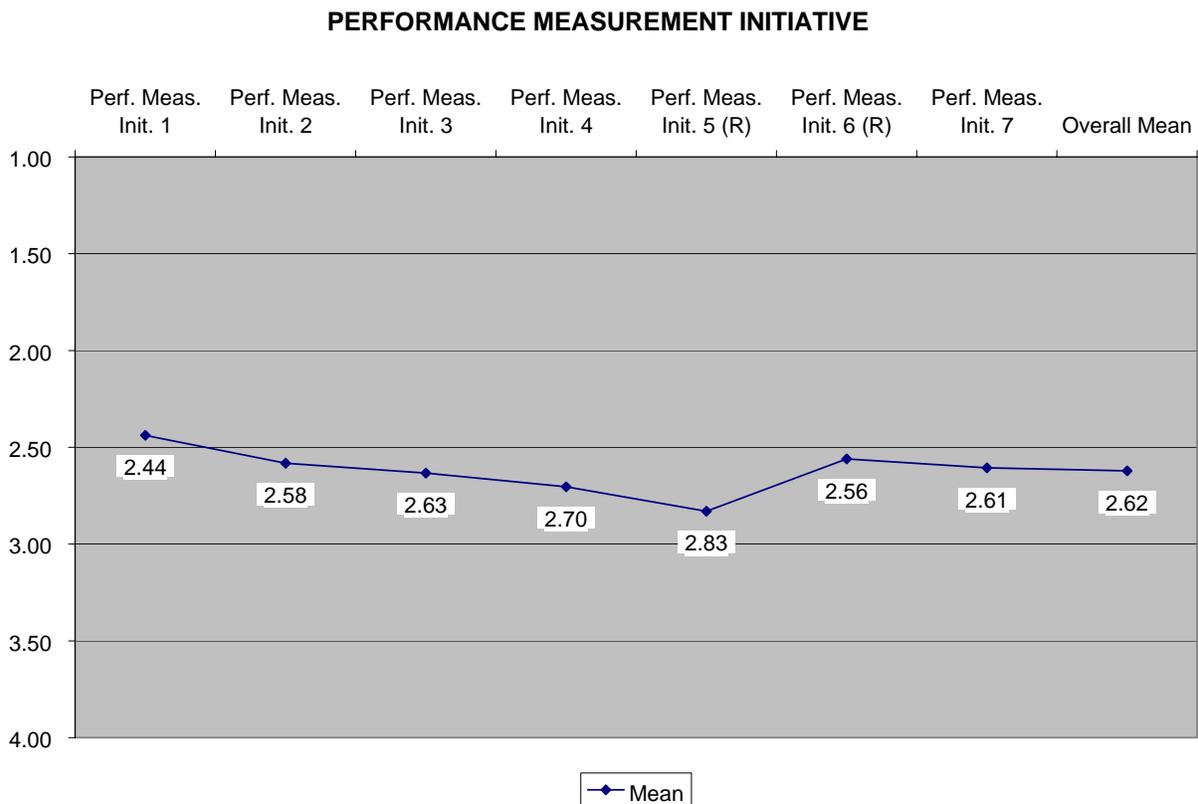


Table 42

PERFORMANCE MEASUREMENT INITIATIVE				
Question	Response			
	Strongly Agree	Inclined to Agree	Inclined to Disagree	Strongly Disagree
Perf. Meas. Init. 1	4.6%	57.6%	27.3%	10.5%
Perf. Meas. Init. 2	3.2%	45.7%	40.8%	10.3%
Perf. Meas. Init. 3	3.5%	42.4%	41.6%	12.5%
Perf. Meas. Init. 4	2.6%	39.2%	43.3%	14.9%
Perf. Meas. Init. 5 (R)	24.7%	38.8%	31.3%	5.2%
Perf. Meas. Init. 6 (R)	15.9%	33.2%	41.9%	9.0%
Perf. Meas. Init. 7	8.2%	36.9%	40.8%	14.1%

The mean score for the Domain was 2.62, which is in the area of concern. As can be seen in Figure 18, only Performance Measurement Initiative Statement 1 is above the indifference point indicating the positive side of the point of indifference. The remaining Statements are all below the indifference point indicating the most room for improvement.

Table 42 indicates that thirty-six point five (36.5%) of the respondents are either inclined to, or strongly disagree with the Statement 5, "The performance measurement initiative takes more time than it is worth". For Statement 1, "The performance measurement initiative is a process by which we establish goals", sixty-two point two percent (62.2%) indicated they are either inclined to, or strongly agree with the statement giving it the most positive outcome of the Performance Measurement Initiative Domain.

Work Schedule Domain

The Work Schedule Domain refers to items related to scheduled hours and days of work. This Domain is used to capture perceptions of management changes in enforcement of work schedule procedures and policies (6 Statements, Domain Mean = 2.84).

The Work Schedule Domain Statements were:

1. Adjusting schedules to minimize overtime in the field is necessary to properly maintain South Dakota's transportation system.
2. Overtime is fairly applied to all employees in the SDDOT.
3. Under normal circumstances, the current flextime system creates a hardship for me and/or my family. (R)
4. I am satisfied with my hours and schedule of work.
5. Staffing levels allow us to do quality work.
6. I am able to complete all important tasks within my scheduled work hours.

Figure 19

WORK SCHEDULE

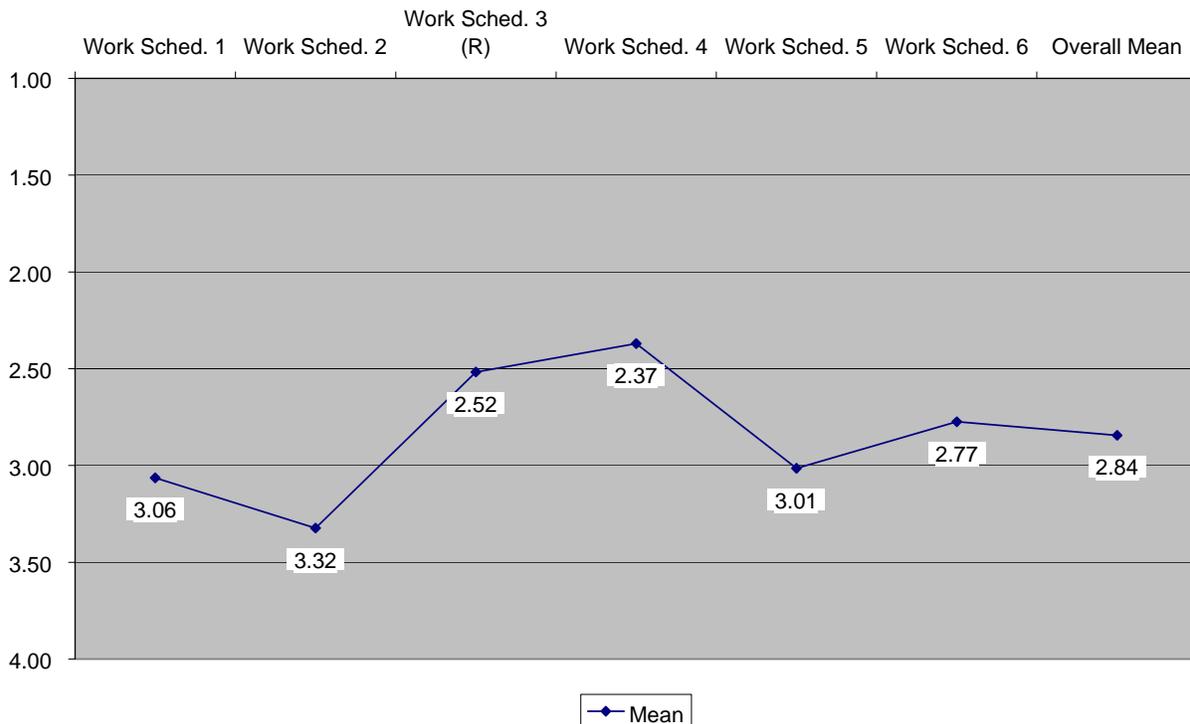


Table 43

WORK SCHEDULE				
Question	Response			
	Strongly Agree	Inclined to Agree	Inclined to Disagree	Strongly Disagree
Work Sched. 1	6.2%	20.1%	34.8%	38.9%
Work Sched. 2	2.8%	14.4%	30.5%	52.3%
Work Sched. 3 (R)	23.8%	19.1%	42.1%	15.0%
Work Sched. 4	15.4%	47.4%	21.9%	15.3%
Work Sched. 5	3.0%	27.5%	34.6%	34.9%
Work Sched. 6	7.4%	33.2%	34.0%	25.4%

The mean score for the Domain was 2.84, which is in the area of concern. As can be seen in Figure 19, only Work Schedule Statement 4 is above the indifference point indicating the positive side of the point of indifference. The remaining Statements are all below the indifference point indicating the most room for improvement.

Table 43 indicates that eighty-two point eight percent (82.8%) of the respondents are either inclined to, or strongly disagree with the Statement 2, "Overtime is fairly applied to all employees in the SDDOT". For Statement 4, "I am satisfied with my hours and schedule of work", sixty-two point eight percent (62.8%) indicated they are either inclined to, or strongly agree with the statement giving it the most positive outcome of the Work Schedule Domain.

Purpose Domain

The Purpose Domain refers to items related to the purpose and mission of the DOT. This measure is used to capture perceptions of mission, management's organization around that mission, and the individual's support of that mission (11 Statements, Domain Mean = 2.51).

The Purpose Domain Statements were:

1. The SDDOT is generally quick to use improved work methods.
2. The SDDOT has goals and objectives that are both clear-cut and reasonable.
3. The work activities at the SDDOT are sensibly organized.
4. The SDDOT is effective in getting me to meet its needs and contribute to its effectiveness.
5. I clearly understand the direction in which the SDDOT is heading.
6. The SDDOT listens to its customers.
7. I know how my work contributes to the overall SDDOT organization.
8. I am proud of the South Dakota DOT.
9. We have clear priorities at the SDDOT.
10. My job at the SDDOT is pretty important in the scheme of things.
11. There is little undesired turnover at the SDDOT.

Figure 20

PURPOSE

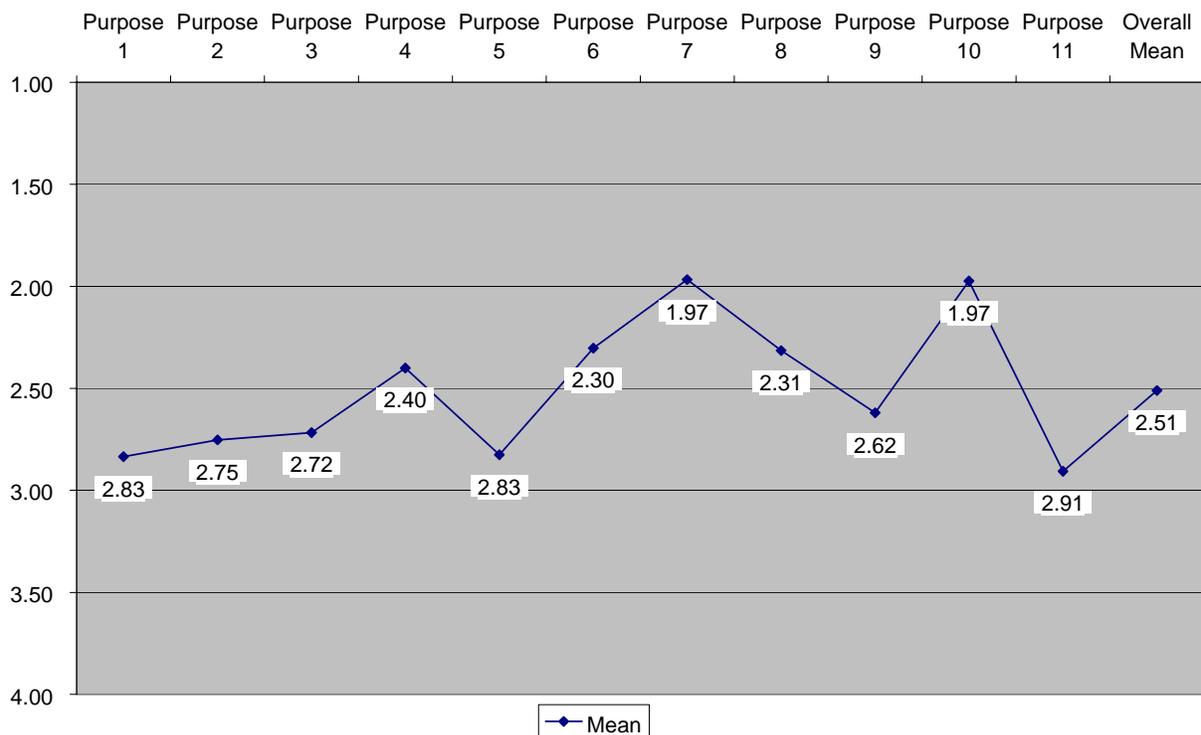


Table 44

PURPOSE				
Question	Response			
	Strongly Agree	Inclined to Agree	Inclined to Disagree	Strongly Disagree
Purpose 1	2.2%	29.8%	50.2%	17.8%
Purpose 2	1.1%	35.4%	50.7%	12.8%
Purpose 3	0.7%	41.7%	42.9%	14.7%
Purpose 4	3.8%	58.7%	31.2%	6.3%
Purpose 5	3.6%	29.2%	48.2%	19.0%
Purpose 6	10.3%	56.9%	25.0%	7.8%
Purpose 7	20.4%	65.1%	11.9%	2.6%
Purpose 8	15.6%	46.5%	28.6%	9.3%
Purpose 9	5.8%	38.8%	42.9%	12.5%
Purpose 10	24.3%	57.1%	15.6%	3.0%
Purpose 11	4.1%	28.6%	39.9%	27.4%

The mean score for the Domain was 2.51, which is in the area of concern. As can be seen in Figure 20, Purpose Statements 4, 6, 7, 8 and 10 are above the indifference point indicating the positive side of the point of indifference. Statements 1, 2, 3, 5, 9 and 11 are each below the indifference point indicating the most room for improvement.

Table 44 indicates that sixty-seven point three percent (67.3%) of the respondents are either inclined to, or strongly disagree with the Statement 11, "There is little undesired turnover at the SDDOT". For Statement 7, "I know how my work contributes to the overall SDDOT organization", eighty-five point five percent (85.5%) indicated they are either inclined to, or strongly agree with the statement giving it the most positive outcome of the Purpose Domain.

Figure 21

DOMAIN MEANS

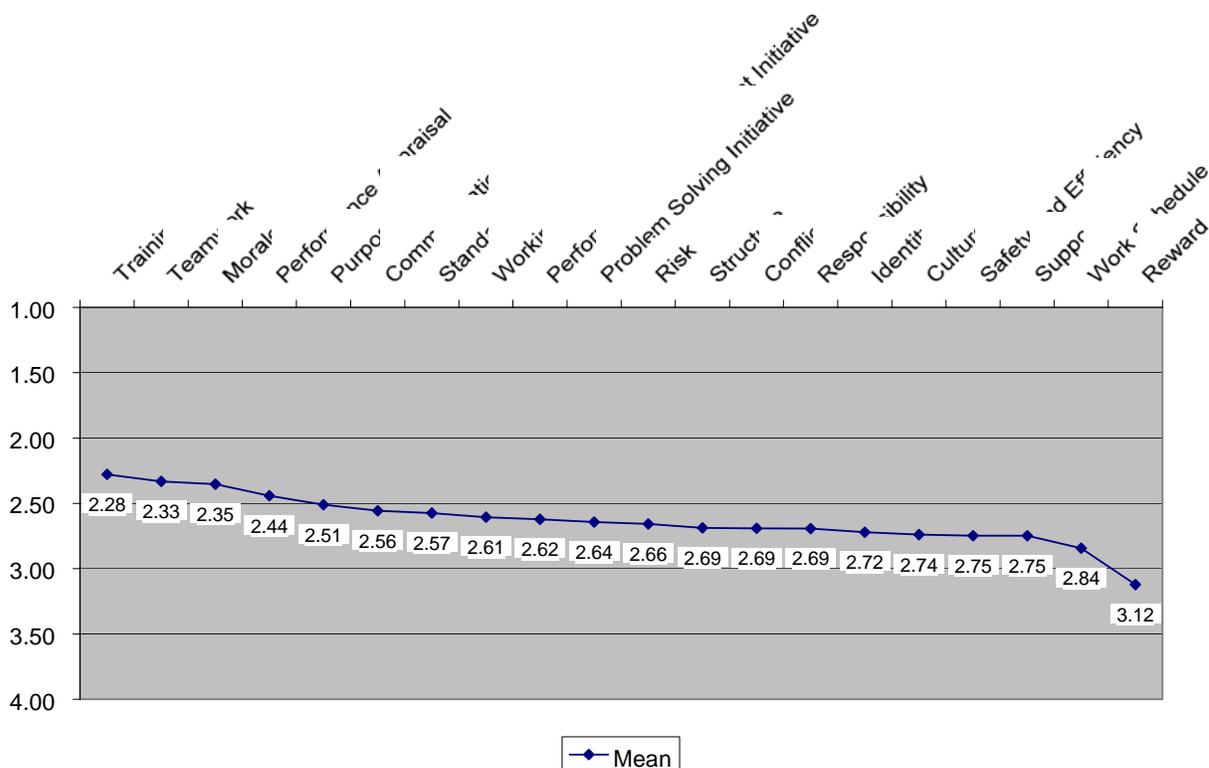


Figure 21 graphically represents the means for all of the Domains. Four Domains are above the point of indifference (Training (M=2.28), Teamwork (M=2.33), Morale (M=2.35), and Performance Appraisals (M=2.44)). While the overall mean for each of these Domains is over the point of indifference, none of them are considered to be in the strength or operational range (Means of less than 2.06).

These means provide the first benchmark for improving the organization. It is by reviewing the changes in these domain means in future surveys that improvement can be measured. Additional analysis as to the classification of these Statements by demographic characteristics of the respondents is offered in Appendix B.

OVERALL SATISFACTION WITH SDDOT

OVERALL JOB SATISFACTION

Respondents were asked to describe their level of job satisfaction in various ways. One of the Statements required a response from among five response categories; that is, Strongly Agree, Agree, Neither Agree nor Disagree, Disagree, or Strongly Disagree. Other scales were used depending upon the concept being measured. For purposes of analysis, these were transformed to a weighted arithmetic mean (or average), using a 5-point scale: 1 = Extremely Dissatisfied, 2 = Dissatisfied, 3 = Undecided, 4 = Satisfied and 5 = Extremely Satisfied.

The Gallup Organization, ranks the following response categories as being strengths, in the operational range, or as concerns.

Strength Range

An average score of 4.20 or above, is in the strength range. This means the behaviors and perceptions of the associates with regard to the issue or issues being measured would be considered to be very consistent and strong. Variables measured by scales in this range do not appear, at this point, to be causing any concern or dysfunctional behavior.

Operational Range

An average score between 3.70 and 4.19 is termed in the operational range—still a pretty good score. One could consider the behaviors and perceptions of associates as consistent and view them as being quite positive. However, variables measured by scales in this range are not as strong, nor as prevalent, as the behaviors identified in the strength range.

Concern Range

An average score of less than 3.70 is defined as an area of concern. That is, the behaviors and perceptions are causing some concern or problem among associates and/or management. They may not have reached the point of causing dysfunctional behaviors, but the potential is there and possibly needs to be addressed. This is especially true when dealing with public sector organizations, whose members often join because of some sense of public purpose and take intrinsic satisfaction from that overall purpose

First, each employee was asked to rank a single item question asking, "Overall, on a one-to-five scale, how satisfied are you with the SDDOT as a place to work?" The mean score was a 3.19, slightly above the theoretical mean of 3.00, but as one can tell from the national comparison study, well below the average. The finding is more startling when one considers that public sector workers are more likely to be satisfied than private sector workers.

Also included is a set of national comparisons for this set of questions. The national sample is a January 1997 Inc. Magazine/Gallup survey. The 801 respondents were at

least 18 years old and employed greater than 30 hours a week, and the resulting maximum expected error range, at a 95 percent confidence level, is plus or minus 3 percent.

The SDDOT ranks well below the nationwide sample in each response category, as well as the overall mean (M=3.19) is well below the national sample mean (M=3.99). This indicates that SDDOT workers are not as satisfied with their jobs as a national sample of working adults.

Table 45 - Overall Job Satisfaction Comparison to National Sample

On a 5-point scale, where 1 is extremely dissatisfied and 5 is extremely satisfied, how satisfied are you with your place of employment?		
Scale	South Dakota DOT	Nation-wide Sample
5 - Extremely Satisfied	3.9%	35.0%
4 - Satisfied	43.9%	37.0%
3 - Undecided	25.3%	18.0%
2 - Dissatisfied	21.0%	6.0%
1 - Extremely Dissatisfied	5.9%	4.0%

Table 45 provides a comparison to a National sample of businesses. Forty-seven point eight (47.8%) of SDDOT employees are satisfied or extremely satisfied with their place of employment, while seventy-two percent (72%) of the national comparison business employees are satisfied or extremely satisfied with their place of employment.

Table 46 - Overall Job Satisfaction by Location

		Overall, on a one-to-five scale, how satisfied are you with the SD DOT as a place to work.
		Mean
Location of Respondent	Aberdeen Region	2.93
	Mitchell Region	3.19
	Pierre Region	3.16
	Rapid City	3.31
	Central Office	3.27
Total		3.19

Table 46 indicates that the respondents in the Aberdeen region were significantly less satisfied than respondents in other regions. The other regions and the central office averaged above the state's average, but well below the national sample.

Table 47 - Overall Satisfaction by Job Group

		Overall, on a one-to-five scale, how satisfied are you with the SD DOT as a place to work.
		Mean
Job Group	Clerical	3.14
	Drafting	3.63
	Engineering	3.36
	Equipment	3.32
	Executive	4.29
	Maintenance	2.92
	Specialist/Analyst	3.35
	Technician	3.21
	Financial, Info Services, & Legal	3.42
	Total	3.19

When examining job satisfaction by job groups, the maintenance workers are significantly less likely to be satisfied with their jobs than all other classifications, and below the midpoint, indicating job dissatisfaction. The contrasts are startling, especially when comparing the executives to all other job codes, especially the maintenance workers. Clerical employees are less satisfied than the department mean, Technician classifications are next lowest, Drafting job classifications, Engineering classifications, Equipment operator classifications, Specialist/analyst classifications, and Financial, information services and legal classifications are in between the two extremes.

Table 48 -- Overall Job Satisfaction by Years of Service

		Overall, on a one-to-five scale, how satisfied are you with the SD DOT as a place to work.
		Mean
Years of Service to DOT	New Employees (0-2yrs)	3.53
	2 years - 6 years tenure	3.33
	6 years - 10 years	3.17
	Over 10 years Tenure	3.13
Total		3.19

The longer one has worked at SDDOT, the significantly less likely they are to respond with higher levels of job satisfaction. New employees rate their job satisfaction highest of all, followed by individuals with two to six years tenure, individuals with six to ten years tenure, and individuals with over ten years tenure.

There are no significant differences with respect to the gender for the respondents.

Table 49 -- Overall Job Satisfaction by Supervisory Status

		Overall, on a one-to-five scale, how satisfied are you with the SD DOT as a place to work.
		Mean
Supervisory Status	Supervisor	3.53
	Nonsupervisor	3.16
	Lead Worker	3.04
Total		3.19

Supervisors were significantly more likely to report higher job satisfaction than Nonsupervisors and Lead Workers.

Table 50 - Overall Job Satisfaction by Employee Status

		Overall, on a one-to-five scale, how satisfied are you with the SD DOT as a place to work.
		Mean
Employee Status	Salaried	3.69
	Hourly	3.13
Total		3.19

Salaried employees were significantly more likely to be more satisfied with their jobs than hourly employees. Individuals who are classified as salaried are significantly more likely to indicate higher levels of job satisfaction than are employees classified as hourly.

Table 51 - Overall Job Satisfaction by Salary Range

		Overall, on a one-to-five scale, how satisfied are you with the SD DOT as a place to work.
		Mean
Midpoint of Pay Range	Below Midpoint	3.25
	Above Midpoint	3.06
Total		3.19

Surprisingly, employees above the salary range midpoint were significantly less satisfied than those below the midpoint. Pay has not been shown to be a motivating force for some time. However, the lack of opportunities to receive pay in the form of salary increases may serve as a dissatisfier – something that when not present, creates job dissatisfaction.

NATIONAL STANDARD COMPARISON QUESTIONS

Organizational Health

This section focuses on questions that are behavioral in nature. These questions asked respondents to respond with a yes or no answer, as to whether these certain things have been occurring in their lives. The ranges that these questions are evaluated against are Strength, Operational, and Concern. These ranges act as indicators of the level of organizational health.

1. At work, I have the opportunity to do what I do best every day.
2. My supervisor or someone at work seems to care about me as a person.
3. I know what is expected of me at work.
4. In the last seven days, I have received recognition or praise for good work.
5. At the SDDOT, my opinion seems to count.
6. There is someone at work who encourages my development.
7. In the last six months, someone at work has talked to me about my progress.
8. This last year, I have had opportunities at work to learn and grow.
9. My associates (fellow employees) are committed to doing quality work.
10. The mission of the SDDOT makes me feel my job is important.
11. I have the materials and equipment I need to do my work right.
12. I have a best friend at work.

Strength Range

An average score of eighty-four percent (84%) agreement or above is considered to be in the strength range. This indicates the behaviors and perceptions of the employees, with regard to the issue being measured, is considered to be very consistent and strong and not to be causing any concern or dysfunctional behavior at this point in time.

Operational Range

An average score between seventy-four percent (74%) and eighty-three percent (83%) agreement is considered to be in the operational range. This is considered to be a good score. A score in this range indicates the behaviors and perceptions of employees as consistent, and they are viewed as being quite positive. However, they are not as strong, nor as prevalent, as the behaviors identified in the strength range.

Concern Range

An average score of less than seventy-three percent (73%) agreement is considered to be a concern. That is, the behaviors and perceptions are causing some concern or problem among employees and/or management. They may not have reached the point of causing dysfunctional behaviors, but the potential is there and possibly needs to be addressed.

It should be noted that the scale ranges, as described, hold an organization to a very high standard. To reach the strength range, or even the operational range, most of the

employees responding to a Statement, or strategic behavior, must have responded yes to the Statement. In summary, the standard is a relatively high standard.

This score range has been studied in a variety of organizations, ranging from fast food to financial services companies, to a nationwide sample of workers. It has been shown to have relationships to productivity and performance with regard to both individuals within the organization as well as groups or departments. While considered a high standard -- most people indicate it is one well worth working toward.

Tables 52 through 63 indicate the percentage of SDDOT employees responding "Yes" or "No" to the each of the questions. Additionally, the percentages for the nationwide business sample are also provided for comparison purposes by the SDDOT management.

Table 52 - Opportunity to Do What You Do Best

1. At work, do you have the opportunity every day to do what you do best?		
Response	South Dakota DOT	Nationwide Sample
Yes	56.2%	82.0%
No	43.8%	17.0%

The opportunity to do what one does best every day indicates that the person is well suited to what they are doing. This question measures whether the right person is in the right job. People who do what they love do not "burnout". In addition, they create positive energy for others.

Female respondents are significantly more likely to respond "yes" to this question (M=74%) than male respondents (M=54%). Likewise, respondents in the Central office (M=69%) are significantly more likely to respond "yes" than respondents in the regions Aberdeen (M=47%), Mitchell (M=50%), Pierre (M=49%), and Rapid City (M=53%). When looking at these demographics, there are some differences between the individuals or the jobs at central office and the regions.

The following question addresses whether one feels that they fit in at work.

Table 53 - Does your supervisor or someone at work seem to care about you as a person?

2. Does your supervisor or someone at work seem to care about you as a person?		
Response	South Dakota DOT	Nationwide Sample
Yes	76.0%	82.0%
No	24.0%	17.0%

The climate measure of teamwork closely approximates this behavioral measure. Eighty-four point five percent (84.5%) of the respondents indicated their agreement with

the Statement, "I am treated with respect by my co-workers." Further, seventy-seven point two percent (77.2%) agree that their supervisor encourages teamwork.

However, when asked whether they felt that top management respects their job, forty-five point one percent (45.1%) indicated agreement. Eighteen point eight percent (18.8%) of the employees agreed with the Statement that "The philosophy of the SDDOT was to emphasize the human factor, how people feel, etc." If someone feels their job is not respected and the human factor does not matter in the organization, it is not surprising that individuals would not feel that someone at work cares about them as a person. Without this feeling, there is little personal identity with the organization. For example, thirty five point two percent (35.2%) of the employees indicated that "People are proud to belong to the SDDOT." Seventeen point eight percent (17.8%) indicated that they felt loyalty was increasing. However, eighty five point three percent (85.3%) indicated their own loyalty to the department. People feel mistreated. The literature holds that one can be dissatisfied with one's job, and still remain productive. However, when the loyalty or identity falls, then productivity will surely fall.

Employee responses by demographic characteristics reveal some interesting results.

Newer employees, zero to two years in DOT (M=85%) and employees with between two to six years (M=87%) are significantly more likely to respond "yes" than employees with longer tenures. Employees with between six and ten years (M=74%) and employees with over ten years agreement (M=73%) had an even lower level of employees responding "yes". Salaried employees are significantly more likely to respond "yes" to this Question (M=86%) than hourly employees (M=75%). Respondents in the Aberdeen region (M=64%) are significantly less likely to respond "yes" than respondents in the other regions Mitchell (M=76%), Pierre (M=79%), Rapid City (M=79%) or the Central Office (M=79%).

The following question deals with standards and expectations.

Table 54 - Do you know what is expected of you at work?

3. Do you know what is expected of you at work?		
Response	South Dakota DOT	Nationwide Sample
Yes	86.0%	97.0%
No	14.0%	3.0%

Most individuals noted that they know what is expected of them at work. This is in the organizational strength category. The challenge for management is to retain this as a strength so that the strength in knowing expectations can be used to address other issues.

Regarding productivity, seventy-four percent (74.0%) of the employees noted agreement with the Statement that "Productivity sometimes suffers from lack of organization and planning." Twenty-two point eight percent (22.8%) agreed with the

Statement that “red tape is kept to a minimum.” Sixty-six point two percent (66.2%) indicated agreement with the Statement that, “In the SDDOT, it is sometimes unclear who has the formal authority to make a decision.”

If improvement is desired, one can note that only thirty-six point five percent (36.5%) of all employees noted that the SDDOT has goals and objectives that are both clear-cut and reasonable. Thirty-two point eight percent (32.8%) indicated that they understood where the agency was going. Forty-two point four percent (42.4%) indicated that they agreed with the Statement that work activities are sensibly organized. Thirty two point eight percent (32.8%) indicated that they clearly understand the direction in which the agency is headed. There is clearly room for improvement, and this improvement is readily at hand through giving employees a sense of that direction. Fifty-four point eight percent (54.8%) indicated that they thought the jobs in the SDDOT were clearly defined and logically structured.

For this question, there were no significant differences in responses across the demographic variables used in this study.

The following question addresses rewards and recognition.

Table 55 - In the past seven days, have you received recognition or praise for good work?

4. In the past seven days, have you received recognition or praise for good work?		
Response	South Dakota DOT	Nationwide Sample
YES	24.1%	60.0%
NO	75.9%	40.0%

This question gets right at the heart of intrinsic rewards and recognition. We noted in the focus groups that employees wanted more recognition, and that supervisors noted that they didn’t think that an “atta boy” (or atta girl) or a “pat on the back” was sufficient encouragement. Still, when we review the data from the survey, we note that only twenty-four point two percent (24.2%) of all respondents thought that the rewards outweighed the criticism one received. Ninety point five percent (90.5%) of all respondents thought that there was not enough reward and recognition within the SDDOT. Further, only twelve point three percent (12.3%) of all respondents thought that the SDDOT went out of its way to recognize employees for extraordinary service.

While the overall agreement with this Question is lower than would be hoped for, there are differences in terms of how groups of employees responded to this Question. Salaried employees significantly tended to respond "yes" to this question (M=36%) than hourly employees (M=23%). Respondents in the Rapid City region are significantly more likely to respond "yes" to this question (M=33%) than respondents at the central office (M=27%), or the other regions, Aberdeen (M=16%), Mitchell (M=23%), Pierre (M=19%). Supervisors (M=39%) are significantly more likely to respond "yes" to this question than Nonsupervisors (M=23%), Lead Workers (M=18%) or others (M=14%).

An easy method to improve the “health” of the SDDOT would be to note when someone does good work, the more often they do good work, the more times that is noted, the more they will perform those actions that produce the rewards. Of interest are those individuals in the Lead Worker role – they are not likely to have good performance noted as supervisors by their immediate supervisors. Decreases in job responsibilities without a corresponding decrease in wages might result in resentful feeling by supervisors as well as by former subordinates who resent salary differences for the same work.

The following question gets at how well the agency listens to its employees. The SDDOT responses are well below the nationwide sample.

Table 56 - At work, do your opinions seem to count?

5. At work, do your opinions seem to count?		
Response	South Dakota DOT	Nationwide Sample
Yes	43.7%	82.0%
No	56.3%	17.0%

Fewer than one-half the employees responded "yes" to this question. On a related statement from the survey, two-thirds of the respondents indicated their agreement with the Statement that the “SDDOT listens to its customers.” Apparently, employees feel that customers are “listened to” more often than their voice is heard.

Employees whose tenure is between six and ten years are less likely to respond "yes" to this question (M=32%) than employees in other tenure groups. New employees had the highest percentage of "yes" responses (M=45%), followed by employees with between two and six years tenure (M=47%) and employees with over ten years tenure in DOT (M=45%). Salaried employees are significantly more likely to respond "yes" (M=77%) than are employees classified as hourly (M=40%). Employees in the Central office (M=52%) and in the Rapid City region (M=50%) are more likely to respond "yes" than are respondents in the Aberdeen region (M=35%), Mitchell region (M=39%), or Pierre regions (M=35%). Finally, Supervisors (M=68%) are significantly more likely to respond "yes" to this question than are Nonsupervisors (M=40%) or Lead Workers (M=38%).

The following question related to whether someone at work is interested in developing human capital of the individuals. The SDDOT was substantially below the national sample of small businesses.

Table 57 - Is there someone at work who encourages your development?

6. Is there someone at work who encourages your development?		
Response	South Dakota DOT	Nationwide Sample
Yes	43.8%	70.0%
No	56.2%	29.0%

While the nationwide sample indicates this is of concern, it is more so for the South Dakota Department of Transportation. Only forty-seven point nine percent (47.9%) indicated that they received frequent feedback on their work performance. Fifty-eight point eight percent (58.8%) indicated agreement with the Statement that they received constructive feedback on their performance. The frequency of contact regarding one's performance must increase.

The questions on performance appraisal indicated some improvement over prior years. For example, fifty-seven point one percent (57.1%) indicated agreement with the Statement that "The new performance appraisal system is better than the most previous system." Likewise, sixty-one point seven percent (61.7%) indicated that their work on the job was fairly evaluated by the system and sixty-one point nine percent (61.9%) indicated that they agreed with the standards used to evaluate their work performance.

Within the SDDOT, there are some significant differences between groups of employees. New employees (M=70%) are significantly more likely to respond "yes" to this question than are others. A "yes" response tends to decrease the longer tenure with the agency; employees between two and six years tenure (M=53%), six and ten years (M=47%), over ten years tenure (M=38%). Respondents in the Aberdeen (M=33%) and the Pierre (M=35%) regions are significantly less likely to agree with this Statement than respondents in the other two regions, Mitchell (M=48%), Rapid City (M=47%), or the Central office (M=50%). Likewise, employees below the midpoint of the salary range for the position title they hold are significantly more likely to respond "yes" (M=47%) than are employees above the midpoint (M=36%). Surprisingly, there are no significant differences by supervisory status.

Performance appraisals discussions seem to occur more frequently at the SDDOT than in the nationwide sample.

Table 58 - In the past six months, has someone at work talked to you about your progress?

7. In the past six months, has someone at work talked to you about your progress?		
Response	South Dakota DOT	Nationwide Sample
Yes	63.4%	62.0%
No	36.6%	38.0%

While not out of the concern range, this is a potential strength for the agency.

At the SDDOT, there are some significant differences in responses by demographic characteristics of the respondents. Employees below the midpoint of the salary range are significantly more likely to indicate "yes" to this Question (M=66%) than are employees above the midpoint of the salary range (M=57%).

On a related note, the SDDOT scores similarly on the following question.

Table 59 - This past year, have you had opportunities at work to learn and grow?

8. This past year, have you had opportunities at work to learn and grow?		
Response	South Dakota DOT	Nationwide Sample
Yes	69.0%	84.0%
No	31.0%	15.0%

There are some significant differences in SDDOT responses in terms of the employee demographics. The newer the employee, the higher the levels of agreement. New employees are significantly more likely to respond "yes" (M=85%, a strength) than are employees between two and six years (M=81%, a strong operational level), employees with between six and ten years tenure (M=75%, a low operational level), and employees with over ten years tenure (M=62%). Salaried employees are significantly more likely to respond "yes" (M=88%, a strength) than are Nonsupervisors (M=67%). Employees below the midpoint are significantly more likely to respond "yes" (M=73%, low operational) than are employees above the salary midpoint (M=60%). While there is a statistically significant positive association between a respondent's midpoint and their years of DOT service, there is little theoretical reason to associate the two. One's opportunities to learn and grow should increase irrespective of one's status with respect to their job worth or salary midpoint, unless supervisors treat employees differently because of the employee's status with respect to the salary midpoint. Supervisors (M=85%) are significantly more likely to respond "yes" to this Question than are Nonsupervisors (M=68%) or Lead Workers (M=58%). There appear to be significant differences in how employees are treated with respect to opportunities to learn and grow.

While the SDDOT responses indicate a concern range, this is a potential strength for the agency.

Table 60 - Are your associates (fellow employees) committed to doing quality work?

9. Are your associates (fellow employees) committed to doing quality work?		
Response	South Dakota DOT	Nationwide Sample
Yes	76.7%	86.0%
No	23.3%	12.0%

There are significant difference in how employees respond in terms of their demographic characteristics. The salaried employees are significantly more likely to

respond "yes" to this Question (M=95%), than are hourly employees (M=75%). Likewise, respondents in the Central Office (M=84%) and in the Pierre (M=81%) and Mitchell (M=77%) regions are significantly more likely to respond "yes" to this Question than are individuals in the Rapid City (M=68%) or Aberdeen (M=65%) regions.

Table 61 - Does the mission of your employer make you feel that your job is important?

10. Does the mission of your employer make you feel that your job is important?		
Response	South Dakota DOT	Nationwide Sample
Yes	55.6%	59.0%
No	44.4%	41.0%

Items supporting this contention were that eighty-five point five percent (85.5%) indicated that they know how their work contributes to the DOT, and that eight-one point three percent (81.3%) indicated that their job was pretty important in the scheme of things. Finally, ninety-eight point eight percent (98.8%) of the respondents indicated that their job directly, or indirectly, serves the citizens of South Dakota. Focus groups indicated their knowledge and support of a sense of mission that was to create and improve the state's system of transportation. We would have expected this score to be much higher. However, there are differences in terms of working classifications that shed some light on the responses.

Within the SDDOT, there are significant differences in terms of the demographic characteristics of respondents. Salaried employees are significantly more likely to respond "yes" (M=70%) than are hourly employees (M=54%). Respondents in the Central office (M=63%) and the Rapid City region (M=58%) are significantly more likely to respond "yes" than are employees in the other regions, Aberdeen (M=48%), Mitchell (M=52%), and Pierre (M=49%). Individuals above the midpoint are significantly less likely to respond "yes" (M=50%) than are employees below the midpoint (M=58%). Supervisors (M=69%) are significantly more likely to respond "yes" than are Nonsupervisors (M=55%) or respondents classified as Lead Workers (M=46%). The responses of Lead Workers are not surprising because of the elimination of their job title and the elimination of their titular supervisory responsibilities.

Table 62 - Do you have the materials and equipment you need to do your work right?

11. Do you have the materials and equipment you need to do your work right?		
Response	South Dakota DOT	Nationwide Sample
Yes	66.1%	85.0%
No	33.9%	14.0%

This is a response that indicates that individuals are not feeling comfortable about their work equipment. In the focus groups, we noted a strong sense of frustration with the Bureau of Administration's Fleet and Travel management.

Several questions address this general issue. Three point five percent (3.5%) indicated agreement with the Statement that “The transfer of vehicles to Fleet and Travel Management has added to our productivity.” Likewise, eight-eight point six percent (88.6%) indicated agreement with the Statement that procedures at Fleet and Travel management are too burdensome. Sixty-four point nine percent (64.9%) indicated agreement that the equipment assigned to the SDDOT is properly maintained. The finding could result as a general statement of support for the equipment and maintenance employees. The statement was derived from focus groups and expected to be negative in responses. Further, seventy-seven point eight percent (77.8%) indicated agreement with the Statement that “New equipment motivates me to be more productive,” another finding contrary to focus group comments. Given the responses to the individual items, we see that individuals are concerned about the materials and equipment needed to do their jobs, but it is not what we would have thought it to be.

When examining the responses to this question in light of demographic variables, there are some significant differences in responses. Salaried employees are significantly more likely to respond "yes" (M=70%) than are hourly employees (M=54%). Women are significantly more likely to respond "yes" (M=76%) than are men (M=65%). However, respondents in the regions are significantly less likely to respond "yes" with this Question, Aberdeen (M=65%), Mitchell (M=53%), Pierre (M=65%), Rapid City (M=64%) than are respondents in the Central Office (M=76%). This is a real concern given the number of employees in the regions.

Table 63 - Do you have a best friend at work?

12. Do you have a best friend at work?		
Response	South Dakota DOT	Nationwide Sample
Yes	41.6%	57.0%
No	58.4%	43.0%

This question has been shown to be closely related to organizational turnover. There are significant differences in how employees respond in terms of their demographic characteristics. Individuals in the Central Office are significantly more likely to respond "yes" to this questions (M=50%) than are individuals in the regions, Aberdeen (M=39%), Mitchell (M=36%), Pierre (M=38%), or Rapid City (M=38%).

FOCUS GROUP CROSSTABLATION

Table 64 provides for a crosstabulation of the focus group issues to the Domains and/or statements of interest. Tables 65 through 71 present the Domain and/or Statements that correspond to the focus group issue crosstabbed with supervisory status.

Table 64 - Crosstabulation of Focus Group Issues to Domains

Focus Group Issue	Domain of Interest or Statements
Access to Training	Training Domain
Losing Job Classifications and Titles	Reward Domain, Statement 8 Support Domain, Statement 2 Purpose Domain, Statement 4
Performance Standards	Standards Domain
Knowing When I do a Good Job	Reward Domain
Staff Meetings	Communication Domain
Morale	Morale Domain
Safety	Safety & Efficiency Domain
Vehicles	Safety & Efficiency Domain
Communication	Communication Domain
Benefits of Becoming More Efficient	Safety & Efficiency Domain

Access to Training

Table 65 -- Training Domain Statements by Supervisory Status

	Supervisory Status			Total
	Supervisor	Nonsupervisor	Lead Worker	Mean
	Mean	Mean	Mean	
Training Domain, Statement 1	2.24	2.50	2.56	2.47
Training Domain, Statement 2	2.03	2.20	2.21	2.18
Training Domain, Statement 3	2.24	2.35	2.53	2.36
Training Domain, Statement 4	1.94	2.09	2.17	2.08
Training Domain, Statement 5	1.95	2.05	2.04	2.04
Training Domain, Statement 6	1.97	2.12	2.20	2.11
Training Domain, Statement 7	1.97	2.13	2.15	2.11
Training Domain, Statement 8	2.60	2.62	2.71	2.63
Training Domain, Statement 9	2.34	2.55	2.64	2.53

The mean for the entire Training Domain is 2.28. The mean for Supervisors is 2.14, Nonsupervisors is 2.29 and Lead Workers is 2.36. For the most part, the pattern of Supervisors agreeing with the statements more frequently than either the Nonsupervisor or Lead Worker holds true.

Other demographics in which notable differences occurred are Years of Service, Job Groups and Location of employee. With respect to Years of Service, the longer an employee has been with the SDDOT the more likely they are to disagree with statements in the Training Domain. The Mitchell Region has a Domain mean of 2.18 with the Pierre Region have the least positive outcome at 2.35. Job Group plays a role regarding perceptions in the Training Domain as evidenced in Table 66 below.

Table 66 -- Training Domain means by Job Group

		Training Domain
		Mean
Job Group	Clerical	2.24
	Drafting	2.38
	Engineering	2.19
	Equipment	2.65
	Executive	1.73
	Maintenance	2.39
	Specialist/Analyst	2.22
	Technician	2.18
	Financial, Info Services, & Legal	2.10
	Total	2.28

As presented in Table 66, the Executive Job Group (M=1.73, Operational Range) has the highest level of agreement with the statements in the Training Domain, while the Equipment Job Group (M=2.65) has the lowest level of agreement.

The Training Domain has the most positive outcome of all the Domains in the Study. The Training, while viewed positively, does not meet the individual training needs of some SDDOT employees. As highlighted in the Focus Groups, the training offered and available from the Bureau of Personnel is of a good quality, but it is not necessarily what many of the SDDOT employees need.

Losing Job Classifications and Titles

Table 67 -- Related Statements by Supervisory Status

	Supervisory Status			Total
	Supervisor	Nonsupervisor	Lead Worker	
	Mean	Mean	Mean	Mean
Reward Domain, Statement 8	2.76	3.31	3.36	3.25
Support Domain, Statement 2	2.91	3.20	3.27	3.17
Purpose Domain, Statement 4	2.24	2.41	2.50	2.40

Table 67 presents three of the statements used to capture the issue of losing Job Classifications and Titles. These statements include: Reward Domain, Statement 8 -- "I am satisfied with the opportunities for future career advancement in the SDDOT"; Support Domain, Statement 2 -- Management makes an effort to talk with you about your career goals within the SDDOT"; and Purpose Domain, Statement 4 -- "The SDDOT is effective in getting me to meet its needs and contribute to its effectiveness". Table 67 shows that the Supervisors indicate a higher level of agreement with these statements than either the Nonsupervisor or Lead Worker.

Performance Standards

Table 68 -- Standards Domain Statements by Supervisory Status

	Supervisory Status			Total
	Supervisor	Nonsupervisor	Lead Worker	Mean
	Mean	Mean	Mean	
Standards Domain, Statement 1	2.25	2.39	2.43	2.38
Standards Domain, Statement 2 (R)	2.85	2.77	2.92	2.80
Standards Domain, Statement 3	2.11	2.29	2.18	2.25
Standards Domain, Statement 4	2.88	2.88	3.00	2.89
Standards Domain, Statement 5 (R)	2.55	2.84	2.94	2.82
Standards Domain, Statement 6 (R)	2.10	2.48	2.60	2.45
Standards Domain, Statement 7 (R)	2.23	2.46	2.56	2.44

The overall mean for the Standards Domain is 2.57 with the Supervisors (M=2.42) consistently more inclined to agree with the statements than either the Nonsupervisors (M=2.59) or the Lead Workers (M=2.66). Salaried employees (M=2.40) were also more inclined to agree with the statements than hourly employees (M=2.60).

Knowing When I do a Good Job

Table 69 -- Rewards Domain Statements by Supervisory Status

	Supervisory Status			Total
	Supervisor	Nonsupervisor	Lead Worker	
	Mean	Mean	Mean	Mean
Reward Domain, Statement 1	3.00	3.48	3.52	3.42
Reward Domain, Statement 2	2.84	3.11	3.19	3.08
Reward Domain, Statement 3	3.09	3.39	3.52	3.37
Reward Domain, Statement 4 (R)	3.04	3.08	3.13	3.08
Reward Domain, Statement 5 (R)	3.43	3.41	3.50	3.42
Reward Domain, Statement 6 (R)	1.93	2.20	2.40	2.19
Reward Domain, Statement 7	2.94	3.18	3.22	3.15
Reward Domain, Statement 8	2.76	3.31	3.36	3.25

The overall mean for the Reward Domain is 3.12, the lowest of all the Domains, with the Supervisors (M=2.88) consistently more inclined to agree with the statements than either the Nonsupervisors (M=3.14) or the Lead Workers (M=3.23). The greatest disparity is apparent when the Reward Domain is viewed by Job Groups.

Table 70 -- Reward Domain by Job Group

		Reward Domain
		Mean
Job Group	Clerical	3.17
	Drafting	3.01
	Engineering	3.03
	Equipment	3.09
	Executive	2.48
	Maintenance	3.27
	Specialist/Analyst	3.05
	Technician	3.08
	Financial, Info Services, & Legal	2.88
	Total	3.12

Table 70 shows that the Executive Job Group (M=2.48) is the most inclined to agree with the statement in the Reward Domain. However, the mean of the Executive Job Group is only slightly above the point of indifference. The Job Group most inclined to disagree with the Reward Domain statements is Maintenance Job Group (M=3.27).

Staff Meetings and Communication

Table 71 -- Communication Domain Statements by Supervisory Status

	Supervisory Status			Total
	Supervisor	Nonsupervisor	Lead Worker	Mean
	Mean	Mean	Mean	
Communication Domain, Statement 1	2.28	2.63	2.84	2.61
Communication Domain, Statement 2	1.91	2.30	2.37	2.26
Communication Domain, Statement 3	1.99	2.39	2.39	2.34
Communication Domain, Statement 4	2.76	3.05	3.13	3.03

The overall mean for the Communication Domain is 2.56, with the Supervisors (M=2.24) consistently more inclined to agree with the statements than either the Nonsupervisors (M=2.59) or the Lead Workers (M=2.68). This supports the findings of the Focus Groups that communication tends to decrease as one moves down the chain of command. Again the greatest disparity is apparent when the Domain is viewed by Job Groups.

Table 72 -- Communication Domain Mean by Job Group

		Communication Domain
		Mean
Job Group	Clerical	2.72
	Drafting	2.40
	Engineering	2.50
	Equipment	2.66
	Executive	1.50
	Maintenance	2.63
	Specialist/Analyst	2.68
	Technician	2.52
	Financial, Info Services, & Legal	2.28
Total	2.56	

Table 72 shows that the Executive Job Group (M=1.50, Strength Range) is the most inclined to agree with the Communication Domain statements. The Clerical (M=2.72) and the Specialist/Analyst (M=2.68) Job Groups are the most inclined to disagree.

Salaried employees (M=2.29) are more inclined to agree with the Communication Domain statements than Hourly employees (M=2.59).

Morale

Table 73 -- Morale Domain Statements by Supervisory Status

	Supervisory Status			Total
	Supervisor	Nonsupervisor	Lead Worker	Mean
	Mean	Mean	Mean	
Morale Domain, Statement 1	3.18	3.25	3.34	3.25
Morale Domain, Statement 2	1.26	1.38	1.33	1.36
Morale Domain, Statement 3	2.01	2.16	1.92	2.11
Morale Domain, Statement 4 (R)	2.89	3.05	3.03	3.03
Morale Domain, Statement 5	1.41	1.73	1.53	1.66
Morale Domain, Statement 6	2.20	2.78	2.86	2.72

The overall mean for the Morale Domain is 2.35, with the Supervisors (M=2.16) consistently more inclined to agree with the statements than either the Nonsupervisors (M=2.39) or the Lead Workers (M=2.33). There are few differences when viewed by other demographic variables. The Job Groups are fairly consistent with the exception of the Executive Job Group (M=1.83), which is more inclined to agree with the Morale Domain statements than any of the other Job Groups.

Safety, Vehicles and Benefits of Becoming More Efficient

Table 74 -- Safety & Efficiency Domain Statements by Supervisory Status

	Supervisory Status			Total
	Supervisor	Nonsupervisor	Lead Worker	Mean
	Mean	Mean	Mean	
Safety & Efficiency Domain, Statement 1	1.46	1.82	1.78	1.77
Safety & Efficiency Domain, Statement 2	2.59	2.68	2.84	2.69
Safety & Efficiency Domain, Statement 3	2.56	2.66	2.88	2.67
Safety & Efficiency Domain, Statement 4	2.57	2.79	2.88	2.77
Safety & Efficiency Domain, Statement 5	2.68	2.53	2.76	2.58
Safety & Efficiency Domain, Statement 6	3.22	3.41	3.36	3.38
Safety & Efficiency Domain, Statement 7	2.16	2.07	2.12	2.09
Safety & Efficiency Domain, Statement 8	2.40	2.35	2.29	2.35
Safety & Efficiency Domain, Statement 9	3.87	3.69	3.86	3.74
Safety & Efficiency Domain, Statement 10 (R)	3.67	3.42	3.55	3.46

The overall mean for the Safety & Efficiency Domain is 2.74, with the Supervisors (M=2.71) consistently more inclined to agree with the statements than either the Nonsupervisors (M=2.73) or the Lead Workers (M=2.83). There are few differences when viewed by other demographic variables.

CONCLUSIONS

The concept of organizational health is defined with respect to a business' ability to achieve its goals now and in the future. A healthy organization is well situated to face the day to day and long-term demands of its mission while a less healthy organization is functionally challenged. SDDOT has a clearly defined set of competencies and routines, and management can use these as a solid foundation directed at achieving the department's mission. However, as the results of this study reveal, if the Department requires its employees to be motivated by means other than their personal commitment to their jobs and to the Department, then SDDOT is in relatively poor health.

Most employees indicate that they are personally loyal to the SDDOT; however, in general, they do not think that SDDOT is loyal to them. Specifically, Nonsupervisors and Lead Workers do not perceive that management thinks their job is important. At the same time, the majority of the employees tend to believe that the SDDOT's mission is important and they believe that they are personally and professionally committed to the idea of providing a solid transportation infrastructure throughout the state. They feel that they are willing to make personal sacrifices to accomplish that mission, that their job is important because of that mission, that their co-workers are committed to fulfilling the Department's mission, and they view the mission in terms of what they currently do in their jobs. SDDOT employees like the people with whom they work and feel that their co-workers treat them with respect.

While most employees are not very satisfied with their positions at SDDOT, they reveal through their responses a relatively high degree of personal identification with the SDDOT. It is possible to infer that this finding indicates a reduced risk of high turnover. Yet, it is important to note that a decrease in personal identification with the SDDOT, in combination with the low level of job satisfaction, could lead to higher turnovers in the future. Finally, and importantly, those indicating the lowest levels of job satisfaction are generally in positions where they have little control over their work situation.

There are several areas that need to be addressed as the SDDOT works toward the goal of improving its organizational health. The three most pressing issues, amongst the twenty (20) issue domains of this study, encompass Rewards and Recognition, Work Schedules, and Career Advancement. Each of these domains was identified as an issue in the focus group sessions and all but the later ranked among the lowest of the domains measured with the employee survey.

Rewards and Recognition

The Rewards and Recognition domain findings revealed that SDDOT employees believe that they are unlikely to receive positive recognition or praise concerning their performance on an ongoing basis and, further, they feel that they are unlikely to receive constructive criticism during performance appraisals. The higher up in the organization, as measured by job classification level, an employee is the more likely they are to indicate a belief that they receive both positive feedback and constructive criticism.

With only twenty-four point one (24.1%) of the respondents indicating that they received recognition or praise for good work in the past seven days before receipt of the survey instrument, this area would appear to provide a clear indicator of potential dysfunctional organizational behavior. And finally, Rewards are not viewed by the respondents as directly related to job performance.

Work Schedules

Work schedules and overtime are not viewed as serious problems within the central office respondent group, but the definition of flextime is perceived quite differently for different groups in the SDDOT. Central office respondents perceive flextime as a choice within constraints, usually with respect to the hours of work. Flextime, for employees in the regions, is considered synonymous with flexible scheduling, a practice of adjusting the employees schedule to meet the demands of the maintenance tasks by altering the days worked in the workweek. The current flexible scheduling and overtime policies are not acceptable to many employees in the regions. In particular, focus group participants (engineers as well as maintenance workers) indicated that they had serious objections to the current flextime policies. Supervisors also complained about having to enforce the flexible scheduling policies.

Few respondents think overtime is granted on an equitable basis. Indications from the focus groups, as well as comments from the survey, support a perception that there are wide and inequitable variations in terms of who gets overtime. This perception does vary between regions and job groups.

Communication

Many employees feel that the performance appraisal process is inadequate. Feedback with respect to job performance is both infrequent and non-constructive. Employees, in general, do not perceive they have a good grasp or feel for what is going on within the department. Decisions are made and implemented by Supervisors, but little effort is undertaken in attempting to explain the rationale behind most decisions. As a result, the informal communication network within the agency provides the necessary rationale for a decision (whether right or wrong). As one approaches the executive ranks, the more likely individuals are to feel informed about the decisions of the department. Supervisors believe that they hold more meetings than their subordinates think are held and this finding differs by level within the organization.

Supervisors indicate that they would rather not explain why a decision was made, even when they know the underlying rationale. In fact, a focus group Supervisor indicated that he (she) would rather deal with confused employees than angry ones. Supervisors would also rather not inform employees of a policy change when they felt that the policy would be changing again in the near future thereby causing them to have to deal with employees and the change process all over again. Supervisors hold a belief that they are doing a favor to employees by not keeping them fully informed on all issues being discussed. When Nonsupervisors were pressed about what, if anything, they felt they

were being kept “in the dark about,” they were not able to offer any discernible response pattern. Finally, employees tend not to feel that they are a part of the “team.”

Many lower level employees see the reduction in work force of two years ago as merely a way to get rid of specific individuals. In general, employees feel they are not encouraged to question any policies, offer opinions about policies, etc. and they fear that they will be punished for being a “nonconformist” or not a “team player” if they do state their mind on such matters. The informal network carries many examples of these two types of retribution and therefore the belief becomes reinforcing, irrespective of the validity of the perception.

Perceptions with respect to Communication deteriorate as you move down the chain of command. The executive job group exhibits a much higher level of satisfaction with the formal Communication process within the department than do Supervisors. The Nonsupervisors perceive that they receive little formal information and that regular staff meetings to distribute the needed information are not conducted. This perceived communication breakdown may be one of the major reasons underlying misperceptions of policies, procedures, and actions of the SDDOT.

Performance Measures and Problem Solving Initiatives

Performance measures are seen by the respondents as a means of providing the evidence to “hang one’s self.” Problem solving puts employees in a position where they may have to criticize a policy’s effects, and with the fear of retribution (see discussion above), employees are not inclined to be forthcoming in such discussions.

Career Advancement

People located in the regions see little room for career advancement. They feel that their salaries are likely to remain fixed in amount either because no raises will be given, their salaries are fixed at job worth, or no positions exist for promotion. Further, it is widely perceived that Supervisors do not talk with employees about career options, either inside or outside SDDOT, as personal growth is not an item for discussion. Those persons, who were demoted in the last reorganization, have not been talked with by anyone with respect to their current or future role within the agency. This causes substantial problems in terms of interpersonal relationships and in terms of getting the required work done.

The salary scale offered by the SDDOT is not sufficient to keep most individuals from looking for other jobs. At the same time, many do not look for other work for a variety of reasons including location (rural areas) and commitment to the communities in which they live. In more urban areas, there are more opportunities for engineers.

It would appear that most respondents consider overtime to be a part of a person’s compensation package when recruiting new employees or when considering new employment opportunities. There were many comments related to the issue of job

worth – or as many refer to it, “midpoint.” It would appear that while department policy refers to one’s salary as relative to job worth, many Supervisors explain the salary policy with reference to “midpoint.” When employees realize that this supervisory concept of “midpoint” is really job worth, they become upset with the department and their jobs.

Salary differentials and career advancement issues can cause a whole host of organizational problems in meeting the SDDOT mission if the department becomes a training ground for other organizations. Turnover needs to be studied over an extended period of time to determine the validity of these mission critical issues.

Inmate Labor

In general, inmate labor is not an issue throughout SDDOT while, at the same time, it is more of an issue in the Mitchell and Aberdeen regions. Inmate labor is seen as an overall drag on productivity due to legal requirements in dealing with inmates. Supervisors feel that they are a productivity drag because it takes one person out of commission in order to retrieve inmates from their place of incarceration, and to deal with them and their needs (e.g., latrine, water, etc.) on the job. In the focus groups, Supervisors wondered whether the benefit of using this type of person was worth the lost productivity. Further, many employees see inmates as holding a job that was once held by a fellow employee. When inmates do not work very hard, there is little employees feel they can do about it and they see this as attempt to make SDDOT employees look bad to the public.

Vehicles and Fleet and Travel Management

This issue captured the most negative feelings in the survey. Individuals felt that they were not able to obtain vehicles for staff to perform needed work. Staff were not able to service these vehicles to DOT standards. The vehicles would break down more often, requiring inconveniences to staff or decisions to participation in meetings depending on vehicle availability. This issue has seen some resolution since the study began.

Demographics

There are several significant differences when responses are viewed relative to a respondent’s demographic characteristics. The following conclusions can be made with respect to the demographic characteristics of the respondents.

Location of Response: Respondents in the Aberdeen region were more likely to select the responses of agree to a lesser extent and disagree to a greater extent than respondents from other regions. Employees from the central office were more likely to select the responses of agree to a greater extent and disagree to a lesser extent than respondents from the other regions.

Tenure with DOT: Six (6) to ten (10) year employees were the most likely disagree to a greater extent or agree to a lesser extent on almost all issues. New employees (zero to two years) were more likely to agree and less likely to disagree than all other tenure groups.

Supervisory Status: Lead Workers tended to agree to a lesser extent and disagree to a greater extent than Nonsupervisors and Supervisors on almost all issues. Supervisors were more likely to agree and less likely to disagree than either Lead Workers or Nonsupervisors.

Job Group: Maintenance workers, equipment operators, and technicians tended to agree to a lesser extent, and to disagree to a greater extent than other job groups. Drafting, executives, specialists/analysts, and financial, information services, and legal tended to agree to a higher extent, and to disagree to a lesser extent than other job groups. Executive's perceptions differ significantly from the rest of the employees on almost every issue.

Midpoint: Those respondents whose salary was above "job worth," often referred to as "over the midpoint," tended to agree to a lesser extent, and to disagree to a greater extent than those whose salaries were below job worth or "below the midpoint."

Gender: Women tended to agree to a higher extent and disagree to a lesser extent than did men.

Final Conclusion Comment

The findings of this study provide evidence indicating the broad issues that need to be discussed within the SDDOT agency. What remains is for the agency to choose three or four issues and work with those issues to develop an action plan. BRB researchers recommend that several issues should be addressed early on in the change process because these issues can be effectively dealt with under existing frameworks (i. e., problem solving groups or performance measures).

It is advisable that management consider the following framework of questions when considering action plans to improve the organizational health:

- What are the mission critical issues identified in our organizational health assessment that need to be immediately addressed?
- What is the single mission critical issue that the majority of management persons involved with the change process agree is the most important issue to first focus our efforts towards change?
 - What is the current organizational health assessment score with respect to this issue? What will be the goal for improving it this year?
 - What are the specific actions taken to address the issue and accomplish the goal(s) for improvement?

- Who will be responsible for which parts or steps within this action plan?
 - What resources are needed to help implement this change?
 - What is our time frame? It takes time and effort to change many of these items, and change is relatively slow in coming.
 - When will we get back together to report our progress to each other?
 - How will we measure progress towards our goal(s)?
-
- When we consider our greatest organizational strengths, what actions should we take to capitalize on or enhance these strengths further?

IMPLEMENTATION RECOMMENDATIONS

It is most important to keep in mind that while the results of this study do not seem to bode well for the SDDOT, it is a first step. In this first step, employees have described an organization that has several difficulties. Rewards are insufficient, communication between supervisors and subordinates is poor, conflict is hidden, trust of the department and its officers is low, and individuals think that the measures taken to increase efficiency have come at a high personal and professional cost. Yet, without these measures of organizational distress, little would be likely to change. So, the bad and good news are synonymous—there are issues to address.

The point of doing an organizational health assessment is not to pass a qualitative or quantitative judgement on an organization or its managers, but to determine a baseline from which the organization can measure and evaluate its future development. What must result and flow from the study is a determination of the activities and actions that will make an improvement in the perception and attitude of the employees toward the SDDOT so that the organization's health is improved.

Recommendation Area 1: Address those issues that can be improved through the delivery of a clear statement of policies, procedures, or activities directed at clearing up any incorrect employee perceptions.

The focus groups and survey identified a number of widely-held misperceptions about the Department involving the conditions of work and management practices with respect to actual policies and conditions. Those that can be addressed include:

1. It is necessary to clearly define the differences, if any, between "midpoint" and "job worth." Many individuals indicated that there appeared to be few mechanisms to get a salary above the "midpoint." They could (1) be hired in at a salary above the midpoint or (2) be reclassified into a lower pay grade, and not have their salary reduced. Even though the official policy may be clear, many individuals are noting a difference and acting upon this difference. If this is "job worth," SDDOT staff should not refer to this as "midpoint" when there is, in fact, not an effective means to achieve a salary on the top side of the distribution. Also, department management should review this policy with the Bureau of Personnel. There may exist many salary-based options to serve as motivators such as skill based pay.
2. Have open discussions behind the loss in position classifications in terms of human resources and financial matters. This policy to collapse job titles is removing a motivator. This creates the opportunity to have misperceptions in lead worker's duties and responsibilities, which will be fed by the pay differential and reinforced by the resentment of those who have been demoted.
3. Have an open and frank discussion on the rationale behind the elimination of the employee newsletter. Newsletters are an inexpensive means in which to ensure that all employees receive the same story about departmental events and changes in

policies. Without a common forum for information sharing, employees do not have any valid means to obtain and share reliable information. As a result, the informal employee networks (which research indicates are about 10 percent (10%) reliable) will transmit potentially inaccurate data upon which employees will depend for valid information. One cannot stop an informal network--one can, however, put accurate and timely information into the network.

4. Recognize employee's commitment to the state's transportation system and their loyalty to the agency. One mechanism to accomplish this would be to give a paper certificate for terms of service with the agency (e.g., ten (10), fifteen (15), twenty (20), and twenty-five (25) year service awards). These certificates could be handed out at regional meetings. This is a very good and efficient mechanism for reward and encouragement.
5. Clarify who is to get overtime, for what purposes, under what circumstances, and why. There are enough stories, supported by employee comments about people in the same region and position classification that it is clear that inequities exist in the overtime policies. Likewise, many employees do not understand the rationale behind not letting highway maintenance workers have overtime in the winter, when the construction side of the operation often gets access to overtime (depending on the area, region, etc.) during the summer months. These overtime differences result in different pay policies even within the same region.
6. Clarify the difference between flexible work schedules and flextime. The two phrases are used interchangeably within the department. A flextime policy that allows individuals to set schedules to facilitate the reduction of person-work role stress within constraints (e.g., workday starting at 7:30, coverage, taking lunch, etc.) usually leads to more satisfied employees. Flexible work scheduling, which involves setting work schedules to meet the constraints, usually minimizes job satisfaction and increases personal-work stress.

Recommendation Area 2: Identify and begin discussions on issues that require further analysis or a change in department policy that require drafting and administrative approval. There are a number of issues that may require further analysis before determining a course of action including:

1. Develop a problem-solving team from among maintenance workers around the state to directly address and resolve the issue of starting their work week at zero hundred hour on Saturday, with the possibility of being sent home on Tuesday, Wednesday, or Thursday. This action team should work under the guidance of an acceptable set of parameters such as the policy of no overtime, coverage of roads, being able to bank flex time, etc. The Department Secretary should issue a "charge" to the problem solving team indicating these parameters within which the Department would be willing and has agreed to operate, and which meet the needs of the agency with respect to the Fair Labor Standards Act.

2. Develop a problem-solving team to measure the economic cost (e.g., cash outlays, lost productivity, increased maintenance) of utilizing part-time and seasonal employees to operate equipment, with special emphasis on winter equipment operation. Several individuals mentioned the additional cost in terms of equipment repairs, both in number and dollar amount that appears to be associated with using such personnel.
3. Develop a problem-solving team to objectively assess the economic cost (not only cash transactions, but lost productivity) from the policy decision to utilize inmate labor. This is not a statewide problem within DOT, but it does significantly impact some regions. Because of mandatory regulations with respect to the use of inmate labor, the agency must incur a certain productivity loss in exchange for the additional staffing gained from inmate labor. In addition, given the perceived negative image of highway maintenance workers portrayed in the focus groups, include a question regarding the use of inmate labor in the next customer survey to see if this policy has a negative effect on customer perceptions of DOT.
4. Develop a problem-solving team to work with the Bureau of Personnel to review pay grades and to conduct a meaningful salary survey. Most government agencies conduct such surveys and utilize comparison groups that are similar position titles at other government agencies for analysis purposes. If there is a market for talent, it is advisable for management to be aware of the essential job functions, the demand for those possessing these job skills, and the prevailing wages for such positions.
5. Develop a problem-solving team to review the paperwork demands on Supervisors and regional office clerical staff. This review should involve a process review directed at assessing the needs and demands for all paperwork and exploring alternative methods for collecting, recording, and reporting such data. In the focus groups, Supervisors and regional clerical staff indicated that they spend much of their time collecting information and recording it on paper forms.
6. Develop a problem-solving team in conjunction with the Bureau of Information Services to review computer service and repair needs outside Pierre. In the focus groups, individuals presented needs ranging from training in state-approved software to trouble-shooting computer problems. If managers are not responsible for the equipment needed to accomplish their jobs, then management feels that they cannot be held accountable for accomplishing the results.
7. Develop a problem-solving team to review employee development needs in light of the current strategic initiatives of the Department. This could involve a system of tracking employee skills in order to facilitate developmental assignments and training to be allocated for organizational needs. In this manner, talent needed for new and upcoming projects can be developed over time and prior to the direct need associated with a particular initiative.

8. Develop a performance measurement or problem-solving team to review the policy decisions respecting maintenance and repair decisions. Focus group members indicated that roads were being patched, when on occasion the optimal decision would have been to perform a more extended repair. Primary emphasis should be given to a process review to determine the criteria and circumstances under which these repair or replace decisions are made.
9. Form a performance measurement initiative to review the policy and/or resource allocation issues surrounding reductions in staff allocated to inspections of contractors. If the Department has a commitment to Total Quality Management, the Department must begin a process review of contractors and subcontractors to determine the validity of contractor processes.
10. Utilize a performance measurement team to objectively evaluate net productivity arising from the system of assigning and maintaining vehicles. The system appears to have added a layer of management to the decision-making process by requiring staff to obtain approval for certain decisions. This team should also assess and estimate the savings from centralized payment and purchasing.
11. Develop a problem-solving team to review the Fleet and Travel Management system used to pay vendors. Several individuals in the focus groups mentioned that they had difficulty getting parts in certain areas of the state that have limited numbers of vendors because of Fleet and Travel Management policies and procedures in regard to payment for vendors.

Recommendation Area 3: Address the issues that require an investment of training for management and/or staff. There are a number of issues that would require additional training for management and/or staff including:

1. Supervisory training
 - a. There is a great need to conduct performance appraisals that are not form driven but, rather, are approached from the perspective of employee development. Many survey respondents indicated the lack of timely feedback on performance and noted that performance evaluations were critical and not developmental in nature.
 - b. Develop a mechanism to share best practices between and among supervisors. For example, one mechanism would be to get supervisors together to share best practices and to share different mechanisms to recognize and reward employees without spending money, or for very little cost. Most employees think that they are not rewarded or recognized for good performance while supervisors think that employees are tired of “attaboys” and “attagirls.”
 - c. Develop and utilize conflict management and facilitation skills directed at encouraging employees to state their opinions and in developing evidence to support those opinions. Employees noted that they participated in staff meetings where Supervisors communicated decisions reached elsewhere, without

accepting comments or questions from the staff. Respondents indicated a chilly climate for questions and comments about policies.

- d. Hold regularly scheduled staff meetings to convey information. Respondents indicated that their supervisors tended not to hold regularly scheduled meetings, but also noted that staff meetings were a source of reliable information and that they get the information they need to know from their supervisor. Supervisors noted in focus groups that they felt they were protecting staff from bad news while, at the same time, Nonsupervisors noted that they felt Supervisors were keeping something from them. When pressed for additional information, Nonsupervisors were not able to identify what was being withheld from them. In short, having meetings takes time, but produces a positive affect in Nonsupervisors and prevents problems for Supervisors.
 - e. Utilize problem solving skills and techniques (may be duplicative of the Problem Solving Initiative) to handle increased communication issues.
2. Review Performance Measures Initiative for internal consistency. Establishing a mechanism of accountability for managers should not be viewed entirely with disdain. However, there will be resistance by managers who do not want to be held accountable for the “happiness” of their employees. Additionally, managers and supervisors will not want to be held accountable for issues out of their control. Yet, because of the lack of trust issue, and the tendency for conflict to be hidden, few will openly question this policy or the intended measurement. One option would be to hold managers accountable for setting goals, and then measure organizational health a second time, with accountabilities established for the third measurement.

Recommendation Area 4: Issues that will require a capital investment to correct a deficiency. No issues that require a capital investment to correct were identified. Some issues that might involve a capital investment have been placed under issues requiring more analysis.

Recommendation Area 5: Issues that require a long-term investment to improve a substantial deficiency. There are a few issues that will require a long-term commitment. Two of these issues include the continuing assessment of organizational health and regaining the trust of employees.

1. The major issue, which can only be addressed over time, is regaining of trust after a breaking of one’s trust. An example of the breaking of trust resides with Secretary Wheeler who was reported to have “promised” no more layoffs, and shortly thereafter, invoked additional layoffs. This scenario was reported to have occurred a couple of times in the past. Whether or not this actually happened is an empirical issue; however, if one thinks it happened, it is the individual’s perception and these perceptions are the basis for actions. When trust is broken, or thought to have been broken, one can only talk and act credibly in order to regain trust. This is a slow process.

2. Do not harm or intimidate the employees with the results of this study. Individuals were quite reticent to participate in focus groups, and from the number of surveys where identification information was removed, individuals are quite hesitant to speak their minds, even in what could be viewed as a “safe environment”—a confidential, independent survey.
3. Be consistent and act credibly. Many staff are concerned that they will continue to experience troubles when dealing with supervisory staff. The problem-solving initiative involving Line Workers and Supervisors is charged with tension because of previous attributions that the layoffs were given to those who did not follow the “company line.” That is, line employees do not want Supervisors present because they (the line workers) are afraid to share opinions that may be contradictory to those held by Supervisors. This communication breakdown flows upward throughout the organization. Although there is little open conflict, even about differences of opinion, when there is such conflict, there is generally little discussion of important issues.
4. Management must act on the basis of the results of this study. If the Department and its managers do nothing, it will strongly affirm what eighty percent (80%) of the respondents to the survey thought when they indicated “Inclined to disagree” or “Strongly disagreed” with the specific question (Domain Culture, Statement 8—“Change will occur as a result of this study.”) A good start would be to distribute the Executive Summary of this report to all employees and to make a copy of the complete report available in each area office for all employees to review. No attempts should be made to monitor who does or does not review the complete report.
5. The SDDOT should repeat this study on a regular basis to ascertain whether the changes instituted as a result of this process have improved SDDOT's organizational health. Managers should be held responsible for the organizational health of their program for those areas where they have the authority to make changes that impact the health of their program.

Recommendation Area 6: Issues that are not attainable given the current resource allocation. No issues are known to the project team that can be classified as being unattainable under the current resource allocation. However, current resource allocations involve a number of policy choices (i.e., decision not start workweek at midnight Saturday, decision not to allow overtime or flextime for Highway Maintenance Workers, decisions on staffing at highway maintenance shops, establishment of pay grades and position titles, etc.). These decisions may be within the influence of the Department or within its control permitting an adjustment in the resources directed at such issues.

Recommendation Area 7: Issues that are not attainable within the confines of the current organizational structure. There are no issues identified as unattainable under the current organizational structure.

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END NOTES

¹Source: International Survey Research Corporation, Employee Satisfaction Surveys, Chicago, 1984, 1988, 1990, 1992. Reported in *Inc.* (November, 1992; p. 102).

²Dennison (1996) noted that much of the difference between climate and culture was the quantitative methods of climate research and the qualitative methods of culture research. Dennison further noted that the distinction did not make a difference.

³Planning & Programming Service Center Summary Report, Washington State Department of Transportation, April, 1997.

⁴Morrow, P. C. (1993) Final Report: 1993 Iowa Department of Transportation Organizational Survey, unpublished monograph.

⁵All statistical tests were conducted using $p > .05$ for statistical significance.