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Department of Communications

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/. **HUMAN RESOURCES MANAGEMENT FUNCTION EVALUATION :**

SURVEY OF EMPLOYEES: - SPRING 1988

FINAL REPORT

Program Evaluation Division

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Canada

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EXECUTIVE SUMMARY

This report is a discussion of the results of a survey which was conducted to assess the attitudes of employees in the Department of Communications. The survey was prompted by Zussman's 1986 study of the management category in the public sector.

The survey was conducted during February and March of 1988. Each employee received a copy of the survey and was asked to complete and return it. Almost 1600 employees did this, resulting in a response rate of 67% which is considered very good. As well, the respondents were very representative of the Department as a whole: no single group is notably over- or under-represented. The data quality is high and the data are consistent with the written comments provided by over half the respondents. Thus, the obtained results are an accurate representation of the situation in the Department.

OVERALL FINDINGS

In general, employees find their jobs interesting (67%) and challenging. They are satisfied with the level of autonomy in their job (61%) and feel that the work they do is relevant (67%). Therefore, the work done is a solid basis for job satisfaction and is globally a source of positive feelings.

Employees are less satisfied, however, with their opportunities for advancement, training and implementation of the merit principle. As well, only a very small percentage of employees feels that the Department has a real interest in the welfare and satisfaction of its employees. Despite these frustrations, the level of job satisfaction is not abnormally low, but rather is at a typical level (48% satisfied). However, it is clear that the full satisfaction potential is not being realized and that this situation is due to frustrations with the environment rather than disillusion with the work carried out.

Finally, employees have a negative image of all levels of management, although this image is more negative for other superiors and senior management than it is for immediate supervisors.

DIFFERENCES WITHIN THE DEPARTMENT

Sectors

There are generally very few differences among the sectors. For example, there is little difference in the levels of satisfaction experienced by employees in different sectors. However, it appears that there may be a difference in the effectiveness of communication in the sectors as ADMTT has the lowest percentage of employees stating that they are aware of Departmental goals (43%) and familiar with the needs of their clients (58%) whereas ADMSM has the highest percentages (69% and 79%). The other three sectors fall in between these two.

The greatest confidence in management is found in SADM (52%), followed by ADMSM (44%) and ADMAC (42%). The least confident are the employees in ADMTT and ADMCM (both at 36%). Finally, there are moderate differences in the ratings of other superiors and

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large differences in the ratings of senior management with the most negative ratings occurring in ADMTT, ADMAC and ADMCM and the least negative in SADM and ADMSM.

Regions

The largest differences among the regions occur in the images employees have of management. Overall, the most negative image of management is held by employees in the Pacific Region and the least negative is found in the Central and Atlantic Regions. The pattern of differences among the regions on other questions reflects the impact that management practices can have on employees. For example, the highest percentage of motivated employees occurs in the Central Region (86%), followed by the Quebec Region (80%), the Atlantic Region (77%), and the Ontario Region (74%), with the lowest percentage found in the Pacific Region (69%). Similar patterns emerge on the ratings of working to potential and personal development.

Job Categories

The management categories tended to have the most positive scores on many of the measures. It appears that management in the Department find their jobs more rewarding than other groups. In considering the remaining job categories, the technical group had the next most positive scores on many of the measures (e.g. interest in the job, personal development, working to potential and job satisfaction).

The administrative support group had the most negative scores on many of the measures. For example, this group is the least satisfied with their jobs and the lowest on several summary ratings such as intrinsic motivation, working to potential and autonomy. As well, this group had the highest rate of symptoms of burnout.

COMPARISON TO OTHER DEPARTMENTS

Although there is no difference in the levels of job satisfaction between management in the Department and in other departments at the management level, there are several other notable differences. There is less pride in the Department, lower levels of knowledge about Department goals, a perception that the Department has less interest in employees than other departments and less loyalty to the hierarchy on the part of Department of Communications management. It appears that communication does not flow as well and that a sense of leadership is less present. Finally, managers in the Department feel that they have less authority to manage than managers in other departments.

PROBLEM AREAS

Although employees like their jobs and find them interesting, several problem areas have been identified. These problem areas tend to relate more to the environment of individual jobs than to the jobs themselves. The problem areas are as follows:

1.   Employees have a negative image of management.

2.   There is a low level of pride in working for the Department.

3. Only slightly more than 10% of all employees feel that the Department has a real interest in the welfare and overall satisfaction of employees.

4. Employees are not satisfied with the amount of training they receive.

5. The administrative support category has the least positive working experience of all job categories.

6. The perception of a majority of employees is that the merit principle is not being applied in terms of promotions in the Department.

7. Employees are dissatisfied with their opportunities for promotion.

8. The flow of communication is not very effective.

RECOMMENDATIONS

The general theme under which these recommendations are developed is referred to as participative management. This is a process by which all members of an organization have some say about their jobs, the organization and the work environment. While management retains the final responsibility for the achievement of objectives, participative management allows all employees to utilize their knowledge, experience and expertise to the benefit of themselves and the Department. The recommendations are presented as they relate to the six operating principles of the Department.

"Service as our Highest Goal"

In order to serve our clients well, it is necessary to know and understand what their needs are, however, this information is not getting through to all employees. The message that communication is valued in this Department must be conveyed to all employees so that the flow of information can proceed efficiently and effectively.

"Caring about Individuals"

Employees do not feel that the Department has a real interest in them. The recommendations for improving this include: resolving difficulties with pay and benefits; making an effort to inform managers of areas in which they can exercise their own discretion to provide flexibility in management; the establishment of a structure which will allow for the fast and efficient transmission of messages to all relevant employees; encouraging managers to be ready to recognize good work as well as the employees who do the work; and, encouraging managers, especially senior managers, to assume an active leadership role in the Department.

As well, efforts should be made to enhance the quality of the working life for the administrative support category. One initiative is to include this group in decision-making. Something should also be done to bring the workload of this group to more realistic levels where a problem exists. The image of this group should also be enhanced as it represents an essential function within the Department.

Finally, training must be given a higher priority. There must be more attention paid to individual career analysis which will include investigating training options and alternatives. Career analysis should become a corporate trademark for the Department. Also, to ease frustration with long interim positions, this practice should either be discontinued or its purposes clearly explained to employees.

"Good Management"

A large proportion of employees feel that little or no effort is being made at day-to-day management activities by all levels of management. People management abilities should be included on performance assessments and should be a criteria used in the selection of managers. Supervisory and middle management training programs should also be assessed to determine whether they are meeting the needs of managers.

As well, senior management will have to emphasize that all managers need to communicate regularly and effectively with all employees. The implementation of a two-level down rule in which all managers have to have regular and direct contact not only with employees who are one level down but also with those who are two levels away is recommended. Employees also need to engage in responsible behaviors such as expressing contentment and frustration openly with superiors.

"Effective Communications"

It must be recognized that communication starts between the employee and the supervisor. The message that communication is valued must be conveyed to all employees. A formal orientation program for new employees and an employee handbook are recommended as useful tools. An evaluation of Communications Express as a medium for internal communication is also suggested.

"Recognition of Achievement"

Advertising which promotes the Department and provides information on the functions and activities of the Department is recommended. As well, similar information needs to be available to employees to increase their knowledge about the Department. The development of a lay person's version of the mission statement is also recommended.

"Teamwork and Shared Values"

The results of the survey indicate that there already exists a sense of teamwork in the Department which only needs to be fostered and directed at corporate level efforts.

INTRODUCTION

This report is a discussion of the results of a survey which was conducted to assess the attitudes of employees in the Department of Communications. The survey examined various job-related dimensions such as satisfaction, feelings about individual jobs and management and is part of the evaluation of the human resources management function in the Department.

A survey was conducted in 1986 by David Zussman and Jak Jabes of the University of Ottawa which assessed the attitudes of the management category in the public sector. Several factors were examined including job satisfaction, motivation, loyalty and pride. Many interesting results were obtained. For example, their survey revealed that job satisfaction tended to decrease with increasing distance from the Deputy Minister. However, the Department of Communications was not included in this survey due to sampling constraints, thus it was not clear what the attitudes of employees here are and whether the same problems exist in the Department. Senior Management was interested in discovering what the situation is here and how the Department compares to other Departments.

It was necessary, therefore, to first identify which issues might pose problems within the Department. Following issue identification, a method of assessing whether these are problems needed to be developed.

Identification of Potential Problems

A review of the literature on organizations and the management thereof provided many factors worthy of investigation. These included concepts such as job satisfaction and motivation which could contribute ultimately to productivity and a better functioning Department. A theory-based model was developed which specified many job-related dimensions which could be problem areas, as well as indicated how these dimensions could be linked to each other and finally to job satisfaction and productivity. This model is presented in "Evaluation Assessment Study of the Human Resources Management Function in the Department of Communications" (DPE, 1987).

The underlying motivation for focusing on this area stems from a belief that the ultimate objective of human resources management is to ensure the best possible service to the public and the government at the least cost. This can be achieved through better productivity. Productivity, in turn, can be improved through a number of factors, such as the optimization of staff turnover, the reduction of absenteeism, motivation and job satisfaction. These factors are influenced by the extent to which individual employees experience, for example, working to potential, feeling responsibility for the work, interest in the job, warm human relations and personal development. Finally, adequate management of human resources can impact on these individual experiences. This involves, among other activities, well designed tasks, appropriate pay, pertinent information, feedback and direction as well as active leadership and a participatory management style in line management. This path from the management of human resources to productivity and better service to the public and the government is basically what is described in the theory-based model.

Method of Assessment

It was decided that the best method for assessing the situation in the Department would be through a survey of all employees. Using the set of relevant concepts from the theory-based model, a questionnaire was developed for use in the Department. In creating this questionnaire, some individual items were borrowed from other survey instruments. These questions have previously been used in research on organizations and are reliable and valid measures. Other questions were developed specifically for this survey by researchers with expertise in survey construction. The survey was designed such that each dimension from the model would be measured through more than one question and sometimes as many as five. This results in several summary measures, each of which is more reliable as a measure than any single question. Once the questionnaire itself was completed, it was pretested in both languages with volunteers from the Department. The purpose of pretesting is to check on the clarity of the questions and scales, and to receive feedback about presentation and content. Revisions to the questionnaire were made following suggestions from employees during these pretesting sessions.

The survey was conducted during February and March of 1988. Each employee received a copy of the survey and was asked to complete and return it to an independent company which was responsible for putting the data into the computer. As some employees were inadvertently missed during the first mailing, a reminder card and a second copy were given to all employees through the pay cheque distribution system. A detailed chronology of the administration of the survey is presented in Appendix A.

Almost 1600 employees completed and returned a questionnaire. This constitutes a response rate of 67% which is a very good response rate for a mail-back survey such as this. A breakdown of the response rate by sectors and regions is presented in Appendix B. This high response rate was very encouraging as it indicated a willingness on the part of employees to participate in the information gathering process.

Not only was the response rate high, but those employees who responded were very representative of the Department. Comparisons were made between the representation of various groups in our sample and in the Department as a whole. Appendix C contains a table which presents the percentages used for this comparison. For example, we assessed what percentage of the survey respondents were from a particular job category and compared that to the actual percentage of Departmental employees who belong to that job category. Overall, the representativeness of the survey respondents is striking as there is no single group which is grossly over- or under-represented. Instead, the sample is about as representative as is possible for a survey such as this. The high response rate and representativeness of the sample combined with the overall consistency of the data observed during the analysis indicates that the data are of high quality. As well, over half of all respondents provided a written comment in addition to completing the questions. The content of these written comments is consistent with the results obtained through the data analysis and offers much additional insight. We can thus be confident that the results are an accurate representation of the situation in the Department.

In addition to performing statistical analyses on the data, feedback-and-discussion meetings were held with employees in which the preliminary results of the analyses were presented. These meetings were conducted to obtain validation of the findings, assistance

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with interpretation and suggestions from employees about how things could be improved in the Department. These meetings were well-attended and proved to be a valuable source of feedback from employees. Appendix D presents the schedule of the feedback-and-discussion meetings with the location, audience and attendance for each meeting. A total of over 1300 employees were present at these meetings.

Structure of the Report

The first section of the report outlines what some of the findings are for the Department as a whole. For example, this section discusses how employees feel about their jobs in general, the images they hold of management and attitudes about factors such as training and advancement. The second section looks more closely at the situation in the Department by assessing differences by sector, region and job category. The third section describes the findings of a comparative analysis which compares the situation in the Department to the situation in other federal Departments. This is followed by a description of the identified problem areas and suggestions for improvement. Finally, the last section contains a set of recommendations. Throughout the report the discussion is augmented by quotations from employees taken from written comments on the questionnaires and comments made during the feedback-and-discussion meetings. These quotations appear in small print.

OVERALL FINDINGS

The overall findings from the survey are presented using responses from individual questions and summary ratings related to the general concepts measured. Factor analyses were conducted first to determine whether the summary ratings as constructed were reliable and valid measures. Some questions were dropped from the summary ratings if they were not strongly related to the other questions for that dimension. Analyses were carried out on the revised summary ratings and on some individual questions. A detailed description of the factor analyses describing which questions contribute to each summary rating and which dimension from the model is measured by each summary rating can be found in "Human Resources Management Function Evaluation: Correspondence Between Questionnaire and Concepts" (DPE, 1988).

## Attitudes about Individual Jobs

In general, employees had several positive things to say about their jobs. To begin with, 66% of all employees agreed that their jobs are very interesting (Table 1)[Note 1]. This summary rating was formed by taking agreement with the statement "I find my job very interesting" and disagreement with the statement "Many aspects of my job are dull."

Employees tend to feel satisfied with the amount of independent thought and action they can exercise in their jobs. Overall, 61% indicated that they had a high level of autonomy in their jobs (Table 1).

The jobs that people are doing in the Department are viewed as relevant work. On this summary rating, 67% of employees felt that their work is relevant (Table 1). The two questions for this rating are "I'm really doing something worthwhile in my job" and "My job is not very significant or important in the broader scheme of things." As well, employees personally identify with their jobs as 82% agreed with the statement "I feel a very high degree of personal responsibility for the work I do in this job."

Table 1

It appears that people's jobs are clearly defined as 88% scored positively on the summary rating which assessed clarity of task definition. This summary rating was formed from agreement with the
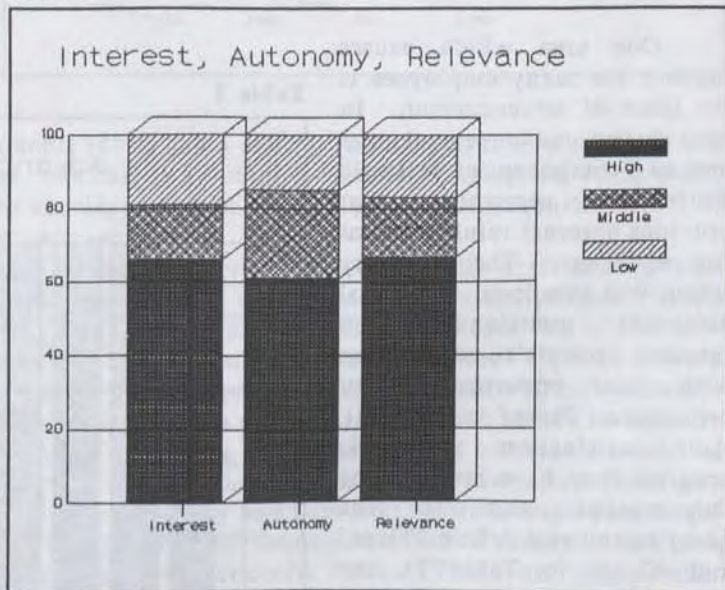
statement "Most of the time I know what I have to do in my job" and disagreement with the statement "My duties are so unclear that I don't always know what I'm supposed to do."

Employees felt that they could develop personally on their job. As measured by agreement with "I can learn a great deal on my present job" and disagreement with "I am not exposed to many new experiences on my job," 62% of all employees are achieving some personal development on the job. Related to this is whether employees feel that they are able to work to their fullest potential. The survey asked to what extent people felt their job used their skills and abilities - let them do the things they do best. A majority of respondents (60%) felt that they had the opportunity to use their abilities and thus work to their potential.

The survey also revealed that this is a pleasant department in which to work as 67% of employees agreed that there are warm human relations in the Department. This was measured through agreement with the statements "The people I work with are very friendly" and "Most of my superiors are friendly toward employees," and disagreement with the statement "Everybody in this Department tries to boss others around."

Thus it appears that a majority of employees like the jobs they are doing, feel that their jobs are important and worthwhile and that they are continuing to develop personally and work to their potential while working with this Department[Note 2] .

External Factors

While it has been demonstrated above that people have many positive things to say about their own jobs, employees are less positive when commenting on other aspects of working here such as various external factors.

One area which causes concern for many employees is the issue of advancement. In this survey, advancement was seen as a component of extrinsic motivation; something that provides external reinforcement for working. The summary rating was composed of several different questions which assessed people's satisfaction with their opportunities for promotion ('Prom.' in Table 2), their satisfaction with the progress they have made in the Department and in the government as a whole ('Dept.' and 'Govt' in Table 2), the extent to which people feel that doing your job well contributes to advancement ('Adv.' in Table 2) and that current employees

Table 2

Advancement

High
Middle
Low

Prom. Dept. Govt. Adv. Fair Index
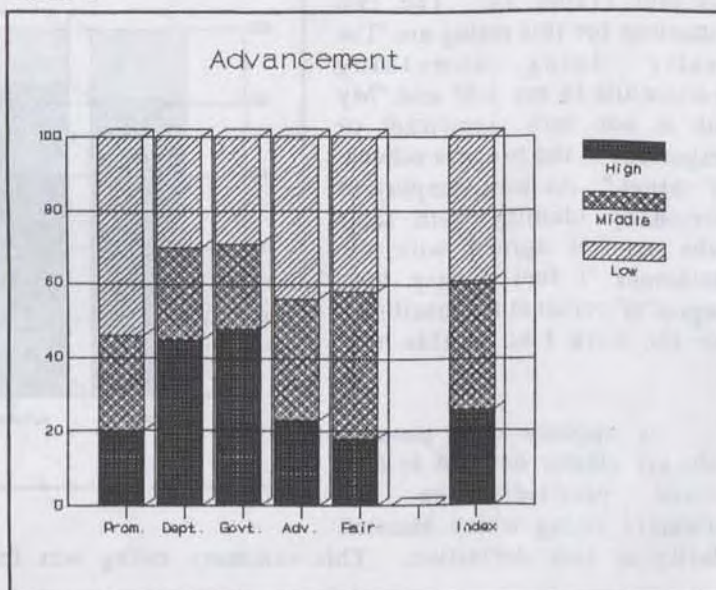
receive fair consideration for job openings in which they are interested ('Fair' in Table 2). Only 26% of respondents received a high score concerning their global rating of the advancement situation (Table 2). Perceptions of advancement opportunities and the system in which these opportunities are granted are favourable for only one-quarter of all employees. Despite unhappiness with advancement opportunities, many employees still report that they are satisfied with the progress they have made in the Department and in the Government as a whole.

Another source of frustration for employees involves factors which have been characterized as non-monetary influences. This summary rating assessed perceptions of whether the Department has an interest in the welfare and overall satisfaction of employees ('Welf' in Table 3) and attitudes about amount of training ('Train' in Table 3), merit principle implementation ('Merit' in Table 3), office atmospheres ('Atms.' in Table 3), equipment availability ('Eqpt' in Table 3), and working environments ('Env. in Table 3). Globally, only 22% of employees had positive ratings of these non-monetary influences ('Index' in

Table 3

Table 3). Nearly half of the respondents (47%) had a neutral response to this, while 31% had negative ratings of these influences. As this is a complex summary rating, covering many different influences, it is helpful to consider some of the individual components.
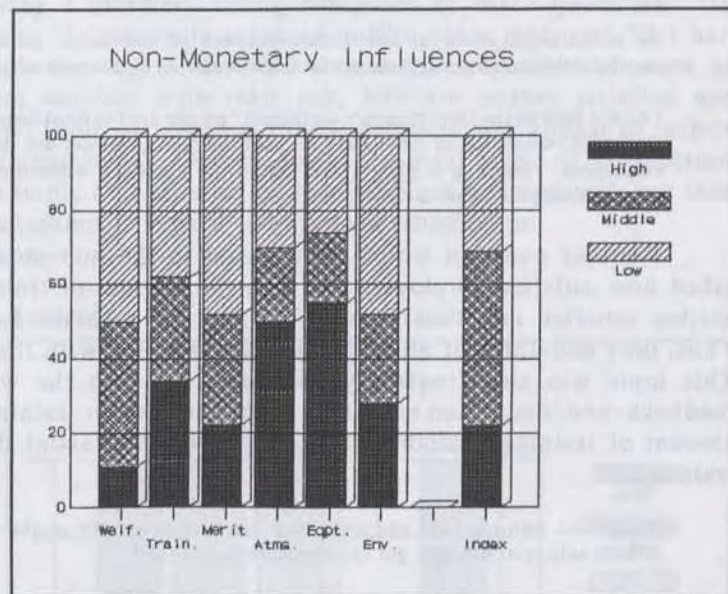
One question from this summary rating which received exceptionally negative responses was: "To what extent does your Department have a real interest in the welfare and overall satisfaction of those who work here?" Only 11% of all respondents felt that this is true to a great or very great extent. The majority of the responses (50%) fell in the 'to little or very little extent' category[Note 3]. This is a very serious problem. Many of the written comments and comments received during the feedback-and-discussion meetings have helped to indicate why this perception exists. One way of summarizing the tenor of these comments would be to suggest that employees at headquarters feel the Department doesn't care about them due to negative experiences with central services (e.g. pay and benefits) whereas employees in the regions tend to point to daily constraints (e.g. inflexible management) or to examples in which Ottawa does not involve them in decisions that concern them. There are many other examples:

Almost total lack of respect for the employees.

The physical environment is utterly inadequate. No air, no light, no colour, no room, no furniture, etc.

> My main concern with my workload is to maintain my mental health. There have been so many personnel cuts that the situation has become intolerable...I believe that the Department is shamefully abusing its employees. Perhaps unconscientious employees are not under stress, but those striving to provide good service and work well do not have a moment of peace.

> Bothers me: Pay Office forgetting to pay me. Receiving money 5 to 6 months late. Complacency in the Pay Office. THE PAY OFFICE!

> I submitted a suggestion through the Suggestion Award Program in September of 1987. It was never even acknowledged as having been received. I would not ever consider submitting another.

> No enthusiasm, rewards, low morale because no one cares, no one does anything about slack or unproductive employees, there is a lack of circulation of information...No one cares (i.e. the Department).

> I do not believe the Department's statement "people are the most important resource of the Department". Cutbacks, relocation of employees for management purposes are done with little consideration of the employees. Training is always the first to be cut back when funds are scarce. The Department's motherhood statement is incorrect.

Another question which contributed to the non-monetary influences summary rating asked how satisfied employees are with the amount of training they receive. While 28% are neither satisfied nor dissatisfied, only 34% are satisfied and 38% are dissatisfied (Table 3). Thus, only one-third of all employees are satisfied with the amount of training they receive. This topic was also frequently mentioned in both the written comments and during the feedback-and-discussion meetings. Comments about training ranged from concerns about the amount of training available through to comments about the quality and appropriateness of training:

> We go out into the field and only then discover new state-of-the-art equipment. We should be the consultants, yet we don't get the exposure beforehand.

> Researchers need to go to conferences for training yet even if we have the budget, are told that we can't send the numbers or it takes so long for permission to come through that we miss out.

> Total absence of refresher training for long term employees.

> We need better, more consistent and comprehensive training.

> The greatest shortcoming in our Department is the obvious lack of training, whether formal or on-the-job. There is no opportunity for re-training on the job. Moreover, tasks are often performed with a minimum of training directly related to the work.

> In most cases, the training budget is inadequate, especially when new systems are implemented and only part of the staff is usually trained, sometimes one person or nobody is trained. The rest are supposed to learn through osmosis...

The non-monetary influences summary rating also asked employees to what extent they agree or disagree with the statement "When an individual is hired or promoted in my Department, one can feel assured that the decision was based on merit." It appears that employees have a negative perception of the application of the merit principle as only 22% of respondents agreed with this statement. Nearly half of all respondents (48%) disagreed, and 30% indicated that they neither agreed nor disagreed with the statement. Once again there was a lot of feedback from employees concerning this topic:

> It's not what you do, it's who you know.

The staffing of positions is a very contentious issue. Firstly, the Department has an abnormally high recourse to acting appointments. Secondly, nominations are too often used to "parachute" in candidates already chosen. The end results are: 1) a mockery of the public service commission's claim that appointments are made on the basis of merit; 2) low motivation for existing staff (many of which have been "acting" in positions for periods well beyond two years); and 3) very little recourse to the more equitable competition process.

Job Satisfaction

Satisfaction was assessed using a summary rating composed of three questions: "In general, I am satisfied with my job", "I frequently think of quitting this job", and "If I had the chance to start my working life over again, I would choose the same kind of work as I'm doing now." Overall, 48% are satisfied with their job, 30% are neither satisfied nor dissatisfied and 22% are dissatisfied (Table 4). Although these numbers may appear to reflect a low level of satisfaction in the Department, they are, in fact, typical levels of satisfaction for an organization. This does not imply that satisfaction levels cannot be improved, but that the Department is not in a crisis situation in regard to employee satisfaction.

The breakdown of the individual questions which **Table 4** comprise this summary rating is as follows: 67% are generally satisfied with their jobs; 29% report frequently thinking of quitting their job; and, 43% would choose the same kind of work if they could start their working life over again (Table 4).

There are some slight differences in job satisfaction by management level. Employees were divided into senior management, middle management and non-management using levels from the Deputy Minister and income as the criteria. Senior management has the highest percentage of satisfied employees (57%) which is closely followed by the percentage of middle management who are satisfied (53%). Non-management has the lowest percentage of satisfied employees (46%).

Analyses were conducted to determine which factors contribute to job satisfaction: that is, which variables can be used to explain satisfaction levels. Several different models were developed and tested. For example, one model included sociodemographic variables (e.g. sex, education, age, salary, language, years of work). A second model was referred to as the communication model and it included variables measuring, for example, feedback, awareness of departmental goals and information received about departmental priorities. A
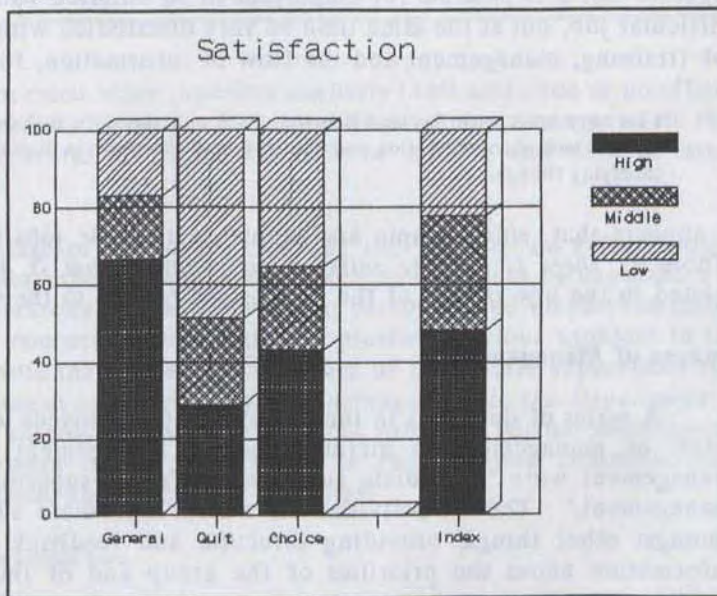
third model, the management model, assessed the impact of leadership, day-to-day management activities, trust in management and level of participation in management. The fourth model, called the Herzberg model after the theory upon which it is based, focused on the relation of intangible and tangible motivators (e.g. advancement, opportunities for promotion, challenge and respect, office environment, overtime, pay, training, and how much the Department is seen as caring for its employees). Finally, the last model, the Hackman-Oldham model, focused on factors which are more internal to an employee and his or her job (e.g. interest in the work, feeling that you are well-suited to your job and being able to use your skills and abilities at work).

Of all of these models, the one which was best able to account for satisfaction levels was the Hackman-Oldham model which focused on how people feel about the particular job they are doing. It appears that if people like their job, find the work interesting and feel that they are able to personally develop at the job, they are more likely to indicate that they are satisfied with their job.

This does not mean that other dimensions mentioned above are not important in terms of job satisfaction. It appears that currently in the Department, what makes people satisfied is their job and the tasks they carry out rather than the environment they work in. This suggests that it is possible for employees to be satisfied with their job because they like that particular job, but at the same time be very dissatisfied with factors which are external to the job (training, management and the flow of information, for example).

> I am very upset with Pay and Benefits...I am unhappy with direction from senior management (poor) and the lack of co-ordination and duplication of effort within divisions in our branch. My own work is satisfying though!

It appears that, since people are happier with their jobs (Table 1) than they are satisfied (Table 4), *there is a large satisfaction potential that is not being realized.* This may be related to the low ratings of the dimensions related to the environment (Tables 2, 3 and 5).

Images of Management

A series of questions in the survey asked employees to rate the effort devoted by three levels of management to different people management activities. The three levels of management were "immediate supervisors", "other superiors within the sector" and "senior management." The 14 activities on which immediate supervisors were rated included, amongst other things, providing direction and feedback, making things clear, providing information about the priorities of the group and of the Department, offering training, staffing positions, resolving grievances and creating enthusiasm about the work. Other superiors and senior management were rated on fewer activities to better reflect their responsibilities as managers. A composite summary rating was formed by taking the mean rating over all activities for each level of management.

Overall, the image of management held by employees is not positive. When rating their immediate supervisors, 31% of all employees said this level makes little or no effort, 38% indicated that some effort was made and only 31% felt that a great deal of effort was made. The ratings were more negative for other superiors within the sector as 47% of all employees chose 'little or no effort,' 39% felt that some effort was made, and 14% indicated that other superiors were making a great effort at management activities. The most negative

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ratings, however, were of senior management: 58% indicated that senior management makes little or no effort, 29% said that some effort was made, and only 14% felt that a great effort was devoted to these management activities (Table 5).

This summary rating was also examined in terms of the level of the respondent. Senior management was only slightly less negative than middle and non-management when evaluating management in the Department. In rating the immediate supervisors, 23% of senior management, 31% of middle management and 32% of non-management felt little or no effort was made. Middle

Table 5

Images of Management

management and non-management rated other superiors similarly (48% said little or no effort) while 42% of senior management felt this way. Finally, 49% of senior managers felt that senior management makes little or no effort as did 61% of middle and 60% of non-management.

The increase in the percentage of employees choosing the "little or no effort" points from immediate supervisor to other superiors and senior management could be expected due to communication gaps in the hierarchy, however the large percentage of employees rating immediate supervisors here is of concern. These ratings represent a serious problem in the Department. It is important to note that the negative ratings of immediate supervisors is a reflection on all levels of management as *every member of management in the Department is an immediate supervisor to some employees.* Many employees provided further information on their perceptions of management in the Department in their written comments and comments made during the feedback-and-discussion meetings.

Management by terror is what is practised here.

Many managers are on power-trips and empire building at the expense of employees.

I think the biggest thing is the lack of clear direction which affords employees to develop confidence in the Department and get goals relative to the direction...

...We are sick of the hyperactive empire builders who hire their friends, and change everything, then leave.

What we need, more than anything else in this sector, is effective LEADERSHIP at the senior level. What we have now is apparent indecision and impotence...

There is no link with and no information reaching my level from senior management...
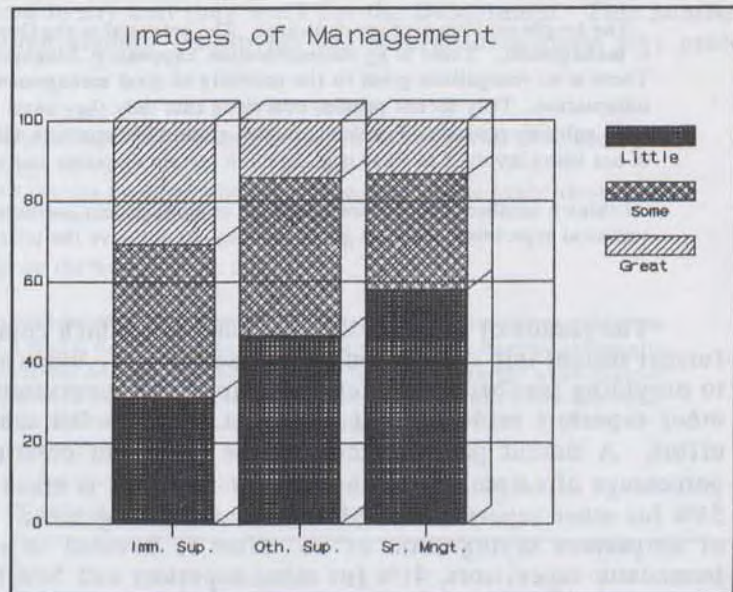
Management ignores suggestions and complaints by employees at my level.

...The people working here are dedicated. The potential in the Department is interesting. The problem is management. There is no communication happening...Managers do not know or want to manage. There is no recognition given to the necessity of good management - Senior managers do not pass on information. They do not provide overviews that only they have. There is no recognition that people are a valuable resource. People are moved around like checkers without consideration. The frustration of not being involved in what is going on in certain decisions and matters is difficult to deal with...

...I think a number of people are appointed to management positions with no experience other than their technical experience, which is good, but they do not have the training necessary to manage people...

The results of a few individual questions which comprise the composite rating provide further insight into the assessment of management. When asked how much effort was devoted to providing feedback, 32% felt that immediate supervisors made little or no effort, 49% felt other superiors made little or no effort and 62% felt senior management made little or no effort. A similar pattern occurs in the ratings of creating enthusiasm for the work. The percentage of employees saying little or no effort is made is 38% for immediate supervisors, 51% for other superiors and 63% for senior management. As a last example, the percentages of employees saying little or no effort is devoted to organizing the work are 29% for immediate supervisors, 41% for other superiors and 54% for senior management.

Considering the above results, it is not surprising that employees do not have much confidence in management. When asked whether they are able to easily place much confidence in management, 39% said no, 20% were neutral and 41% said they could. Thus, fewer than half of all employees feel that they can be confident in management.

Effective management requires that managers assume a leadership position. The results suggest that management in the Department has not effectively assumed this role. A leadership rating was constructed which assessed the effort devoted by management to various leadership behaviours (e.g. explaining the purpose of the work). Immediate superiors were rated first and only 35% of all employees said that their immediate supervisors were making a great effort. These ratings were then done for other superiors and only 13% of all employees said that other superiors within their sectors were making a great effort at leadership activities. Senior management was not evaluated on this rating, however employees were asked to what extent they felt their Deputy Minister gives the Department leadership. This question had one of the highest percentages of respondents leaving the question blank (28%) which would indicate that employees don't know enough about the Deputy Minister to make a judgement. Of those who did answer the question, 32% felt the Deputy Minister gave little or no leadership, 44% said some leadership and 24% said a great amount of leadership was given by the Deputy Minister. It appears that employees feel that the Department lacks strong leadership at all levels of management and the ensuing guidance that would come from this.

Pride

Employees were asked to what extent they agreed or disagreed with the statement "When I am asked to describe what I do for a living, I am proud to say that I work for this Department." While only 12% indicated that they disagreed with the statement, 31% neither

agreed nor disagreed and 56% agreed that they were proud to say they work here. Thus, just over half of all employees are proud to say that they work for the Department. This number could, and probably should, be much higher. Employees had several ideas about why pride might be relatively low here:

> It is difficult to be proud to work for this Department when you don't even know what DOC does.

> The public doesn't know DOC exists (except for those who use the spectrum). The public thinks that all we do is send telexes or provide information services.
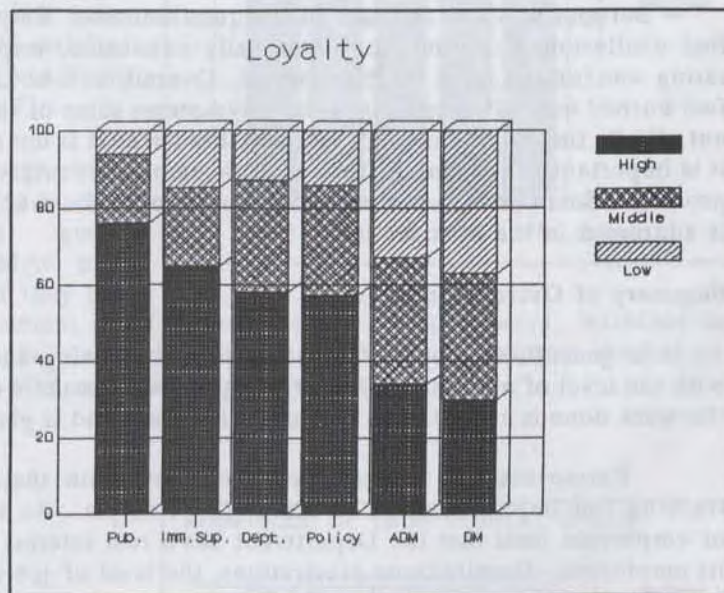
> We are proud to work for DOC, not for the federal public service.

> What bothers me most are the inconsistencies. In an operation where there are procedures guidelines governing almost everything we do, I find it hard to accept that not only are things handled differently in different District Offices, but situations are handled inconsistently with policy in the same District Office. I often feel the public is being treated unfairly and I experience considerable frustrations and stress over this. How can I take any pride in my work when I know this is going on...

Loyalty

Table 6

Toward whom and what do employees feel loyal? The degree of loyalty to the Department, immediate superior, Assistant Deputy Minister, Deputy Minister, Canadian public and policy area (if applicable to the employee) held by employees was assessed in the survey. The greatest degree of loyalty was toward the Canadian public (76% loyal to a great extent) and then toward the immediate superior (65%). Employees then feel loyal to the Department (58%) and their policy area (57%). The least amount of loyalty is directed to the Assistant Deputy Ministers (34%) and the Deputy Minister (30%) (Table 6). These findings appeared to fit with most people's conceptions of loyalty when discussed at the feedback-and-discussion meetings. Although little loyalty is directed toward the Assistant Deputy Ministers and the Deputy Minister, employees did not find this surprising nor alarming. The point made by many is that these people represent distant figures who do not impact on their daily work life. At the same time, loyalty to the ADMs and the DM should be higher in order for senior management to have a real impact on the Departmental work. Several ideas presented in the discussion meetings also illustrate these points:

> The ADM and the DM have no presence. We don't know who they are or what they do.

> We feel more loyalty toward Directors and Director Generals because they are closer.

Employees should be loyal to their immediate supervisor and not necessarily to anyone else. You can assume loyalty to the ADM and the DM through the immediate supervisor.

Low loyalty to the DM is not a problem as the mandate is for loyalty to the public.

It appears that the Assistant Deputy Ministers and the Deputy Minister do not have a strong presence in the Department and this will make it difficult for them to exert leadership.

Stress

In the survey an attempt was made to assess very generally the level of stress experienced by employees. Overall, 47% report a high level of stress, 23% experience a moderate level and 30% have a low level of stress. Although it may appear that there is a high percentage of employees experiencing a lot of stress, the discussions at the feedback-and-discussion meetings seemed to indicate that employees do not find this worrisome. It was pointed out that there are good types of stress as well as bad stress and that having some element of stress present on the job contributes to productivity.

Burnout was also assessed in the questionnaire. Employees were asked how often they feel disillusioned, optimistic, emotionally exhausted, trapped and depressed. A summary rating was formed from these responses. Overall, 11% of all employees report that they often feel burned out, 41% experience these symptoms some of the time and 47% rarely feel burned out. While these numbers may indicate that burnout is not a large concern in the Department, it is important to remember that for those employees suffering from burnout, this is a serious problem. Some groups in the Department experience much more burnout than others. This is addressed in the next section.

Summary of Overall Findings

In general, employees find their jobs interesting and challenging. They are satisfied with the level of autonomy in their job and feel that the work they do is relevant. Therefore the work done is a solid basis for job satisfaction and is globally a source of positive feelings.

Employees are less satisfied, however, with their opportunities for advancement, training and implementation of the merit principle. As well, only a very small percentage of employees feels that the Department has a real interest in the welfare and satisfaction of its employees. Despite these frustrations, the level of job satisfaction is not abnormally low, but rather is at a typical level. However, it is clear that the full satisfaction potential is not being realized (perhaps for as many as one in five employees) and that this situation is due to frustrations with the environment rather than disillusion with the work carried out.

Finally, employees have a negative image of all levels of management, although this image is more negative for other superiors and senior management than it is for immediate supervisors.

DIFFERENCES WITHIN THE DEPARTMENT

A series of analyses was conducted to determine whether there are significant differences among various groups in the Department. Of special interest were differences related to sector, region and job category. Perhaps one of the more surprising findings was the absence of many notable differences among the above groups as opposed to views held a priori by Departmental employees. The Department appears to be much more homogenous than had been previously thought by many people.

Sectors

There are very few differences among the sectors[Note 4]. For example, there is only a difference of 8 percentage points in the proportion of satisfied employees between the sector with the highest satisfaction (ADMSM with 50% satisfied) and the sector with the lowest satisfaction (SADM with 42% satissfied). The other sectors fall in the middle with 49% satisfied in ADMTT, 44% satisfied in ADMAC and 43% satisfied in ADMCM (Table 7).

Some differences do emerge when considering employees' perceptions of their awareness of Departmental goals. Employees in ADMTT and ADMAC have the lowest percentage saying that they feel they know the goals of the Department well (43 and 49 percent respectively). ADMSM has the highest percentage indicating they know the goals of the Department (69%). SADM and ADMCM fall in the middle with 60% and 56% respectively (Table 8).
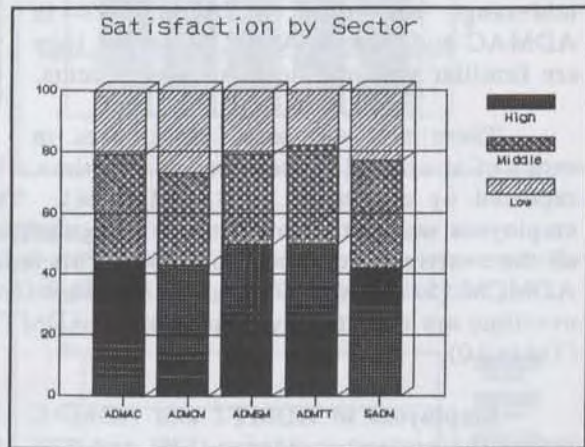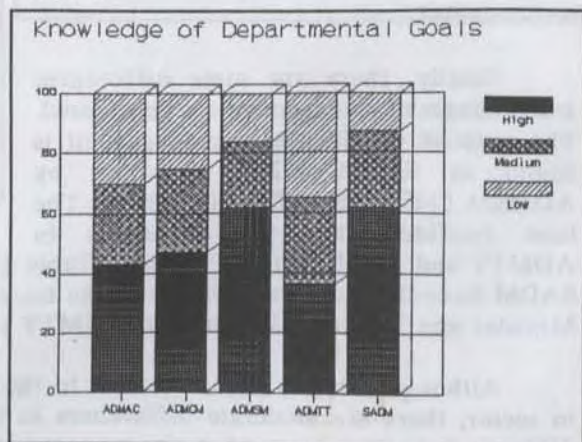
Table 7

Satisfaction by Sector

Table 8

Knowledge of Departmental Goals

ADMTT also has the lowest percentage of employees saying that they feel that they are familiar with the needs of their clients (58%). The highest percentage is reported by ADMSM employees (79%) (Table 9). Knowledge of Departmental goals and familiarity with the needs of clients are related in that they both rely on information being filtered down to all levels. It may be that this is happening more effectively in ADMSM than it is in ADMTT. The remaining sectors cover the mid-range with 62% in SADM, 69% in ADMAC and 72% in ADMCM saying they are familiar with the needs of their clients.
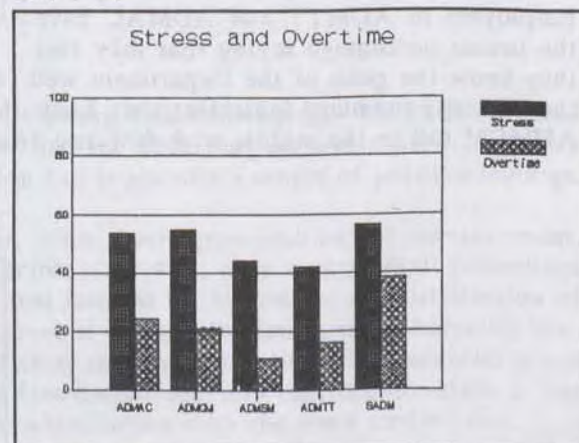
Table 9

Familiarity with Client Needs
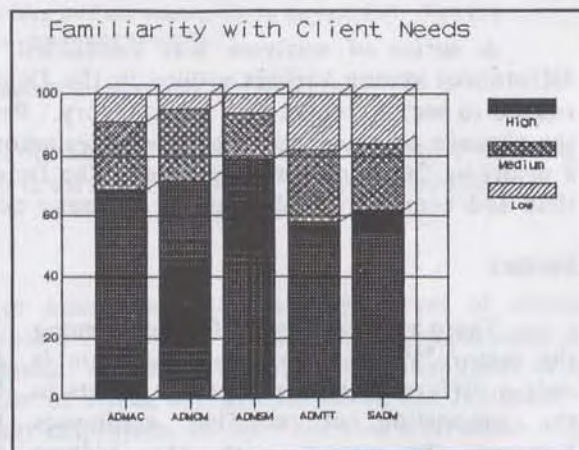
There also are some differences in terms of stress and perceptions of overtime. The highest stress levels in the Department are reported by employees in SADM (57%). This sector also has the highest percentage of employees saying that overtime is a regular part of their job and that they are bothered by all the overtime they must do (38%). This is followed by the levels of stress and overtime in ADMCM (55% and 21%) and in ADMAC (54% and 24%). The lowest levels of stress and overtime are reported by employees in ADMTT (42% and 16%) and ADMSM (44% and 11%) (Table 10).

Employees in ADMTT and ADMAC report the greatest incidence (63% and 60% respectively) of factors which are postulated to be intangible components of extrinsic motivation (e.g. respect from peers and superiors and challenge). The level in ADMSM is only slightly lower than this (57%). The lowest levels were reported by SADM and ADMCM (46% and 49% respectively).

Table 10

Stress and Overtime

Finally, there are some differences when images of management are considered. The greatest confidence in management is found in SADM (52%), followed by ADMSM (44%) and ADMAC (42%). The least confident are the employees in ADMTT and ADMCM (both at 36%) (Table 11). It is not surprising then that employees in SADM have the strongest loyalties to the hierarchy (immediate supervisor, Assistant Deputy Minister and Deputy Minister) and ADMTT the weakest (57% vs. 33%).

Although there is little variation in the ratings of immediate supervisors from sector to sector, there are moderate differences in the ratings of other superiors and quite large differences in the ratings of senior management. The sectors with the most negative ratings

of other superiors and senior management are ADMTT, ADMAC and ADMCM. The least negative ratings are to be found in SADM and ADMSM (Table 12).
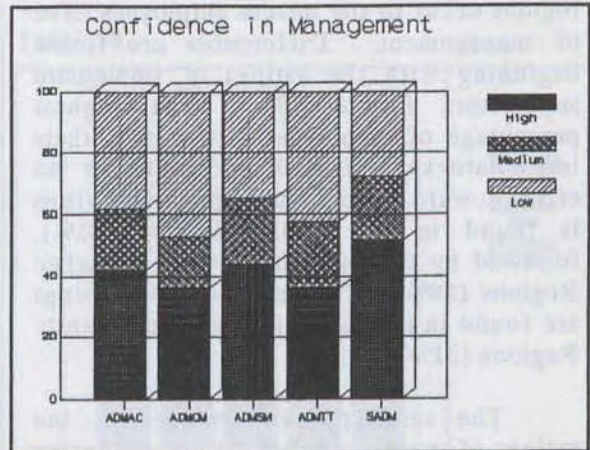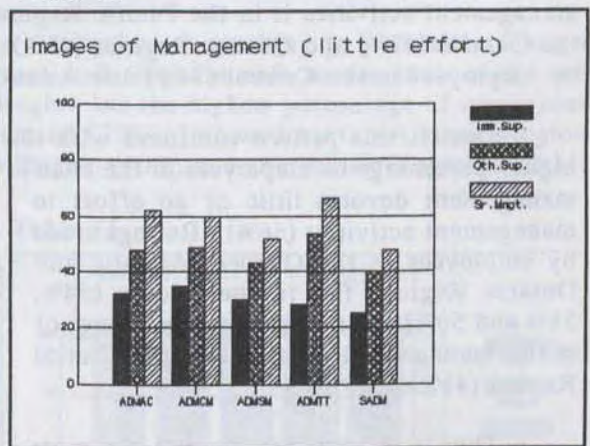
Table 11

Confidence in Management

Table 12

Images of Management (little effort)

Regions

The largest differences among the regions occur in the images employees have of management. Differences are found beginning with the ratings of immediate supervisors (Table 13). The highest percentage of employees stating that their immediate supervisor devotes little or no effort toward people management activities is found in the Pacific Region (33%), followed by the Ontario (32%) and Quebec Regions (28%). The least negative ratings are found in the Central (21%) and Atlantic Regions (21%).

The same pattern emerges in the ratings of other superiors within the sector (Table 14). Once again, the highest percentage of employees indicating that other superiors devote little or no effort toward management activities is in the Pacific Region (55%). This is followed by the ratings from the Ontario (43%) and Quebec Regions (45%). Similarly, the least negative ratings are made by employees in the Central (34%) and Atlantic Regions (37%).

Finally, this pattern continues with the ratings of senior management (Table 15). A higher percentage of employees in the Pacific Region than any other region feels that senior management devotes little or no effort to management activities (66%). Ratings made by employees in the Quebec, Atlantic and Ontario Regions fall in the middle (54%, 51% and 50%). The least negative ratings of senior management are found in the Central Region (41%).

Thus it is clear that, overall, the most negative image of management is held by employees in the Pacific Region, and the least negative is found in the Central and Atlantic Regions.

The pattern of differences among the regions on other questions reflects the impact that management practices can have on employees

For example, a summary rating was formed to measure motivation by assessing satisfaction with the feeling of worthwhile accomplishment employees get from doing their jobs and disagreement with the statement "It's hard, on this job, for me to care very much about whether or not the work gets done right." Employees who score high on this summary
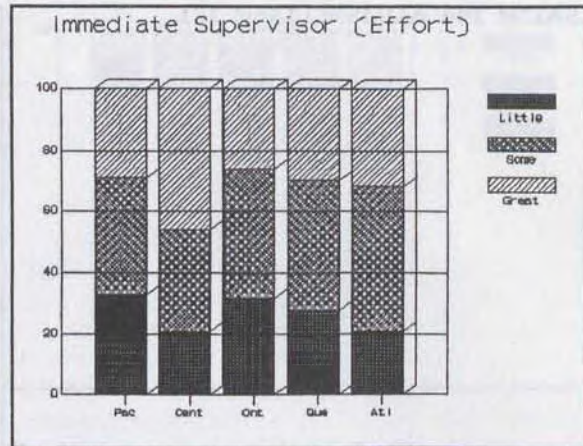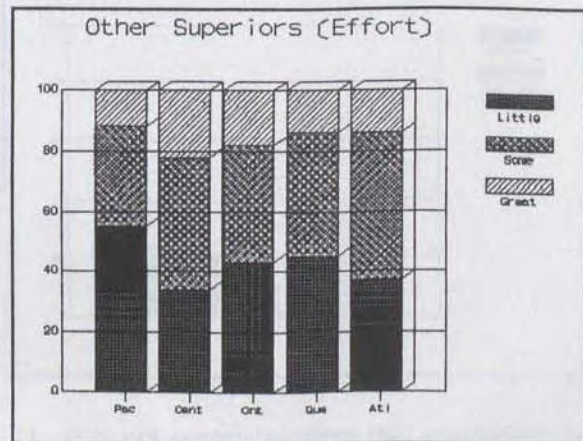
Table 13

Immediate Supervisor (Effort)

Table 14

Other Superiors (Effort)

rating should be highly motivated to do their jobs well. The highest percentage of motivated employees occurs in the Central Region (86%), followed by the Quebec Region (80%), the Atlantic Region (77%), and the Ontario Region (74%), with the lowest percentage found in the Pacific Region (69%).

A similar pattern emerges in the ratings of personal development which was measured through agreement with the statement "I can learn a great deal on my present job" and disagreement with the statement "I am not exposed to many new experiences on my job." Employees in the Central Region had the highest percentage indicating that they are able to develop on the job (74%), followed by the Quebec Region (72%), the Atlantic Region (63%), the Ontario Region (61%), and the lowest percentage is found in the Pacific Region (58%).

Senior Management (Effort)

As a final example of this pattern, consider the findings for the summary rating referred to as working to potential. This is assessed through the extent to which employees feel they are able to use their skills and abilities on the job. Once again, the Central Region has the highest percentage of employees saying that they are able to work to their potential (72%), followed by the Atlantic Region (63%), the Quebec Region (61%), the Ontario Region (59%) and the Pacific Region (54%).

Another summary rating which reflects the image of management involves the level of confidence employees have in management. Only 29% of employees in the Pacific Region state that they have confidence in management. This is followed by the Atlantic Region (40%), the Ontario Region (45%), and the Central Region (50%). The Quebec Region has the highest percentage of employees indicating confidence in management (57%).

There are smaller differences in the levels of job satisfaction (Table 16). The highest percentage of satisfied employees is found in the Central Region (58%). The Quebec and Atlantic Regions both have 53%

Table 16

Satisfaction by Region

satisfied. The lowest percentage of satisfied employees occurs in the Pacific Region (49%) and the Ontario Region (45%). These differences, however, are somewhat smaller than the differences discussed above.
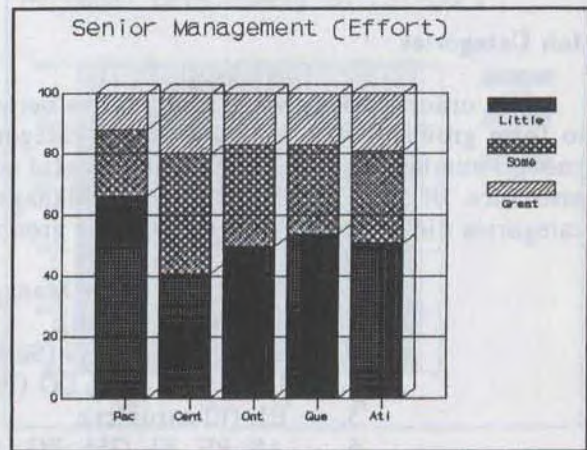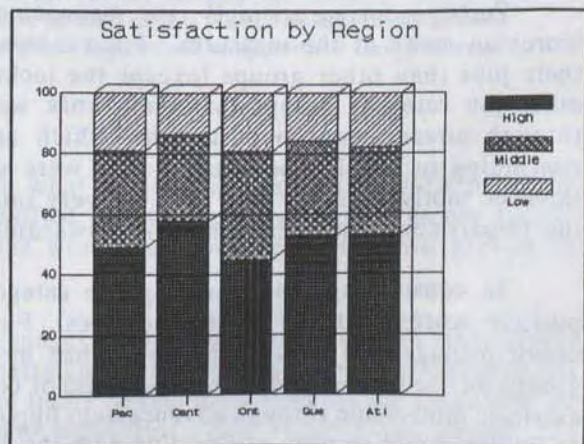
Globally, therefore, regions present clusters of attitudes which place them in a certain order of "quality of the working environment." Central Region would rate the highest, the Pacific Region lowest, and the other regions in between in an indeterminate order. It is important to note, however, that this ranking is only relative and does not imply that there is no room for improvement in the regions which are higher than the others[Note 5]

Job Categories

In order to make valid comparisons between different job categories, it was necessary to form groups of conceptually similar categories such that each group would have a large enough number in it to facilitate meaningful comparisons. This grouping was done with the assistance of the Human Resources Management Directorate to ensure that dissimilar categories did not end up together. The groups are as follows:

1. EX, DM (Senior Management, Deputy Minister);
2. SM (Management);
3. ENG, SE, PC, CS (Scientific, Computer Systems);
4. LS, ES, IS, PM, CO (Professional, Administrative);
5. EL (Electronics);
6. AS, PE, FI, OM, PG (Administrative);
7. DD, EG, GT, PY, SI (Technical);
8. GL, GS, HP (Operational);
9. CM, CR, DA, ST (Administrative Support).

Of interest was whether there were some groups that have more positive or more negative experiences than others in the Department. Thus, the above groups were compared on all summary ratings and several individual questions in the questionnaire.

Perhaps not surprisingly, the management groups tended to have the most positive scores on many of the measures. For example, these two groups were more satisfied with their jobs than other groups (except the technical group), and felt more strongly than all other job category groups that their work was relevant, they receive extrinsic motivation through advancement opportunities which are related to their performance, they were continuing to develop personally, they were working to their potential, their jobs provide intrinsic motivation and their jobs are very interesting. Thus it appears that management in the Department find their jobs more rewarding than other groups.

In considering the remaining job categories, the technical group had the next most positive scores on many of the measures. For example, although typically lower than the senior management groups, this group had more positive scores than all other job category groups on the following dimensions: sense of contributing to overall production, experiencing extrinsic motivation through advancement opportunities and through less tangible factors such as challenge and respect, satisfaction with the external environment (e.g. training, equipment, direction), interest in the job, intrinsic motivation, participation in management (e.g. suggestions from employees welcomed), personal development, working to potential, and job satisfaction, in addition to several other measures.

Among the other category groups there was little variation. On some individual questions, groups other than the ones mentioned above might be the highest. For example,

the EL group is the most satisfied with their pay and with opportunities for promotion (out of all categories), but in general there were few differences.

At the other end of the scale, however, a very clear picture emerges. The administrative support group has the most negative scores on many of the measures. For example, this group is the least satisfied with their jobs, and lowest on several summary ratings such as extrinsic motivation through advancement, intrinsic motivation, personal development (see Table 17)[Note 6], working to potential and autonomy. As well, this group has the highest rate of symptoms of burnout. This indicates that the working experience of this group is one of the most negative experiences in the Department. Several insights about the working conditions of this group were offered in the written comments as well as during the feedback-and-discussion meetings:

Table 17

Personal Development by Category
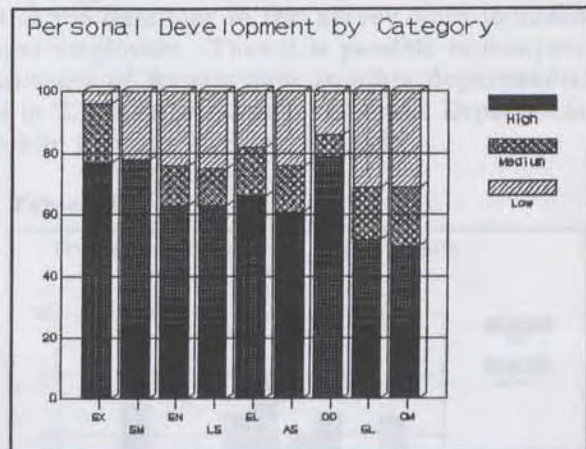
Clerks are not given recognition for their work and are treated as lesser individuals.

CRs have the most bosses which also means the most negative experiences.

If you're a CR, no matter how hard you work, you can't get ahead. It's a dead-end job.

Little opportunity for advancement for women in the support category (i.e. clerical, secretarial, administrative support) regardless of ability, initiative or work record. Little encouragement to lower level employees to understand the overall mandate of the Department as opposed to their own small branch's mandate.

Impact of DM Priority Changes

In the survey, employees were asked to what extent changes in the DM's priorities affect their own work. Respondents were classified into two groups: those who are greatly affected and those who are not. Comparisons were made between these two groups on dimensions which were considered relevant.

Employees whose work is affected by changes in the DM's priorities are more likely to feel that the DM gives leadership to the Department than those whose work is not affected (30% vs. 20%). As well, this group is also more likely to feel loyal towards the DM (39% vs. 26%), the ADM (41% vs. 31%), the immediate supervisor (72% vs.63%) and toward the Department (67% vs. 54%) than those who are not affected by changes in the DM's priorities. These findings are likely a reflection of general differences due proximity such as in information received. For example, employees whose work is affected are more likely to say that they receive information about Departmental priorities from their immediate supervisors and other supervisors than employees not affected (49% and 24% vs. 33% and 15% respectively). However, notwithstanding these differences, the group of those employees most influenced by DM priority changes still does not show overly enthusiastic views on the

situation at the senior management level.

COMPARISON TO OTHER DEPARTMENTS

A survey was conducted in 1986 by David Zussman and Jak Jabes which assessed the attitudes of federal public servants. This survey only examined the attitudes of three levels of management: EX, SM and SM-1. Several of the questions in this survey were included in the survey of Department of Communications employees. Thus it is possible to compare the attitudes of management here with the attitudes of management in other departments. The complete comparative analysis is presented in "Contrast of Attitudes Between Department of Communications Employees and Federal Public Servants" (Zussman, 1988).

Overall, managers in the Department are as satisfied with their jobs as are managers in other Departments. When comparisons are made, however, among the three levels of management it appears that EXs in this Department are much less satisfied than EXs in other departments. In response to the statement "In general, I am satisfied with my job," 73% of EXs in other departments versus only 53% of EXs in this Department agreed.

Managers in the Department are less likely to say they are proud to work for their Department than are managers in other departments (53% vs. 70%) (Table 18). As well, managers here feel less loyalty to their Deputy Minister than those in other departments (34% vs. 56%) (Table 19). Although equally likely to feel loyalty toward the Canadian public (82% vs. 84%), managers in the Department are slightly less likely to feel loyalty toward their Department than are managers in other departments (59% vs. 69%). When asked whether their Department has a real interest in the welfare and overall satisfaction of its employees, managers here were half as likely to agree with the statement than were those from other departments (23% vs. 12%). Finally, management here agreed slightly less than management elsewhere that what happens to the Department is important to them (84% vs. 75%). Overall, it appears from these figures that management in this Department identifies less with the Department than management in other departments.

This may be partly due to differences in the communication processes in the Department. Management here is much less likely than management elsewhere to feel that they know the goals of the Department
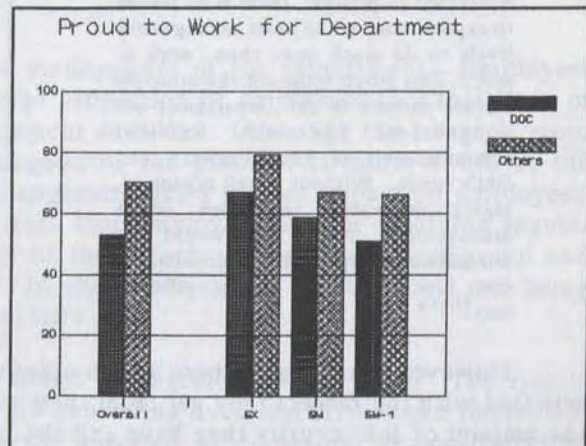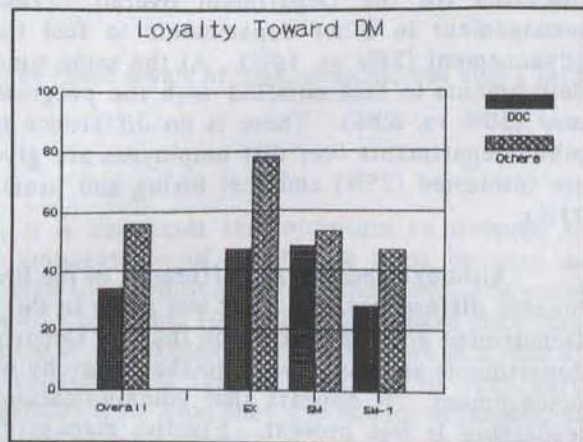
Table 18

Proud to Work for Department

Table 19

Loyalty Toward DM

well (57% vs. 74%) (Table 20). As well, managers in the Department are less likely to feel that they know the needs of their department's clients (70% vs. 92%).

Table 20

Zussman comments on the ramifications of the above findings as follows:

> When the most senior group in a bureaucratic environment are not highly motivated to perform, there is no reason to expect those at the lower management levels to do much more than "work to rule". This group while not the principle culture carriers in the Department are nonetheless the most critical communicators of the Minister's and DM's needs. Without a well organized, highly motivated and open senior management cadre, it would be unrealistic to expect that a department can function in a highly efficient way.[Note 7]
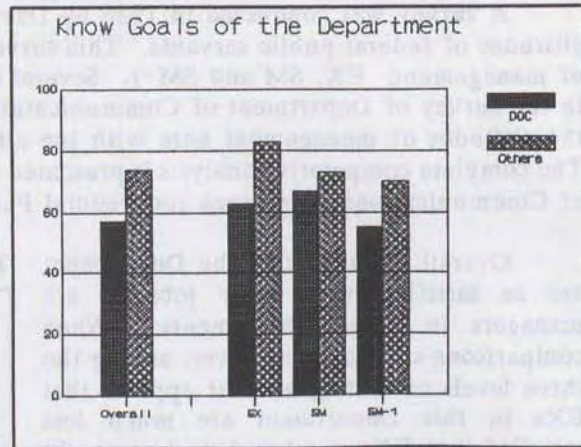
However, management here and in other departments are equally likely to report feeling satisfied with the respect they get from their superiors, the amount of challenge in their job, the amount of job security they have and the feeling of worthwhile accomplishment they get from doing their job. In terms of autonomy, managers in the Department are more likely to report satisfaction with the amount of independent thought and action they can exercise in their job than are managers in other departments (78% vs. 61%). However, management here are less likely than others to feel that they have the authority they need to accomplish their objectives (52% vs. 66%).

Management in the Department shares the same feelings about advancement as was discussed for the Department overall. They are slightly more likely, however, than management in other departments to feel that doing their jobs well will contribute to advancement (24% vs. 16%). At the same time, they are less likely than managers in other departments to feel satisfied with the progress they have made in their Department up to now (50% vs. 60%). There is no difference in the extent to which managers here and in other departments feel that employees are given fair consideration for jobs in which they are interested (25%) and that hiring and promotion decisions are based on merit (26% and 31%).

Although there is no difference in the levels of job satisfaction, there are several other notable differences. There is less pride in the Department, lower levels of knowledge about Department goals, a perception that the Department has less interest in employees than other departments and less loyalty to the hierarchy on the part of Department of Communications management. It appears that communication does not flow as well and that a sense of leadership is less present. Finally, managers in the Department feel that they have less authority to manage than managers in other departments.

PROBLEM AREAS AND EMPLOYEES' SUGGESTIONS

Employees like their jobs and find them interesting and challenging. However, there are several problems in the Department which relate more to the environment of individual jobs rather than to the jobs themselves. Thus, many of the problems are within management's control. This section will outline what some of these problems are based on the survey results and feedback-and-discussion meetings with employees. Employees' suggestions for improvement are also presented.

Management

Problem Definition

Perhaps the clearest problem lies in the management of the Department. Employees have a negative image of management. A large proportion of employees feel that little or no effort is being made at day-to-day management activities. Although the image is more negative for other superiors and senior management, the problem is more severe at the immediate supervisor level as this level of management has a greater impact on employees' daily working environment. The results indicate that employees are not receiving regular feedback about, direction on and organization of their work, information about group and Departmental priorities and career analysis. In short, employees say they are not being effectively managed by their immediate supervisors.

The problem with other superiors and senior management is less clear. The results indicate that these two levels of management are expending even less effort than immediate supervisors at management activities. Comments provided by employees demonstrate that these ratings stem largely from a lack of presence. Many employees stated that they are not sure who these people are, let alone know what it is that they do.

> ...Relations to 'Director' level are excellent. Have never met the DG.

> My only significant concern is that there is so little communication with Senior Management...I think we have excellent Senior Managers who are also good leaders, but the message is not getting out...

> ADMs are, in general, absent characters.

Thus the problem is not only a negative image of these levels of management, but also a lack of an image.

Employee Suggestions

As this is one of the larger problems, it is important that attention be devoted to management in the Department. Effective management of employees must be seen as something which is valued so that people will take the time to be good managers. It appears that management training needs to be addressed. Comments from employees have indicated that the present training programs are inadequate or nonexistent. As well, there is a lack of consideration of management ability in the criteria used for the selection of managers. Employees are not aware of who senior management is or what they do. Senior management has to make an effort to be more visible, in terms of both physical presence and directives. Suggestions from employees include:

Employees should be given an opportunity to comment on their superior's performance in a way that would be non-conflictual and safe for the employees.

...Management should make a better effort at being more responsible and show more interest with the concerns and needs of the working level...

Senior Management should find out what we are doing, how we are presently doing it and discuss more often if Senior Management is satisfied with the results...

Better evaluation of the competence of supervisors prior to appointment.

I would like to see management manage their time better. For instance, every time I have had a meeting with a DG or ADM, it has been postponed/delayed. It seems we are always on call. It affects management of our own time.

...It would be nice if some of the DGs knew the names of the people who work for them...

Pride

Problem Definition

Just over 50% of all employees stated that they are proud to say that they work for the Department. While this situation could be much worse, this still is quite low (especially considering the comparative data presented in the previous section). Employees who are proud to work for the Department could be expected to expend more effort at doing a good job, thus it would be desirable to have more than 50% saying that they are proud to work here. Employees offered several ideas which might have a bearing on the level of pride in the Department. A central theme concerns a lack of awareness of what the Department does on the parts of both employees and the general public.

In my dealings with the general public, many people do not know that this Department can offer various services to them and in many cases the general public do not know that we exist...

Employee Suggestions

The written comments and discussions at the feedback-and-discussion meetings indicate that a major cause for low levels of pride in the Department revolves around a lack of awareness of the Department's activities, on the parts of both employees and the general public. To remedy this it would be necessary to focus on two different campaigns: one to increase employees' knowledge about the Department and the other to increase public awareness. "Communications Express" has been suggested as a possible vehicle for the first task. Several suggestions were also made concerning how public awareness could be improved:

I would like to see TV and/or radio commercials on the Department explaining our contributions and reasons for being.

...We should publicize what we are doing for the Canadian Public.

Should have more "freebies" for the public to have (e.g. frequency map, guide for radio operators). For the 20th anniversary, we should have something to give away (e.g. lapel pins).

How employees feel the Department cares about them also will influence the amount of pride they experience in working for the Department.

Welfare

Problem Definition

One of the more alarming findings is that only slightly more than 10% of all employees feel that the Department has a real interest in the welfare and overall satisfaction of employees. It becomes surprising that employees have any loyalty toward the Department or care about what happens to the Department. A myriad of examples were offered by employees to explain why they feel the Department does not care for them.

> The delays and errors of Pay and Benefits staff are responsible for more than half the morale problems in the Department. Along with delays in classification, the inability to handle these problems reflects poorly on Senior Management.

> There are a lot of good people where I work who are no longer sure what to do, when to do it, or when and if to stop. Senior management seems to care little for all of these "mundane" little workers and their functions.

> I think it's terrible that this Department staffs higher level positions with outside people and never look at the existing staff to promote. Personnel told me it was too much trouble moving people around, easier to staff from outside. I'm sorry I'm such a bother.

> In the years I have been with this Department it has been my impression that management does anything to make themselves look good regardless of the others. In doing this, it gets them up another step on the ladder. I don't think this Department cares much for the working class. They seem to be the first ones cut.

> Having received "superior" performance for last several years has meant nothing financially or recognition-wise.

> Never receive any praise for a job well done. I find if you make an error my superior is quick to criticize, but never gives anyone positive feedback.

> Concern for employee's morale is non-existent. Machines (computers) get treated better than people (i.e. problems with pay, leave, etc.).

> Working conditions: air in buildings, furniture, office supplies (deal directly with SSC). Human conditions: unreasonable deadlines, failure to grant annual leave sometimes. Personnel services (pay and benefits especially) could be much better. Senior officials remote from the employees. Some ADMs and the DM are unwilling to solve problems. Worst place I have worked in the federal government.

Employee Suggestions

There are two general areas in which improvement could lead to a greater perception that the Department really does have an interest in the welfare and overall satisfaction of its employees. The first is recognition of employees. Many employees stated that they do not feel appreciated in the course of their daily work. Management needs to focus more on acknowledging good work and extra efforts. The other area is much broader and thus may be more difficult to ameliorate. Most of the comments which indicated the sense that employees feel the Department does not have their best interests in mind centre on instances in which the individual's needs and desires are not met. The most frequent complaint

concerns Pay and Benefits and other central services. Employees wait for extremely long periods of time for various payments to come through (e.g. overtime, salary changes as a result of reclassification). This factor is also influenced in the regions by the extent to which employees feel they are excluded from activities and decision-making at headquarters. Some suggestions which were made include:

> I am a working mother and would like to see more opportunity for job-sharing in the Department.

> ...The changes that I would like to see take place would be a) For management to show that you belong, that you are an important member of the organization, no matter what level you are; b) more caring and sharing would be desirable...

> ...Would like to see a more humane work atmosphere (e.g. compensatory time off for overtime or overtime pay, smoking areas in building, greater recognition for personal achievement, better communication of what we are doing and why we are doing it).

> ...Establish an assistance program for work teams conducted by professionals in the field of psychology to help us understand and function in this difficult environment.

> Job rotation.

> Encourage educational leave.

> ...Place more emphasis on personal satisfaction by really allowing for flexible hours and work weeks.

> Establishment of permanent designated smoking rooms on each floor (Current smoking regulations are draconian and absurd). Immediate and considerable increase in ST group salaries. 100% Dental plan coverage. 4 day work week implementation. Liven up drab/dull architecture and surroundings.

Training

Problem Definition

The survey results illustrated the point that employees are not happy with training. Employees said they are not satisfied with the amount of training they receive and they feel that their immediate supervisors do not devote enough effort to offering training relevant to current positions nor to training which could lead to a promotion. Further comments provided by employees demonstrated that not only is there dissatisfaction with the amount of training, but also with the quality and relevance of that training which is received.

> The available technical training is not keeping up with the field.

> People are often sent on training which is not appropriate: people are sent on a course just because it's there, thus we're not necessarily getting the best value for the dollars spent.

> Lack of training funds to sometimes adequately prepare staff for the activities they encounter. Example: in the EL group we hire technologists, provide training in regulations, then utilize these same staff for PR work.

> There is so much bureaucracy in training that you can't be flexible in sending people (have to go when it's offered).

> People get the training manual one hour before it has to be returned, or don't even get it at all.

> People stop bothering because of all the hassle.

Employee Suggestions

Employees are not satisfied with the amount of training they receive. It is important that training be given a greater priority so that it is available to all employees. Management needs to place greater importance on this to ensure that sufficient budgets are in place for adequate training.

> The lack of training opportunities in those regions that are removed from the centres of technological development are resulting in a concentration of expertise near those centres only. More time, effort and money must be committed to ensure that training opportunities are made available to all regions.

> Conferences should be included as training under the same budget.

Many employees commented that they are unaware of what types of training exist. Should employees hold the responsibility for finding out about training, or is this something that management should be doing? Placing responsibility with management would help ensure that all employees receive consideration. This would fall under the rubric of providing career analysis for employees. On the hand, placing responsibility with employees themselves might ensure that those who are interested will seek out the necessary information. It is important that information about training be easily accessible to all employees and that it be provided far enough in advance of deadlines for efficient decision-making.

> I would like more counselling on training and development - what's available, what I'm entitled to at my present level - what courses to take to increase my chances of advancement.

> Should have a training program (plan) tailored to each individual job.

The quality of the training that is available now has also been criticized. Employees have stated that they are unable to receive technical training which is up-to-date. Other employees have said that they are sent on courses simply because they are due for a course. As a result they receive training which is not appropriate.

> There should be more on-the-job training: shouldn't have to send people away for what supervisors should be able to do.

> People who train in the Department should be trained in how to train.

It is clear that the issue of training needs considerable attention to determine how to communicate what is available, how to decide what training is appropriate for each employee and how to improve the quality of the training that is currently available. This should be done in the context of a global career analysis.

CR Category

Problem Definition

In comparing the various job categories on several variables, it becomes very clear that the CR group has the least positive working experience of all job categories. This group has the highest rate of burnout, and the lowest ratings of satisfaction, autonomy, personal development and working to potential. Comments offered by employees indicates a sense of

frustration in this group. CRs feel not only that they are treated less well here, but also that there is nowhere else for them to go.

> The CR group gets the most menial work. People push and push to get the job done, yet when cuts have to be made, it is the CR group that is the first to go.

> Senior Management of our Department makes no effort, gives no encouragement and provides no proper training for the CRs for advancement. When you are in the CR group, it is a lost cause...

> Stress is passed down to the lowest level: CRs. They have the most bosses, the most paperwork and the least control over their work.

Employee Suggestions

No specific solutions were offered by employees although the following comment indicates that employees feel the situation should be changed.

> I sincerely feel that the clerical employees of this Department are often the last to be given recognition, the last to be given opportunities for advancement. Perhaps it is time to look closely at these problems and to do something about it.

Merit Principle

Problem Definition

The perception of a majority of employees is that the merit principle is not being applied in terms of promotions in this Department. This belief is held even by senior management. Several employees expressed dissatisfaction with the application, or lack thereof, of this principle. There is a feeling held by some employees that people do not receive fair consideration for job openings in which they are interested.

> If one good thing comes out of this survey, it would be to ensure a fair and equitable system for advancement and lateral training.

> Frequently promotions are politically (internal) motivated with little opportunity for true competition - merit principle not honestly applied.

> Competition process in theory is good; in practice, a farce.

> ...People are given indeterminate jobs, from terms, just because they have a pretty face and a friendly disposition...

> ...People are appointed to management positions on the basis of favouritism rather than merit and ability...

> The situation that bothers me most is the limited opportunity for advancement of a unilingual person as such a high percentage of positions are bilingual. Therefore, I see less productive people get advancement simply because they are bilingual so I often have a trapped feeling and believe that the best person should get the job not just because of language requirements.

Employee Suggestions

This area is of special importance to employees in the administrative support categories. Many of them feel that they are not given an opportunity to develop and advance. It is

important not to overlook this group when considering training which could lead to a promotion. In general, however, employees of all categories feel that career development and planning is not a priority of management's. This could explain the dissatisfaction with opportunities for advancement. Once again, management needs to include this as an important part of overall management duties.

> Offer lunch time seminars with respect to career advancement within the public service as well as on general technical subjects.

> There should be a formal career development counselling program.

> No counselling of employees re potential for improvement outside direct performance evaluation - would like to see a grooming system introduced.

> Encourage employees to apply for international positions (CCIR, CCITT, UIT, IFRB) by allowing for unpaid leave and even providing financial assistance rather that insisting that employees resign if they obtain a position for one or two years. Some governments and even some sectors in DOC recognize that there are benefits to the organization from work in an international environment.

Opportunities for Promotion

Problem Definition

A major source of frustration for employees is their dissatisfaction with their opportunities for promotion. This is related to the above concern with the application of the merit principle. Employees also feel that they do not receive any career analysis, information or training which would help them to achieve promotion.

> We don't receive training or advice which could help us to look outside DOC for promotions. We could progress, but options aren't presented or made available.

> Lack of information on promotion opportunities. The procedures are kept secret, and you have the impression that the members of a network get the jobs with very little considerations of their abilities.

> I find it is very difficult to have access to opportunities for promotion outside a branch because of a lack of information, relevant experience and knowledge of the other branches...

> The only way to get ahead is to suck up to your superiors - which is fundamentally incompatible with doing a good job in most cases.

Employee Suggestions

Limited opportunities for advancement are a major source of frustration for employees. Lateral transfers were suggested by many employees as being desirable, yet difficult to obtain. Efforts should be made to look for alternatives to promotion, such as lateral transfers, special assignments and job rotation and ensure that these alternatives are encouraged to reduce the frustration experienced by employees.

> Lateral transfers should be encouraged to develop staff and prepare them for competitions.

> When new positions in the Department become available they are not widely published. I think that personnel should have some means for those that are looking for advancement or simply a different job to be put on a list and notified of upcoming competitions.

Provide easier mechanisms for lateral movement so that people can avoid dead-end jobs.

...Management does not seem to be interested in promotions for the employees. Since we are a small Department we accept that promotions may be limited, but why not encourage assignments in other Departments to broaden our knowledge of a particular specialty and in the hope that this will contribute to developing our careers...

Communication

Problem Definition

Several questions in the survey assessed various types of communication including feedback about performance and information about Departmental goals and priorities. The general feeling held by employees is that the flow of communication is not very effective. There were many examples of poor communication in the Department which were described in the written comments:

The thing that surprises me the most about the Department of Communications is the lack of communications...

We don't know what the Department is doing or where it is heading.

The "little people" don't get a chance to communicate to senior management.

Ottawa does not understand the regions and does not tell regional employees about Departmental trends.

Information is coming down at too high a level for comprehension by lower levels.

...Internal communications within the Department are mostly vertical, resulting in sectoral isolation/alienation...

We are always the last ones to find out about changes...

Some sectors do not advise or provide information when they operate in our district. This often causes embarrassment when we are questioned by the public...

There is a considerable lack of contact between the policy sectors (working and chief levels) and senior management which results in poor communication, low morale and a lack of clearly understood goals...

The way information is passed down from HQ. Many times it is incomplete, not thoroughly evaluated, excessively delayed, or doesn't come until it has been requested. This puts District Office staff in an awkward position in situations where some of the clients have information before us or we have to find out answers that have already been sought by others.

My employees do not believe that they are supported by senior management. There is very little information regarding Departmental priorities, policies and major concerns. We learn as much about this from the media as we do from our own senior management...

...Our supervisor tend not to circulate information concerning policies, projects and new developments in the Department to our level. They seem to be applying the principle that it is easier to control poorly informed people.

Employee Suggestions

This is one of the problem areas which receives the most discussion. Internal communication in the Department is simply not very effective. Information is not reaching

all employees at the same time, or not at all. This was mentioned as a problem in the regions where employees feel that Headquarters does not make enough of an effort to provide timely communications. This is also reflected in the ratings of management as it relates to top-down communication. The type of information that should be going out also needs to be reevaluated. Many employees report not knowing what other sectors and branches do, in addition to not being clear about what are the Departmental goals and priorities and who are their clients. In order for the Department to work more effectively it is important that employees have a better understanding of what the Department does and which groups in the Department are responsible for which activities. Of course internal communication goes far beyond this to include more routine information flow which also seems to be lacking.

It would be helpful to have an info-package on each branch and sector available for new employees or new branches.

...Encourage officials in headquarters, especially employees dealing with the regions, to spend some time there and to become more aware of regional realities.

More staff meetings - more information on what other sections are doing.

The DM could issue a Communigram to outline the mandate of DOC and a forum could be set - maybe in the summer in the outside foyer. This could be an opportunity for individuals to "recognize" their ADM, DM and Minister...

Staff who are responsible for preparing briefing notes for strategies for the Minister, DM or ADMs attend briefing sessions and debriefing sessions so that they can get immediate feedback.

Circulars of Senior Management meeting minutes including attendance, agenda and decisions taken.

...I do not like to see duplication of effort and most of my co-workers are aware of identifying and avoiding this. However, this is not a large problem within one region but between regions and between regions and headquarters it seems to be a greater problem. We need better communication between these large areas to try and avoid duplication of effort.

Internal communications (newsletters) by sector and section could be produced on a regular basis to improve employee awareness and understanding of the various levels of the Department and their functions.

RECOMMENDATIONS AND ACTION PLAN

Before a formal implementation plan is prepared, the following recommendations should be discussed and approved by senior management. These recommendations are derived from the data analyses, written comments and feedback-and-discussion meetings with employees. The general theme under which these recommendations are developed is referred to as participative management.

Participative management is a process by which all members of an organization have some say about their jobs, the organization and the work environment. This occurs through appropriate channels of decision making and communication. Management encouragement of employee participation often leads to ideas and actions for improving operational effectiveness and efficiency. Improved morale and work environments and increased productivity can result as well. While management retains the final responsibility for the achievement of objectives, participative management allows all employees to utilize their knowledge, experience and expertise to the benefit of themselves and the Department. The problems identified through the survey and for which recommendations are made can be related to a lack of participative management.

This is more than a series of techniques, however. Participative management is an attitude which must filter through the Department from top to bottom. This attitude has three basic tenets:

*   individuals are the key to the success of the Department

*   each manager's role is not only to let individuals come up with ideas and suggestions but also to seriously consider these inputs

*   the human resources management philosophy focuses directly on individuals in terms of information to give and receive and in terms of sustaining this effort.

There are several conditions which must be present in order for a participative management approach to be successful:

*   management must be committed to an open, nondefensive style of operation that includes sharing appropriate information with employees and inviting their input regarding problems, opportunities and implementation of improvement plans

*   the Department must recognize the importance of human resources management in its strategic and operational planning; the necessity of having sufficient and well-trained employees must be a primary consideration

*   the Department has established the necessary mechanisms for the integration of human resources considerations into routine decision-making

*   the Deputy Minister's office establishes a climate which permits the integration of human resources considerations into the decision-making process

* the Department must accept failure philosophically; participative management cannot survive in an atmosphere which does not support innovation, and therefore, errors

* supervisors must be trained to function effectively in a less directive, more collaborative style

* traditional status barriers must give way to permit the establishment of an atmosphere of trust and open communications

* employees should receive feedback on results achieved and recognition for superior performance

* both positive and negative outcomes should be analyzed and evaluated, and these results used to work toward continual improvement of the system.

With this in mind, the following recommendations are presented as they relate to the six operating principles of the Department: service as our highest goal, caring about individuals, good management, effective communications, recognition of achievement and teamwork and shared values.

"Service as our Highest Goal"

Serving the public is our first task as public servants. The public is represented by both client organizations and individual Canadians who are the producers and consumers of communications and cultural products and services. In order to serve our clients well, it is necessary not only to know and understand what are their needs, but also to know what are the goals of the Department.

The survey results indicated that management in the Department feels less than managers elsewhere that they know the goals of the Department and the needs of its clients well. If management do not feel they are familiar with the needs of the clients, the problem must be even greater for non-management employees.

Information pertaining to clients and client needs exists, however it appears that it is not being transmitted effectively. This then becomes a communication issue: information is not getting through to all employees. The message that communication is valued in this Department must be conveyed to all employees so that the flow of information can proceed efficiently and effectively. It is important to recognize that communication starts between the employee and the supervisor and goes both ways. All employees, therefore, must take the responsibility for improving communication in the Department. This is a basic foundation for participative management.

"Caring about Individuals"

The general focus of this operating principle is that the Department cares about its employees. This should be reflected in importance being placed on individual development, career advancement (with respect for the merit principle) and job satisfaction.

The survey results indicated that employees tend to feel that they are able to develop and learn new things on the job. On the other hand, employees do not feel that the Department cares about them and there are several problems with respect to career advancement and perceptions of the application of the merit principle. In addition, the potential exists for job satisfaction to be increased in the Department. As a result, there are several recommendations related to this operating principle which have been grouped into four themes.

Welfare

Employees need to feel that the Department does care about them in order for them to be truly motivated to do excellent work. To achieve this, there are several areas which need improvement.

Although pay and benefits is not the only problem, it certainly is the one cited most frequently. Improvements are desperately needed and therefore attention should be devoted to resolving problems in this area.

Several employees expressed concern about the inflexibility of their managers. This could be a function of managers not knowing what discretion they do have. An effort should be made to inform managers of areas in which they can exercise some flexibility.

Employees also have suggested that they are not aware of what benefits they are entitled to. Information on current benefits should be more readily available in order that more employees take advantage of services to which they are entitled.

Many of the problems in the Department can be linked to an ineffective communication system. The establishment of a structure which will allow for the fast and efficient transmission of messages to all relevant employees should be made a priority. This could, for example, be an electronic mail system once the hardware is in place.

Finally, managers can impact on employees' perceptions of the Department's interest in them by modifying their management styles. More direct contact with employees is important. Managers should be ready to recognize good work, as well as the employees who do the work. It is important that managers, and especially senior managers, assume an active leadership role in the Department as well.

Administrative Support Category

Efforts must be made to enhance the quality of the working life for this group. One initiative, from a participative management approach, is to include this group in decision-making such that they have a say in their work and work environment.

Many employees in this group have commented on the excessive workload. Something should be done to bring the workload to more realistic levels where a problem exists. For example, the introduction of answering machines for officers could relieve this group of some phone duties which detract from their own responsibilities.

The image of this group should also be enhanced as it represents an essential function within the Department. Good work should be recognized more frequently. Employees in this category should also be considered when evaluating employees for promotion in order that those employees with potential are identified and placed where they can best serve the Department.

Merit Principle and Advancement

Supervisors should engage in career analysis with their employees. This involves the establishment of career objectives by employees, and then together with supervisors, assessing career potential and making a concerted effort to achieve this potential. Career analysis should become a corporate trademark for the Department. This should be incorporated as part of the performance evaluation of all managers. Information should be made available to instruct supervisors on how to do this effectively.

The establishment of a career resource centre which could include literature on career development and listings of all competitions would facilitate individual career analysis. It is important that the regions not be excluded from such a service as well.

Many employees expressed dissatisfaction with the length of interim positions. This practice should either be discontinued, or the reason for having long acting positions in general, and for each specific case in particular, should be clearly explained to employees.

Finally, the outplacement service offered by human resources could be expanded to provide assistance to employees who feel they are stuck in their jobs and require information on how to change positions.

Training

A common complaint is that training budgets are sorely lacking; thus, training must be given a higher priority. More attention to individual career analysis will necessitate investigating training options and alternatives. If supervisors are evaluated on the effort they devote to offering training to employees they will be more likely to expend the necessary energy to ensure that all employees are adequately trained.

In some branches, training funds are left to lapse because training is seen as a secondary priority. The creation of a "career analysis culture" should redress some of these attitudes, but special attention should be given to branches lapsing training funds.

"Good Management"

This operating principle emphasizes the practice of good management which encompasses carrying out many managerial activities effectively. Participative management provides a theme under which these activities should take place to ensure that all employees have some input about their jobs, the Department and the work environment.

The survey findings indicated that there are many problems with current management practices as employees have a very negative image of all levels of management. Therefore, several recommendations bear on this operating principle.

It is important to recognize that, although a good idea in the long term, management training will not provide a fast solution to management problems. A change in the cultural environment of the Department will have to occur to ameliorate the situation. For example, supervisory skills have to be recognized as important. Thus, people management abilities should be included on performance assessments and should be a criterion used in the selection of managers. The emphasis has to be on hiring managers on the basis of their people management skills.

In the meantime, the current supervisory and middle management training programs should be assessed to determine whether they are meeting the needs of managers. Perhaps a series of lecture sessions on specific people management issues would be effective in generating a common base of knowledge about the practice of management.

Employees' Responsibilities

While it is recognized that managers have to provide particular attention to people management, one should not conclude that employees have no responsibilities of their own. In the spirit of establishing a "social contract" between management and employees, means should be taken to promote responsible behaviours such as:

* expressing contentment and frustrations openly with superiors

* participating in work planning

* participating in work group performance assessment

* participating in solving group problems

* thinking through training and career analysis

* finding ways to generate better quality production and greater productivity within exiting means.

Senior Management Image

Employees do not have a strong, positive image of senior management. An interesting exercise would be to study the content of communigrams sent to employees from the DM and the ADMs to discover what message it is that they are sending to employees. This should lend some insight as to why employees do not perceive senior management as providing effective leadership.

The evidence suggests that there are strong barriers to top-down communications (for example, lack of direct contact). The survey results indicate that information is not getting through. It is important that senior management convey the message that effective communication is valued in this Department. They will have to emphasize that all managers need to communicate regularly and effectively with all employees.

Finally, senior management should push for implementation of a two-level down rule in which all managers have to have regular and direct contact with not only employees who are one level down from them but also with all employees who are two levels away. This is

not to suggest that superiors should control the activities of employees who are two levels away. Instead, the emphasis is on direct contact which will greatly facilitate the flow of communication.

"Effective Communications"

The emphasis of this operating principle is on good internal dialogue at all levels with effective communication occurring horizontally as well as vertically. This principle is very important as efficiency and motivation depend on employees knowing what is going on in the Department. This principle is the cornerstone of participative management. There are several recommendations which are related to this.

The first step has already been discussed: the message that communication is valued in this Department must be conveyed to all employees so that the flow of information can proceed efficiently and effectively. It is important to recognize that communication starts between the employee and the supervisor and goes both ways. All employees, therefore, must take the responsibility for improving communication in the Department.

Many employees have stated that they do not know much about the Department. A formal orientation program for new employees could get people off on the right foot. An employee handbook with necessary information about the structure and activities of the Department as well as information about employee rights and responsibilities would also be of assistance.

Finally, more resources should be dedicated to internal media such as Communications Express so that the information needs of all employees are able to be met. An evaluation of Communications Express would provide an indication of how this medium for internal communication is currently functioning and how it could be improved.

Other recommendations above also address this problem in more or less direct ways.

"Recognition of Achievement"

The Department is committed to high standards of achievement and thus strives to provide conditions of employment which encourage and recognize excellence. Currently, the level of pride in working for the Department is low and needs to be improved. Improvement could be expected to occur as a result of the implementation of this operating principle.

As well, advertising which promotes the Department and provides information on the functions and activities of the Department is recommended as a means of increasing pride and publicizing Departmental achievement. As well, employees' awareness of what the Department does needs to be increased. A lay person's version of the mission statement would assist with this as it would be something that is easily remembered to describe what the Department does.

"Teamwork and Shared Values"

Through the identification of common goals and cooperation in sharing knowledge and experience it is hoped that a sense of team-building can be developed in the Department. The results of the survey indicate that there are no serious problems in this area. During the feedback-and-discussion meetings some employees stated that they don't often know what other sectors are doing and that this makes teamwork difficult. However, in the survey, employees indicated that duplication of effort does not frequently occur. As well, employees indicated that there is good cooperation between different work teams. Both of these findings indicate that there already exists a sense of teamwork in the Department which only needs to be fostered and directed at corporate level efforts.

Follow-Up

An implementation plan is being developed by the Human Resources Branch which will indicate what action is to be taken in reference to the above recommendations.

A similar survey should be conducted every two years in order to monitor the ongoing situation in the Department. This will enable the identification of areas in which improvements have occurred and those which are still in need of attention.

APPENDIX A

SURVEY CHRONOLOGY

SURVEY CHRONOLOGY

Tuesday, March 1:   mailout of the questionnaire began and was completed on Thursday, March 3.

(The designators received from pay and used to address the envelopes containing the questionnaires did not correspond to the designators used by the mailroom. Thus, there was much confusion as questionnaires were not going out in groups to the same locations, were being sent to people who were no longer working here, and were going to the wrong places.)

Friday, March 4:   arrangements were made to send the rest of the materials out with the pay cheques at headquarters.

Monday, March 7:   arrangements were made to send the rest of the materials out with the pay cheques at CRC, CWARC, and in the regions.

Monday, March 14:   although the reminder cards were due from the printer on Friday, March 11, they did not arrive until this date. They were sent to all cheque distribution centres on this day to be distributed with the next pay cheque.

Thursday, March 24: the second copy of the questionnaire arrived. We needed 2663 copies, however only 2429 were received. 234 copies due to be distributed at headquarters were not given to the cheque distribution system. All the rest (headquarters, CRC, CWARC, regions) were sent to the cheque distribution centres to go out with the next pay cheque. The printer said that it would take two weeks to print up the missing 300 copies.

Tuesday, March 29: we started to receive phone calls telling us that the second copy of the questionnaire did not come with a return envelope. The printer found the boxes of return envelopes in his warehouse and promised to ship them to us immediately. In the meantime, all pay cheque distributors were called to find and retrieve any extra copies of the second questionnaire. Through this phone blitz, enough extra copies to cover the 234 that were not distributed were found. The assistance of all pay cheque distributors was greatly appreciated.

Wednesday, March 30: the 234 copies of the survey were sent to the pay cheque distributors along with return envelopes. Return envelopes were also sent to all other pay cheque distributors to distribute to all employees.

(There also was a problem with the postage paid coding on the return envelopes. This led to a delay in delivery of the completed questionnaires to the firm doing the data entry).

Mid-April:	The computer data file was available for analysis.
Friday, May 20:	Preliminary results of the analyses were presented to ADMCM who was supervising the study.
Friday, June 3:	Preliminary results of the analyses were presented to DMEC.
Friday, June 10:	The feedback-and-discussion meetings with employees began.
Friday, Sept. 23:	The feedback-and-discussion meetings with employees were completed (with the exception of a meeting held with ADMCM-DGHR on November 15).
Thursday, Oct. 6:	Discussions on the action plan began.
NOTE:	After this process, several refinements to the survey itself have been noted (for example, clarification of some items) and will be incorporated in the next survey.

APPENDIX B

RESPONSE RATES

RESPONSE RATES

GROUP	NUMBER RESPONDING	RESPONSE RATE
TOTAL	1589	67%
TOTAL (specifying sector)	1479	63%
DM/MINO	8	30%
ADMAC	181	65%
ADMCM	193	50%
ADMSM	723	74%
ADMSM-HQ	182	75%
PACIFIC REGION	101	69%
CENTRAL REGION	123	78%
ONTARIO REGION	151	84%
QUEBEC REGION	99	70%
ATLANTIC REGION	70	67%
ADMTT	309	54%
SADM	65	52%

NOTE: These numbers are different in some cases from those which were presented during feedback-and-discussion meetings. The numbers presented at that time were preliminary results. Since that time a closer analysis has enabled a more specific placement for several more respondents. For example, on a questionnaire someone might have indicated that his or her sector is ADMCM and that they work in one of the regions: these types of responses were excluded in the preliminary calculations of the response rate. For the above calculations, anyone indicating that they work in a region <u>and</u> that they work in a regional, district or sub-office was considered to be in ADMSM.

APPENDIX C

SAMPLE REPRESENTATIVENESS

SAMPLE REPRESENTATIVENESS (percent)

CLASSIFICATION		DGHR FILE	OUR SAMPLE
1.	EX,DM	2.2	2.1
2.	SM	1.7	1.9
3.	EN,SE,PC,CS	15.8	15.5
4.	LS,ES,IS,PM,CO	10.0	10.5
5.	EL	19.9	23.8
6.	AS,PE,FI,OM,PG,AT,ED	14.6	16.4
7.	DD,EG,GT,PY,SI	6.0	4.9
8.	GL,GS,HP	2.7	1.6
9.	CM,CR,DA,ST	27.1	23.4

SECTOR

1.	DM/MINO	1.1	.5
2.	ADMAC	11.7	12.2
3.	ADMCM	16.4	13.0
4.	ADMSM	41.1	48.9
5.	ADMTT	24.3	20.9
6.	SADM	5.2	4.4

INCOME

1.	19,999 or less	1.7	1.4
2.	20,000 - 29,999	30.7	25.8
3.	30,000 - 39,999	27.6	27.6
4.	40,000 - 49,999	20.0	24.2
5.	50,000 - 59,999	11.2	12.0
6.	60,000 or more	8.8	9.0

OFFICE

1.	Headquarters	50.6	49.4
2.	Other	49.4	50.6

SEX

1.	Male	60.1	62.9
2.	Female	39.9	37.1

TENURE

1.	0 - 2 years	20.1	16.3
2.	2 - 5 years	17.6	16.2
3.	5 - 10 years	26.7	30.0
4.	10 - 20 years	35.3	33.3
5.	more than 20 years	.3	4.6

STATUS

1.	Term	7.1	7.4
2.	Indeterminate	92.9	92.6

APPENDIX D

FEEDBACK-AND-DISCUSSION MEETINGS

FEEDBACK-AND-DISCUSSION MEETINGS

DATE	LOCATION	AUDIENCE	ATTENDANCE
June 10	Vancouver	Pacific Region	15
June 22	Ottawa	ADMCM	40
June 30	Ottawa	ADMCM	40
July 13	Moncton	Atlantic Regional Office	40
July 13	Halifax	Halifax District Office	12
July 15	Ottawa	SADM-Mngt.	31
July 18	Ottawa	ADMCM-Mngt.	33
July 18	St. John's	St. John's District Office	8
July 19	St. John	St. John District Office	5
July 21	Ottawa	ADMTT-Mngt.	150
July 21	Charlottetown	Charlottetown District Office	3
July 27	Ottawa	SADM	35
August 1	Quebec City	Quebec District Office	6
August 2	Sherbrooke	Sherbrooke District Office	7
August 2	Victoria	Victoria District Office	9
August 3	Montreal	Montreal District and Quebec Regional Offices	20
August 3	Montreal	Montreal District and Quebec Regional Offices	20
August 3	Vancouver	Vancouver District and Pacific Regional Offices	23
August 3	Vancouver	Vancouver District and Pacific Regional Offices	27
August 3	Langley	Vancouver District Office	7
August 4	Montreal	Montreal District and Quebec Regional Offices	20
August 4	Montreal	Montreal District and Quebec Regional Offices	20
August 4	Kelowna	Kelowna District Office	6
August 5	Prince George	Prince George District Office	5
August 8	Ottawa	ADMSM-DGEP	45
August 9	Ottawa	ADMSM-DAP	7
August 9	Ottawa	ADMTT-CRC	250
August 10	Toronto	Ontario Regional and Belleville and Hamilton District Offices	50
August 11	Woodstock	London and Kitchener Districts, Windsor Sub-Office and Acton	20
August 12	Ottawa	ADMSM-DGRR	48
August 17	Ottawa	ADMAC-DGBP	15
August 17	Ottawa	ADMAC-DGAP, DMT, ADMAC	35
August 19	Ottawa	ADMAC-DGMH	25
August 22	Winnipeg	Central Regional and Winnipeg District Offices	56
August 23	Regina	Regina District Office	10

August 24	Saskatoon	Saskatoon District Office	13
August 25	Calgary	Calgary District Office	16
August 26	Edmonton	Edmonton District Office and Yellowknife DD	18
August 29	Ottawa	ADMSM-DGBR	35
September 13	Sault Ste. Marie	Sault Ste. Marie District and Kenora, Thunder Bay, Sudbury and North Bay Sub-Offices	17
September 14	Ottawa	ADMAC-CCI	32
September 16	Ottawa	Ottawa District Office	10
September 23	Laval	ADMTT-CWARC	30
November 15	Ottawa	ADMCM-DGHR	60

Total = 1374

ENDNOTES

1. The vertical axis in each table represents the percentage of employees responding at a particular point on the scale. The scales used in the questionnaire were five-point scales: two endpoints at one extreme (e.g. agree and strongly agree), two endpoints at the other extreme (e.g. disagree and strongly disagree) and a neutral point in the middle (e.g. neither agree nor disagree). Only three points are depicted on the each table: one extreme (collapsing across the two endpoints), the neutral middle point and the other extreme (collapsing across the two endpoints). Refer to the legend for each table to aid with interpretation. Please note that, for the sake of clarity, not all the data are tabulated.

2. Comparisons between and among different groups in the Department are made in the next section.

3. The scale for this item is as follows: 1 = to no extent, 2 = to little extent, 3 = to some extent, 4 = to a great extent and 5 = to a very great extent.

4. DM/MINO is not included in these analyses as the absolute number of respondents in this group is too small.

5. Analyses were conducted to determine whether there are any differences between the attitudes of employees at regional offices and those at district or sub-offices. However, no notable differences between these two groups emerged for any measure.

6. In Table 17 the labels on the x-axis indicate only the first member of a cluster of job categories. Please refer to the list at the beginning of the section on job categories for the complete membership for each bar.

7. Zussman, D. (1988). Contrast of Attitudes Between Department of Communication Employees and Federal Public Servants. P.72.