

# FINAL REPORT

Research Project 233



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## Growing a Constructive Culture at ITD

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Research Program

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# Executive Summary

## Introduction

### Research Objective and Background

In November of 2009, the Board of the Idaho Transportation Department (ITD) hired a new director, Brian Ness. At the time, ITD's performance was in question as the relationship with the state legislature was poor, employees had not received a raise in five years, morale was low, multiple layers of management slowed decision making, and accountability was poor. The new director identified nine priorities: vision, strategic planning, accountability, efficiency, credibility, realignment, employee development, compensation, and culture. This research project focuses on the culture effort.

In 2012, ITD formally engaged in a process to transform its culture using a model developed by Human Synergistics® International. James ("Jim") Johnson of Level Three Performance Solutions was contracted to assess and support the growth of a constructive culture including intensive assessments and coaching of ITD's top two levels of leadership. Thomas DeCoster, Ph.D. was engaged to provide technical guidance for developing leadership curricula, communication curricula, and additional coaching services. The Center for Health and Safety Culture at the Western Transportation Institute of Montana State University was contracted to provide guidance on communication and evaluation.

### Research Goals and Basic Approach

The overall research goal of the project was to assess ITD's progress in transforming its culture and to provide recommendations for the continuation of the effort. Specifically, the project documents:

- Efforts undertaken to change the culture and evidence that these efforts have had an impact on factors that would lead to changes in the culture (i.e., causal factors);
- Changes in the current operating culture from 2012 to 2016;
- Changes in cultural outcomes as a result of the efforts; and
- Changes in organizational outcomes as defined by ITD's strategic plan goals.

The findings are based on a variety of quantitative measures derived from multiple surveys as well as qualitative information gathered from interviews.

The model for culture change is based on the work of Human Synergistics® International (see Figure ES-1). The members of the organization define an ideal culture by identifying which behaviors in 12 different styles (achievement, self-actualizing, humanistic-encouraging, affiliative, approval, conventional, dependent, avoidance, oppositional, power, competitive, and perfectionistic) will allow the organization to be most effective. An assessment of the current operating culture is compared to the ideal culture to identify improvement areas and prioritize change efforts. An additional assessment identifies causal factors that influence the behaviors identified in the ideal culture. Efforts are developed to address the causal factors. As the culture improves, cultural outcomes (such as motivation,

satisfaction, intra-unit teamwork, inter-unit coordination, and organizational-level quality) improve. These improvements lead to better organizational outcomes as defined by strategic plan performance measures.



Figure ES-1. Culture Change Model

## Findings

In January of 2012, a representative sample of ITD employees completed Human Synergistics’<sup>®</sup> Organizational Culture Inventory<sup>®</sup> and Organizational Effectiveness Inventory.<sup>®</sup> They identified four constructive behavior styles as dominant in the ideal culture: achievement, self-actualizing, humanistic-encouraging, and affiliative. The ITD Training Department fostered dialogue throughout the organization about constructive culture. The outcome of those sessions led ITD to define a constructive culture as:

**“a results-driven work environment where all employees treat each other with respect, develop themselves personally and professionally, support team efforts, and are accountable for their actions.”**

The 2012 assessment also identified causal factors that would result in a more constructive culture. ITD implemented a variety of strategies to impact these causal factors including specialized training (some involving the Director with staff), revising performance evaluations, developing a system for individual improvement planning, developing a horizontal career path for front-line employees, changing hiring practices, and extensive leadership development. Executive Team and Senior Leadership Team members engaged in annual individual assessments and one-on-one quarterly coaching.

These efforts had significant, measurable impacts on causal factors as assessed by quantitative measures. Articulation of mission as reported by all staff improved significantly ( $p < 0.01$ ) as did several other individual causal factors associated with structures, systems, technology, and skills / qualities ( $p < 0.05$ ). Assessments of cultural expectations, use of prescriptive leadership strategies, and leadership effectiveness grew significantly among Executive Team and Senior Leadership Team members as reported by those surrounding each leader.

Assessments of the operating culture show improvement. Organization-wide quantitative measures (i.e., surveys) show slight improvements in the operating culture. Qualitative measures (i.e., interviews) of Senior Leadership Team members, managers, and supervisors indicate significant improvements in the operating culture. These leaders indicated that more time will be needed to see significant changes among front-line staff, thus confirming the results of the organization-wide quantitative measures.

Assessments of cultural outcomes show improvement as well. While quantitative measures show small improvements, qualitative assessments show significant progress. As assessed by the Human Synergistics’ survey, individual cultural outcomes showed slight improvements from 2012 to 2016; however, group and organizational cultural outcomes did not change. Non-retirement turnover has

remained about 4.5 percent with little change over the past five years. Innovations have significantly increased (in both number and impact) including a major restructuring of the DMV. Interviews with Senior Leadership Team members indicate significant improvement in cultural outcomes as they compared current operations with operations in 2009.

In terms of organizational outcomes, ITD has continued to improve its organizational performance based on the measures of its strategic plan. In 2015, ITD exceeded 8 of its 10 performance benchmarks. Furthermore, it has significantly improved its efficiency since 2009 based on several measures of transportation system size and use relative to personnel costs while reducing its overall headcount by 11 percent (from 2009 to 2015).

## Conclusions and Recommendations

Based on a variety of measures gathered from 2012 to 2016, ITD is making progress on its culture change initiative. ITD has implemented a variety of strategies to impact causal factors leading to a more constructive culture. These strategies have resulted in meaningful improvements especially at higher levels of the organization. Quantitative and qualitative measures of causal factors, operating culture, and cultural outcomes have shown improvement. ITD's overall performance as assessed by its strategic plan performance measures is strong, and efficiency has improved significantly since 2009.

However, the organization-wide measures indicate that significant change among the vast majority of employees (e.g., front-line staff) has yet to occur. The current effort is in its fourth year, and organizational culture change efforts often take 7 to 10 years. Persistence is a key factor in success.<sup>(23)</sup>

The following are recommendations to increase the likelihood of growing a constructive culture at ITD.

- Continue regular assessments to monitor progress.
  - Conduct organization-wide assessments every two years to assess change among front-line staff.
  - Continue to conduct assessments of leadership skills (Executive Team, Senior Leadership Team, managers, and supervisors).
- Continue to focus on developing leadership skills.
  - Leaders at ITD have only recently engaged in constructive behaviors. It will take continued practice and reflection to make these skills habitual. Without active engagement, progress among leaders may stall or regress.
- Consider the future of the Individual Improvement Plan (IIP) system.
  - This system may be valuable for those managing others to monitor progress and improve constructive behaviors. Furthermore, the system can provide organization-wide measures to the ITD Training Department that will help monitor progress and address challenges.
- Grow coaching skills.

- In this initial phase, the most change occurred among the Executive Team and Senior Leadership Team members – largely as a result of intense feedback and personal coaching by highly qualified, professional coaches. While improvements among the higher levels of leadership are critical to the success of the culture change effort, these leaders only represent approximately 1 percent of the organization. The remaining 99 percent still needs to improve its constructive behaviors. This behavior change task has been given to the ITD Training Department as well as each staff member’s supervisor. To be successful at growing a constructive culture across the organization, strong coaching skills that lead to behavior change must be developed.
- Establish a Constructive Culture Workgroup with a dedicated Culture Champion as the facilitator.
  - The purpose of this workgroup would be to oversee and facilitate sustained efforts to improve causal factors across the organization. This includes refining existing strategies and adding new ones as appropriate.
  - The Culture Champion would report to the Executive Team and would facilitate the workgroup.
  - The workgroup would oversee and schedule assessments to monitor performance as well as review the results and make sure the results are shared across the organization.
  - The workgroup should have membership from all levels of the organization to improve implementation by gathering a diverse range of viewpoints.<sup>(23)</sup>
  - The workgroup should meet at least quarterly (virtually) with a face-to-face meeting once per year.
  - The workgroup should provide regular updates about efforts to grow a constructive culture to the entire organization (Executive Team, Senior Leadership Team, and the entire staff with articles in the *Transporter*).
  - Establishing such a group may address the concern that some staff shared in interviews that the effort to grow a constructive culture may end when the current director leaves.

# Chapter 1

## Introduction

### Research Objective and Overview

This report provides an overview of progress on the Idaho Transportation Department's (ITD) effort to improve its culture. The overall research goal of the project was to assess ITD's progress in transforming its culture and to provide recommendations for the continuation of the effort. Specifically, the project documents:

- Efforts undertaken to change the culture and evidence that these efforts have had an impact on factors that would lead to changes in the culture (i.e., causal factors);
- Changes in the current operating culture from 2012 to 2016;
- Changes in cultural outcomes as a result of the efforts; and
- Changes in organizational outcomes as defined by ITD's strategic plan goals.

The report begins by providing background information as to why the effort was initiated, the basis of the approach in published literature, and how the change process is structured. Progress on each of the components of the change process and activities supporting the effort are summarized.

The findings are based on a variety of quantitative measures derived from multiple surveys as well as qualitative information gathered from interviews.

The final chapter includes recommendations for continuing the effort.



## Chapter 2

# Background

### Organizational Background

In July of 2009, the morale at ITD was low. There had been no raises in pay in the past five years, and ITD's wages were lower than other state agencies. Nine managerial layers separated the director from front-line employees. Duplication in services between department headquarters and regional offices resulted in inefficiencies and waste. There was little accountability to the public for achieving outcomes. Many members of the ITD workforce were nearing retirement age creating the need to develop new leaders.

A new director, Brian Ness, was hired in November of 2009. He identified nine components that needed to be addressed: vision, strategic planning, accountability, efficiency, credibility, realignment, employee development, compensation, and culture. A strategic planning initiative resulted in a vision for ITD to be the best transportation department in the country and a mission statement of "Your Safety. Your Mobility. Your Economic Opportunity." Strategic goals were established – each with performance measures and benchmarks to be reported to the public on a "dashboard" on the department's website. Ness led a reorganization using retirements as a mechanism to reduce the size of the workforce; the number of managerial layers were reduced from nine to five. A portion of the savings from reduced head count was used to provide raises to employees and promote employee development.

In addition, the Director launched an initiative to transform ITD's culture to increase accountability, efficiency, and credibility. This culture initiative engaged three entities: Level Three Performance Solutions (James Johnson, to apply the Human Synergistics® Model and provide on-going coaching and leadership development), Thomas A. DeCoster, Ph.D. (to support the creation of curricula and activities to develop leaders), and the Center for Health and Safety Culture (to support communications and evaluation).

### Literature Review

Organizational culture is broadly defined as a shared understanding of meaning, symbols, rituals, beliefs, stories, ideologies, values, practices, knowledge, and artifacts.<sup>(1)</sup> For purposes of this review, culture is defined as a pattern of shared basic underlying assumptions, espoused values, and artifacts.<sup>(2, 3)</sup> It is how employees understand what is expected of them and how things are accomplished within an organization.<sup>(4)</sup> Artifacts can be products of the organization, policies, processes and systems. They also include the language used in the working environment which can provide insights into the culture of that particular organization. Another attribute of culture is espoused values, which include the value statements or code of ethics to which the organization adheres. These are often found in the employee manual and official statements from the leaders of the organization. The third, and arguably the most important, attribute of culture is the underlying assumptions within the organization. This set of

assumptions and beliefs can often be found through patterns of employee behavior within the organization and create the organization's reality. The impact of organizational culture, culture change efforts, and constructive culture on public sector organizations has been studied over the past 20 years. However, these concepts have not been studied as rigorously in the public sector as in the private sector. This literature review presents the findings of the impact of organizational culture change efforts and constructive culture research, and specifically how it relates to transportation agencies and public sector organizations more broadly.

In the public sector, early acknowledgement of organizational culture can be found in the literature relating to organizational theory, behaviorism, human relations theory, and social construction of reality.<sup>(1,2,5)</sup> This knowledge has grown substantially in the last 20 years, but research into the impacts of organizational culture on the outcomes of transportation agencies has been limited. This research has shown that strategic management change efforts can lead to a more proactive, customer-focused organization with improved performance.<sup>(6)</sup> Other studies have demonstrated that organizational values affect employee satisfaction, commitment, and unity within the organization.<sup>(7)</sup> Research also indicates that social and cultural changes within the public and interactions with the public are driving the need for organizational changes.<sup>(8)</sup> Other research has focused on organizational culture change that is driven by performance management. Research shows that extensive use of the performance management practice contributes to increased organizational effectiveness specifically by involving multiple stakeholders in planning processes, developing action plans, setting performance targets, and understanding internal and external environments.<sup>(9)</sup>

A meta-analysis conducted by Sergio Fernandez and Hal Rainey of theories of organizational change in public organizations found that public managers play a critical role in bringing about change.<sup>(10)</sup> They also outlined the eight factors that influence the outcomes of change efforts within organizations. These factors include:

1. Ensure the need;
2. Provide a plan;
3. Build internal support for change and overcome resistance;
4. Ensure top management support and commitment;
5. Build external support;
6. Provide resources;
7. Institutionalize change; and
8. Pursue comprehensive changes.

This is not a road map but a compass for public managers to help influence the outcomes of transformational organization change. Another comprehensive, culture change, research meta-analysis found that training and leading by example promote cultural change within a public sector organization.<sup>(11)</sup> Using these factors as an outline for a culture change effort, as well as understanding the need for training and engagement of leadership, leads to more successful change efforts.

The research is clear that defining the type of culture that currently exists within an organization as well as clearly defining the type of culture the organization is trying to create are vital to any successful

culture change effort.<sup>(10, 12, 13, 14)</sup> One method to understand the operating cultures of organizations is called the Organizational Culture Inventory (OCI).<sup>(13)</sup> The OCI has been used by both private and public organizations to better understand the type of culture that exists within an organization. The ideal culture, or the culture that the organization is ultimately working towards, is called a constructive culture. An analysis of the research into the use of OCI in public sector organizations shows that there are positive relationships between increased constructive culture and improved outcomes.<sup>(13, 15, 16, 17)</sup> Specifically, growth of a constructive culture in the child welfare system led to improved access to mental health care for children.<sup>(15)</sup> Constructive culture was associated with more positive attitudes toward adoption of evidence-based practices, and research has shown a positive correlation between the satisfaction-oriented norms and the amount of funds raised for fundraising organizations.<sup>(16)</sup> The research has also shown that constructive culture was predictive of employee commitment as well as results in a positive change in staff attitudes.<sup>(16, 17, 18, 19)</sup> Specifically, constructive culture has resulted in positive attitudes toward adopting new systems, an increase in work-oriented norms, and an increase in the effectiveness of dealing with change.

While it is clear from the literature that organizational culture change efforts and constructive culture implementation have been occurring in public sector organizations for some time, the research into the effectiveness and outcomes is limited. Published literature on the effects of constructive culture on improving outcomes of a transportation agency was not found. ITD has the unique opportunity to share results about a transportation agency's constructive culture effort and its impact.

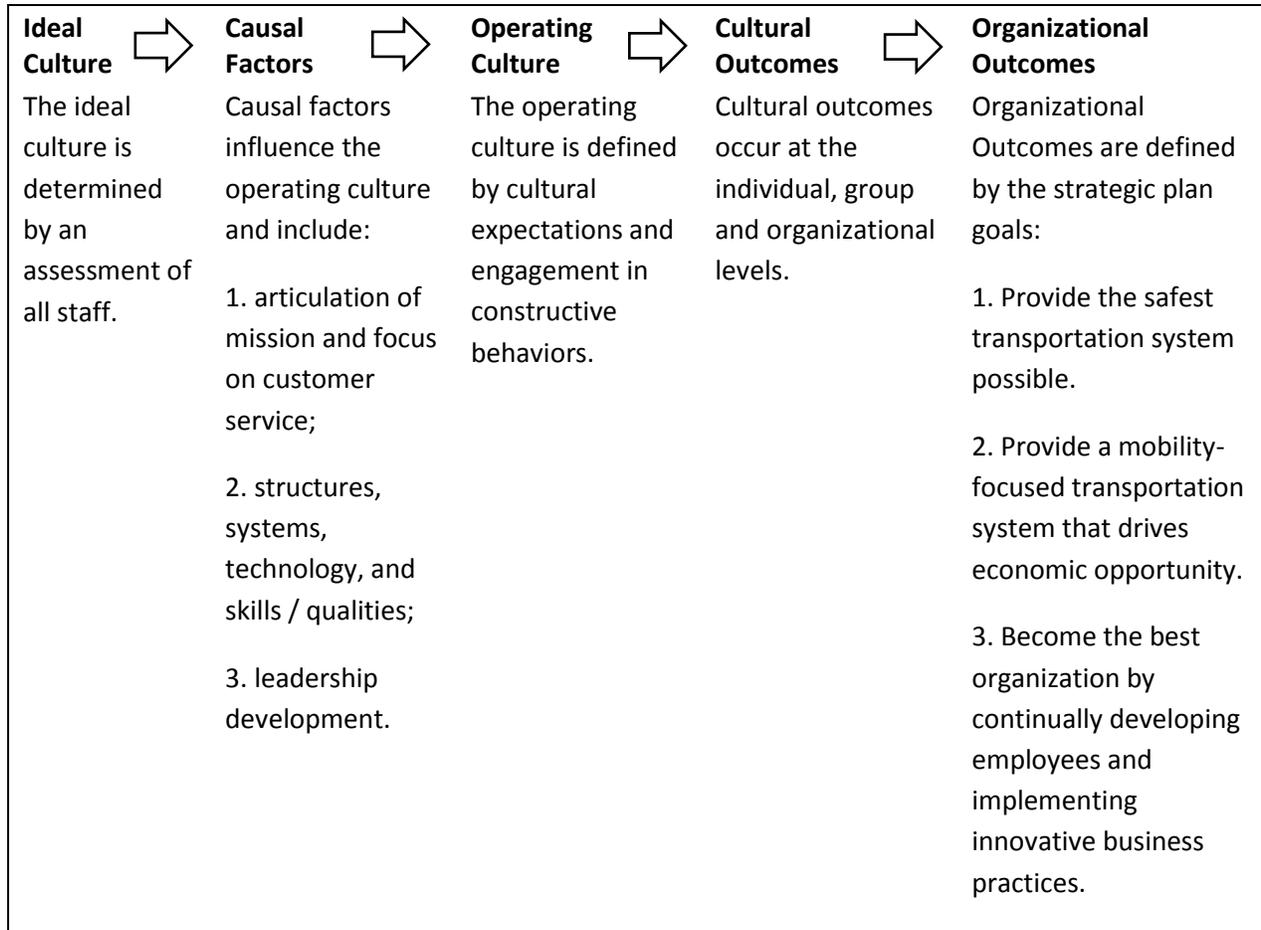
## Culture Change Model

The model for enhancing ITD's culture is based on work by Human Synergistics® International (Figure 1). An ideal culture is assessed through a survey of a representative sample of the entire organization and serves as the benchmark for the effort. The respondents are asked to indicate how employees ideally should be expected to behave. Potential behaviors are classified in 12 styles: achievement, self-actualizing, humanistic-encouraging, affiliative, approval, conventional, dependent, avoidance, oppositional, power, competitive, and perfectionistic. The first four are considered constructive; the latter eight are considered defensive.<sup>(20)</sup>

Another assessment (often performed at the same time as the ideal culture) identifies causal factors that influence the behaviors identified in the ideal culture. These causal factors are the levers for change. In other words, efforts to grow the ideal culture should focus on impacting these causal factors. The current levels of causal factors predict the current operating culture which can be measured with an organization-wide assessment. The current operating culture is assessed in a similar fashion as the ideal culture, but instead of asking about what ideally should be occurring, it assesses what is currently expected. Differences between the current operating culture and the ideal culture guide prioritization of change efforts.<sup>(20)</sup>

The current operating culture leads to cultural outcomes at the individual, group and organization levels. Cultural outcomes include attributes like role clarity, motivation, satisfaction, intra-unit teamwork, inter-unit coordination, and organizational-level quality.<sup>(20)</sup>

Finally, operating culture predicts organizational outcomes as defined by the organization’s strategic plan and goals. While the previous constructs are defined by the Human Synergistics® system, the organizational outcomes are defined by ITD’s strategic plan.



**Figure 1. Detailed Culture Change Process**

## Assessments

A variety of assessments were used to guide the process. Human Synergistics’® Organizational Culture Inventory® assesses the ideal and current operating culture of an organization. The Organizational Effectiveness Inventory® assesses cultural factors and cultural outcomes. These surveys were completed by individuals across the organization at all levels.

The expectations and behaviors of leaders play a significant role in an organization’s culture. Human Synergistics’® Leadership Impact was used to measure attributes of Executive Team and Senior Leadership Team members. These assessments include a self-report component as well as surveys completed by individuals surrounding each leader.

In addition, the Center for Health and Safety Culture created a survey to measure engagement in constructive culture behaviors as well as beliefs and attitudes likely to predict such behaviors (see

Appendices A and B). This survey was provided as an additional mechanism to monitor progress and inform communication. A representative sample (typically one-third of the population) participated in this survey once a year. Table 1 summarizes the assessments that were used.

**Table 1. Instruments and Measures of Culture Change Process**

Schedule	Instrument	Components Measured	Population
January, 2012	Organizational Culture Inventory Organizational Effectiveness Inventory	Ideal Culture Causal Factors Operating Culture Cultural Outcomes	Random sample of all staff (n=310)
April, 2012	Leadership Impact	Causal Factor: Leadership	Executive Team
May, 2012	Leadership Impact	Causal Factor: Leadership	Senior Leadership Team
April, 2013	Leadership Impact	Causal Factor: Leadership	Executive Team
May, 2013	Leadership Impact	Causal Factor: Leadership	Senior Leadership Team
November, 2013	Constructive Culture Survey	Operating Culture	Random sample of all staff (n= 474)
January, 2014	Organizational Culture Inventory Organizational Effectiveness Inventory	Ideal Culture Causal Factors Operating Culture Cultural Outcomes	All staff (n=1,394)
April, 2014	Leadership Impact	Causal Factor: Leadership	Executive Team
May, 2014	Leadership Impact	Causal Factor: Leadership	Senior Leadership Team
November, 2014	Constructive Culture Survey	Operating Culture	Random sample of all staff (n= 437)
March, 2015	Leadership Impact	Causal Factor: Leadership	Executive Team
May, 2015	Leadership Impact	Causal Factor: Leadership	Senior Leadership Team
November, 2015	Constructive Culture Survey	Operating Culture	Random sample of all staff (n= 465)
April, 2016	Organizational Culture Inventory Organizational Effectiveness Inventory	Causal Factors Operating Culture Cultural Outcomes	All staff (n=1,334)
April, 2016	Leadership Impact	Causal Factor: Leadership	Executive Team
May, 2016	Leadership Impact	Causal Factor: Leadership	Senior Leadership Team



## Chapter 3

### Defining the Ideal Culture

In January of 2012, ITD employees completed an assessment to determine the ideal culture, causal factors, and current culture (the Organizational Culture Inventory® and Organizational Effectiveness Inventory®). Respondents indicated that the ideal culture for ITD was a constructive culture. The training department at ITD led a series of open sessions where employees could discuss what they thought a constructive culture meant. Posters were used to foster conversations (Figure 2 and Appendix C). These conversations led to ITD defining a constructive culture as:

**“a results-driven work environment where all employees treat each other with respect, develop themselves personally and professionally, support team efforts, and are accountable for their actions.”**

*The following is a story shared in an interview that describes the overall purpose of growing a constructive culture. A recently retired employee of ITD was speaking with a member of the Senior Leadership Team. He shared the things that frustrated him which ultimately caused him to leave the department. These frustrations included a lack of ability to hold people accountable, not being able to demand excellence, and lack of confidence and trust from managers to do the work. He asked if they were still doing that “culture thing” and if so, why. The Senior Leadership Team member shared that the frustrations this employee used to experience are the exact challenges that the culture change effort is addressing. The ability to hold people accountable, increasing trust, and correcting misunderstandings are the reasons they are doing this “culture thing.”*



Figure 2. Example Poster Created to Foster Conversations about a Constructive Culture

## Chapter 4

# Impacting Causal Factors

Causal factors are aspects of the organization or individuals within the organization which, when changed, lead to a sustained change in the culture. In essence, causal factors are levers of change.<sup>(20)</sup> Efforts to grow a constructive culture at ITD have focused on a clear articulation of mission and focus on customer service; addressing structures, systems, technology, and skills / qualities across the organization; and intensive leadership development through coaching and training of leaders, managers, and supervisors. Initial efforts (i.e., efforts in the first two years) focused on the Executive Team and Leadership Team. Strategies to reach managers, supervisors and front-line staff have been implemented in the past two years. Table 2 summarizes efforts to address causal factors across the organization.

### **Articulation of Mission and Focus on Customer Service**

The articulation of mission and strong focus on customer service establish the direction and core values of an organization.<sup>(20)</sup> Several activities sought to increase articulation of mission and focus on customer service across the organization.

First, “Strategic Teams” were established. Each team focused on one of the strategic plan goals. The strategic plan goals had been developed based on ITD’s mission: “Your Safety, Your Mobility, Your Economic Opportunity.” Engagement in the strategic teams created an opportunity to connect activities across the organization with articulation of mission and a strong focus on customer service.

Second, annual performance evaluations were modified to include articulation of mission and focusing on customer service. Thus, these two components became a component of everyone’s job duties.

Third, the Director of ITD conducted annual visits to every headquarters section and district. During these annual visits, he engaged in a variety of activities focusing on how ITD’s mission and serving customers was integral to everyone’s role. These visits provided direct connection between the highest leader in the organization and managers and supervisors throughout the department.

Fourth, all staff participated in the “ITD Mission Class” developed by the ITD Training Department. These classes were led by the Director and had four learning outcomes:

1. Participants will be able to articulate ITD’s Mission, Vision, Strategic Goals;
2. Participants will demonstrate understanding of ITD performance measures;
3. Participants will be able to articulate their connection to ITD’s Vision, Mission, and Strategic Goals; and
4. Participants will be able to guide their work teams through this learning process.

**Table 2. Summary of Strategies to Address Causal Factors**

<b>Level</b> (number of individuals)	<b>Articulation of Mission, Customer Focus</b>	<b>Structures</b>	<b>Systems</b>	<b>Technology</b>	<b>Skills / Qualities</b>	<b>Leadership Development</b>
<b>Director &amp; Executive Team</b> (5)	Strategic Teams Performance Evaluations		Individual Improvement Plan  Performance Evaluations  Selection Process	2020 Planning	Communication Training  Grass-Roots Culture Campaign	Assessments & Coaching Constructive Culture Training
<b>Senior Leadership Team</b> (15)	ITD Mission Class Strategic Teams Performance Evaluations Director Visits					Assessments & Coaching Constructive Culture Training
<b>Managers</b> (31)	ITD Mission Class Performance Evaluations Director Visits	Added to Strategic Teams				Constructive Culture Training Coaching by SLT
<b>Supervisors</b> (170)	ITD Mission Class Performance Evaluations Director Visits					Constructive Culture Training Emerging Leaders
<b>All Staff</b> (~1650)	ITD Mission Class Performance Evaluations	Horizontal Career Path				Constructive Culture Training Emerging Leaders Annual Leadership Summit

In 2012, 2014, and 2016, staff throughout ITD participated in the Organizational Effectiveness Inventory® to measure the strength of articulation of mission and focus on customer service. Table 3 shows the averages of the responses for each year. There were significant improvements in articulation of mission between 2012 and 2016 (statistical significance  $p < 0.01$ ). Both indicators are below the benchmark (established by Human Synergistics) for a constructive culture.

**Table 3. Mean Values of Articulation of Mission and Focus on Customer Service**

<b>Individual Causal Factors</b>	<b>2012</b> (n=308)	<b>2014</b> (n=1381)	<b>2016</b> (n=1334)	<b>Constructive Benchmark</b>
Articulation of Mission	3.12	3.27	3.40	4.01
Customer Service Focus	3.26	3.26	3.29	3.94

Scores range from 1 to 5. Source: Human Synergistics® Organizational Effectiveness Inventory®

### **Structures, Systems, Technology, and Skills / Qualities**

Structures, systems, technology, and skills / qualities are factors designed by leaders and managers that can support or inhibit a constructive culture. Structures address how people, roles, and activities are designed within the organization. Systems refer to the processes used by an organization to carry out its activities. Technologies refer to the methods that foster productive interdependence among staff. Skills / qualities refer to the skills and qualities of individual members with a particular focus on those in leadership roles.<sup>(20)</sup>

ITD changed structures in two ways to increase a constructive culture. First, managers were added to Strategic Teams to identify developing leaders, enhance communication, and increase alignment across the organization. Second, a Horizontal Career Path (HCP) was developed so that front-line employees could enhance their skills and increase their compensation without having to move up in the organization. The HCP provided an incentive for employees to be more engaged and take on informal leadership roles – all characteristics of a constructive culture.

ITD improved systems in three ways. First, a system for Individual Improvement Plans (IIPs) was created. IIPs create a formalized mechanism to identify and report an employee's opportunities for improvement to their direct supervisor. The system creates a higher degree of accountability and fosters greater engagement by supervisors to support the development of their direct reports. Second, annual performance evaluations were modified to include articulation of mission, focus on customer service, and engagement in constructive behaviors, thus making constructive behaviors a part of all employees' job duties. Finally, hiring practices were modified to explicitly identify and prioritize constructive behaviors among candidates. In this way, new hires were much more likely to fit into and support a constructive culture.

ITD enhanced technology (i.e., job design characteristics and degree of interdependence) through its 2020 Planning effort. This planning effort seeks to fundamentally change how districts design and build the transportation infrastructure. The approach creates more cross-functional teams and enhances opportunities for constructive behaviors.

Efforts to improve skills / qualities focused on communication – both two-way communication as well as a grass roots campaign about a constructive culture. Leadership skills are also a component of skills / qualities and are addressed separately below.

The ITD training department provided training on effective communication based on a model developed by Thomas A. DeCoster, Ph.D. The training was provided to all staff members. The learning objectives for the training were:

1. Participants will be able to identify communication skills they can use to problem solve constructively;
2. Participants will be able to explain the culture model in terms of where respect and agendas are focused;
3. Participants will be able to discuss how to make a personal shift; and
4. Participants will practice applying communication techniques from the toolbox.

In addition, members of the training department in collaboration with internal graphic artists developed a media campaign to foster dialogue about the constructive culture effort. This “grass-roots” campaign included a variety of posters and interactive elements that encouraged people throughout the organization to ask questions on white-boards and other common spaces where employees could respond. Example posters are included in Appendix C.

In 2012, 2014, and 2016, staff throughout ITD participated in the Organizational Effectiveness Inventory® to assess Structure, Systems, Technology and Skills / Qualities. Table 4 shows the averages of the responses; several measures showed improvements from 2012 to 2016. Within structures, distribution of influence ( $p < 0.0001$ ), and employee involvement ( $p < 0.0001$ ) both improved. Within systems, training and development ( $p < 0.0001$ ), respect for members ( $p < 0.02$ ), use of rewards ( $p < 0.0001$ ), and goal acceptance all improved. Within skills / qualities, communication for learning ( $p = 0.0002$ ), interaction facilitation ( $p = 0.0038$ ), and goal emphasis ( $p = 0.0024$ ) all improved.

**Table 4. Mean Values of Measures of Structures, Systems, Technology, and Skills / Qualities**

Category	Individual Causal Factors	2012	2014	2016	Constructive Benchmark
		(n=308)	(n=1381)	(n=1334)	
Structures	Total Influence	3.38	3.33	3.31	3.87
	Distribution of Influence (low)	1.77	1.65	0.99	0.80
	Empowerment	3.27	3.27	3.28	3.49
	Employee Involvement	2.87	3.05	3.29	4.15
Systems	Selection / Placement	2.93	2.93	3.08	3.88
	Training & Development	2.95	3.04	3.22	3.93
	Respect for members	3.24	3.31	3.42	4.33
	Fairness of Appraisals	3.32	3.33	3.46	4.25
	Use of Rewards	2.53	2.69	2.79	3.59
	Use of Punishment (low)	2.35	2.31	2.31	1.91
	Goal Clarity*	42%	41%	42%	60%
	Goal Difficulty*	94%	92%	93%	95%
	Participative Goal Setting*	68%	73%	72%	88%
Goal Acceptance*	40%	44%	46%	50%	
Technology	Autonomy	4.12	4.00	4.07	4.52
	Variety	4.53	4.48	4.46	4.65
	Feedback	3.87	3.86	3.88	4.07
	Task Identity	3.88	3.86	3.89	4.03
	Significance	4.43	4.33	4.38	4.48
	Interdependence	4.34	4.21	4.19	4.40
Skills / Qualities: Communication	Downward Communication	2.95	3.02	2.88	3.63
	Upward Communication	2.91	2.92	2.96	3.55
	Communication for Learning	2.80	2.88	3.00	3.28
Skills / Qualities: Leadership	Interaction Facilitation	3.47	3.47	3.66	4.17
	Task Facilitation	3.11	3.17	3.23	3.77
	Goal Emphasis	3.58	3.62	3.78	4.34
	Consideration	3.65	3.70	3.77	4.36
Skills / Qualities: Sources of Power	Personal Bases of Power	3.64	3.66	3.66	4.08
	Organizational Bases of Power (low)	3.33	3.31	3.38	3.28

Scores range from 1 to 5. In some cases, a lower score is better (noted “low”). In four cases (noted with an asterisk), the percentage of respondents aligning with the desirable outcome is shown (higher percentages are better). Source: Human Synergetics® International, Organizational Effectiveness Inventory® for ITD, 2012, 2014, 2016.

## Leadership Development

Extensive efforts have focused on leadership development at ITD including assessments, coaching, training, a program to encourage emerging leaders, and annual leadership summits.

The coaching activities, primarily focused on the Executive Team and Senior Leadership Team, have been data-driven based on self-reported information as well as assessments gathered by those working with each leader. These assessments (called Leadership Impact – see Table 1 for schedule) provided the basis for measuring progress in leadership development. James Johnson with Level Three Performance Solutions worked with leaders on an individual basis to review their assessments, develop plans for change, and work through the challenges of personal development. Initially, coaching sessions occurred on a quarterly basis. Some leaders also received additional guidance from Thomas DeCoster, Ph.D., another consultant supporting the culture change effort.

The ITD Training Department conducted assessments and training with managers and supervisors. Each manager and supervisor created a personal improvement plan. Managers were expected to review their plans with their direct supervisor (a member of the Senior Leadership Team) who was expected to coach them on their constructive behaviors.

The ITD Training Department provided a class called Constructive Culture for all staff in a leadership role. The learning outcomes for the class were to:

1. Identify your Primary and Secondary dominant behavior styles;
2. Identify specific constructive behaviors you can practice to impact the culture;
3. Discover how applying constructive behaviors will make things better for you and your work environment;
4. Connect your behavior to your workplace culture; and
5. Complete a personal Individual Implementation Plan (IIP) identifying one or two actions to improve constructive behaviors.

ITD developed an Emerging Leaders program that identifies and cultivates emerging leaders. This program works with front-line employees and supervisors who are recognized for their leadership potential. The selected individuals form a cohort and engage in training and development activities.

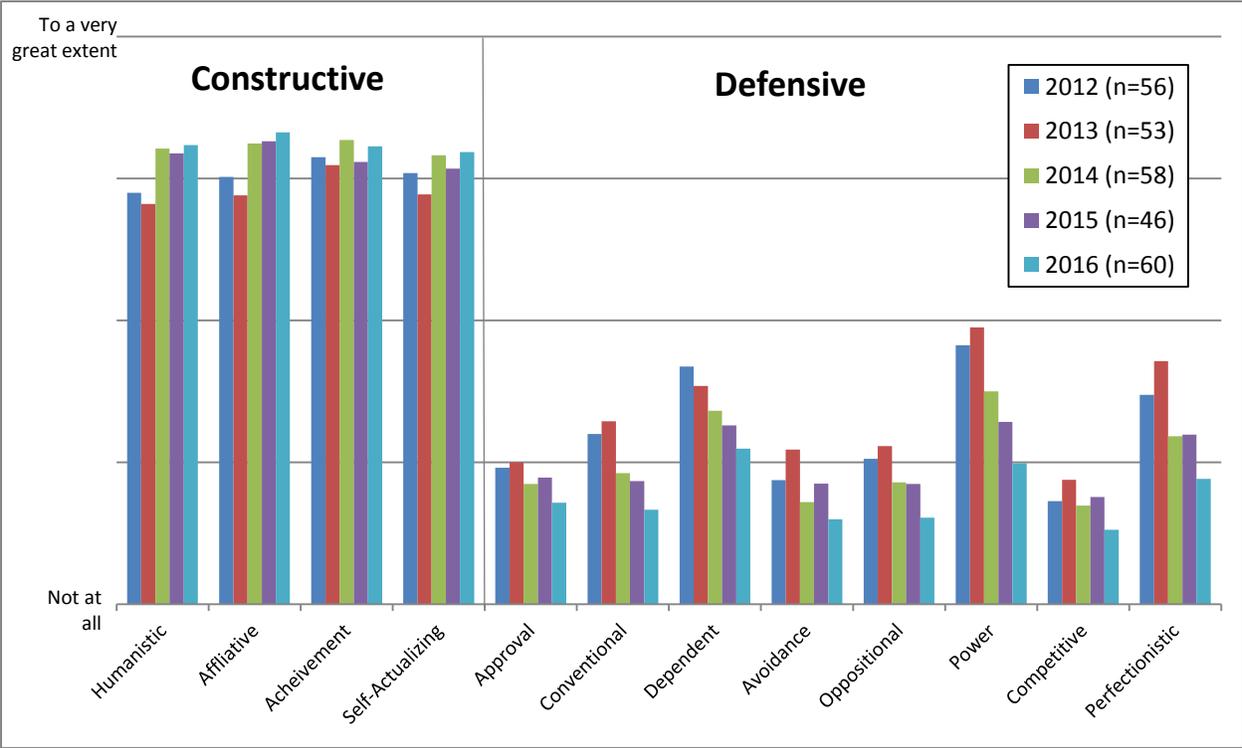
In 2012, 2013, and 2014, ITD hosted a Leadership Summit. Both formal and informal leaders from across the organization participated in the day-long session held offsite. Speakers provided training and motivation for participants. In addition, the ITD Training Department led activities to help participants develop plans to apply the lessons learned in their own daily activities.

The annual assessments of the Executive Team and Senior Leadership Team provide indications of change during the leadership development process. Three categories of measures are provided: cultural expectations, prescriptive leadership strategies, and effectiveness. Cultural expectations assess the level of expectations for behaving in one of 12 styles. These styles are broadly categorized in two groups: constructive and defensive. Constructive styles are desirable; defensive styles are undesirable. Measures

of prescriptive leadership strategies indicate the degree that a leader is engaging in strategies that guide or direct the activities and behaviors of others toward goals, opportunities, and methods as opposed to strategies that constrain or restrict activities and behaviors.<sup>(21)</sup> Measures of effectiveness indicate how others rate the effectiveness of the leader in three areas: organizational effectiveness, personal effectiveness, and balance. Each measure is based on assessments completed by ITD employees surrounding the leader.

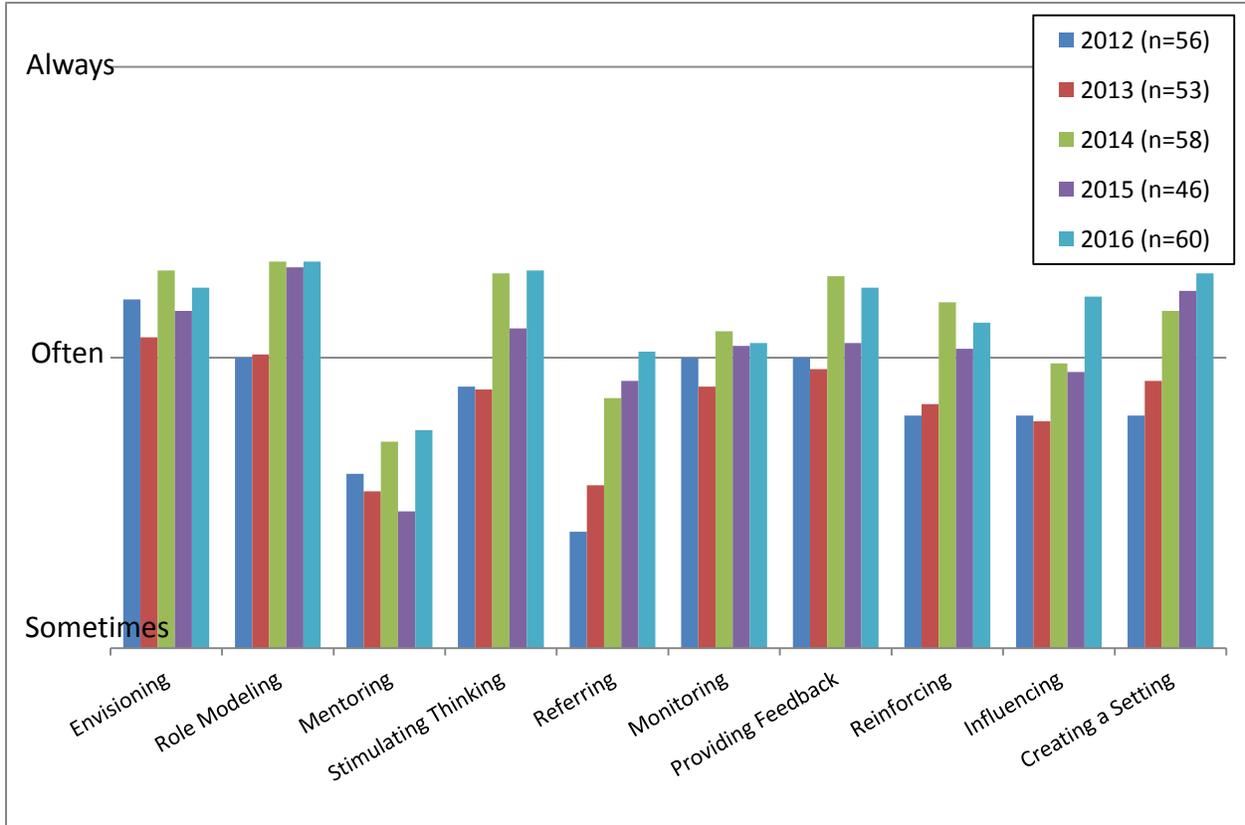
**Executive Team Assessments**

The Executive Team comprises five leaders at the highest levels of ITD (Director, Chief Deputy, Chief Human Resources Officer, Chief Operations Officer, and Chief Administrative Officer). Each year from 2012 to 2016, the Executive Team and their surrounding staff participated in the Leadership/Impact<sup>®</sup> assessment. Figure 3 shows the averages of the responses of those surrounding the Executive Team regarding their cultural expectations. There were significant increases in constructive expectations and decreases in defensive expectations between 2012 and 2016.



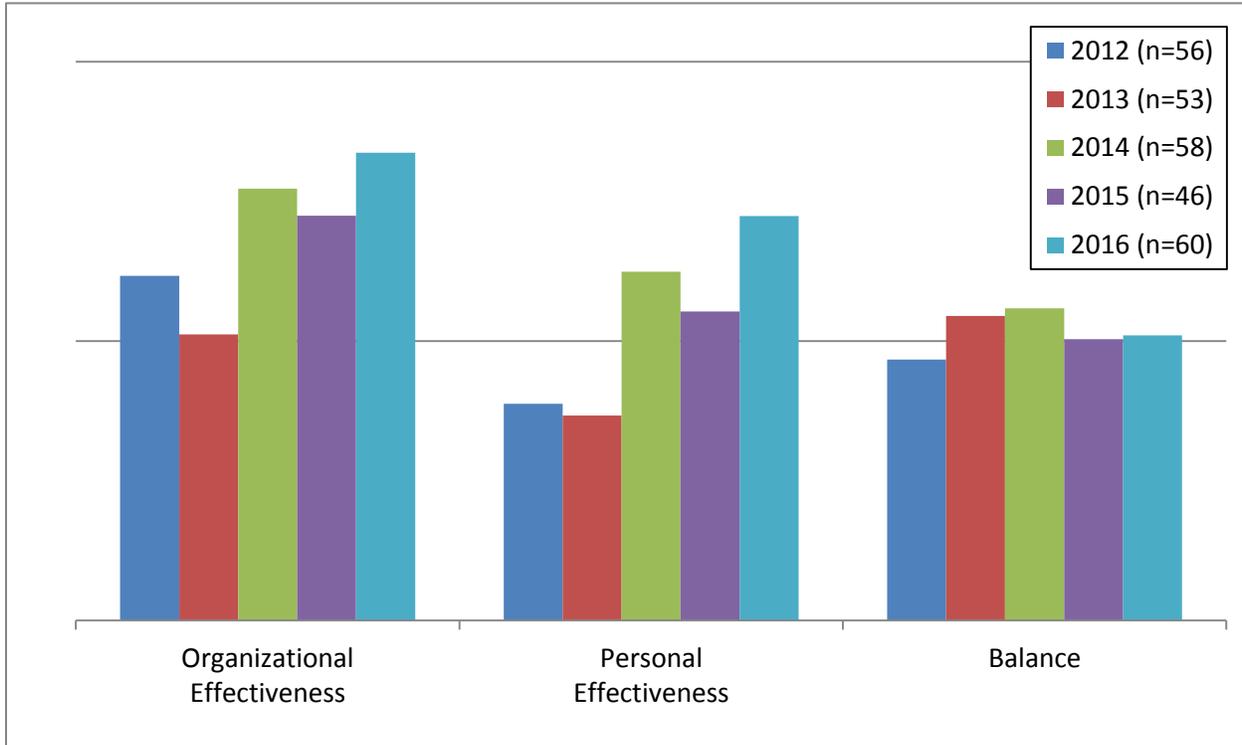
**Figure 3. Cultural Expectations of Executive Team**

Figure 4 shows the averages of the responses of those surrounding the Executive Team regarding their use of prescriptive leadership strategies. There were significant increases in the use of prescriptive strategies between 2012 and 2016.



**Figure 4. Use of Prescriptive Leadership Strategies by Executive Team**

Figure 5 shows the averages of the responses of those surrounding the Executive Team regarding their leadership effectiveness. Organizational and personal effectiveness increased from 2012 to 2016. Balance remained about the same (in the middle is desirable).



**Figure 5. Executive Team Leadership Effectiveness**

Overall, measures reported by those surrounding the Executive Team indicate significant improvement in cultural expectations, prescriptive leadership strategies, and leadership effectiveness from 2012 to 2016.

### ***Senior Leadership Team***

The Senior Leadership Team comprises 15 leaders that report to the Executive Team. Each year from 2012 to 2016, the Senior Leadership Team and their surrounding staff participated in the Leadership/Impact® assessment. Figure 6 shows the averages of the responses of those surrounding the Senior Leadership Team regarding their cultural expectations. There were modest increases in constructive expectations and significant decreases in defensive expectations between 2012 and 2016.

Figure 7 shows the averages of the responses of those surrounding the Senior Leadership Team regarding their use of prescriptive leadership strategies. There were significant increases in the use of prescriptive strategies between 2012 and 2016.

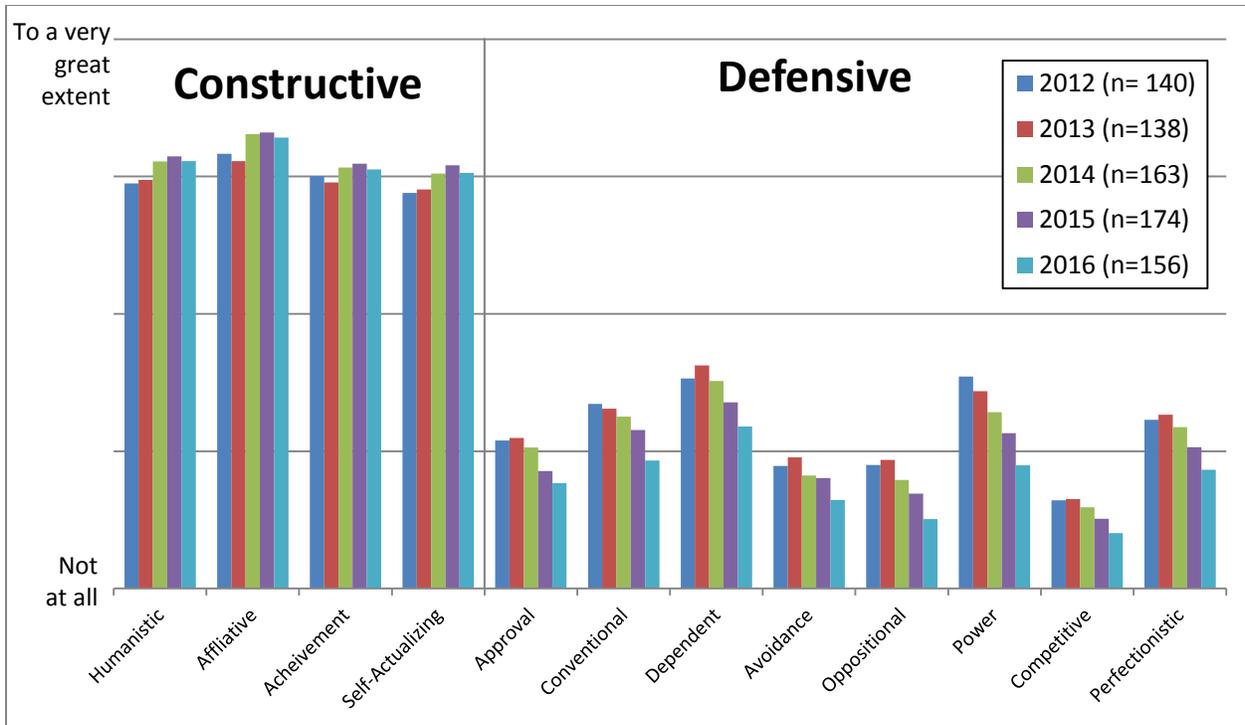


Figure 6. Cultural Expectations of Senior Leadership Team

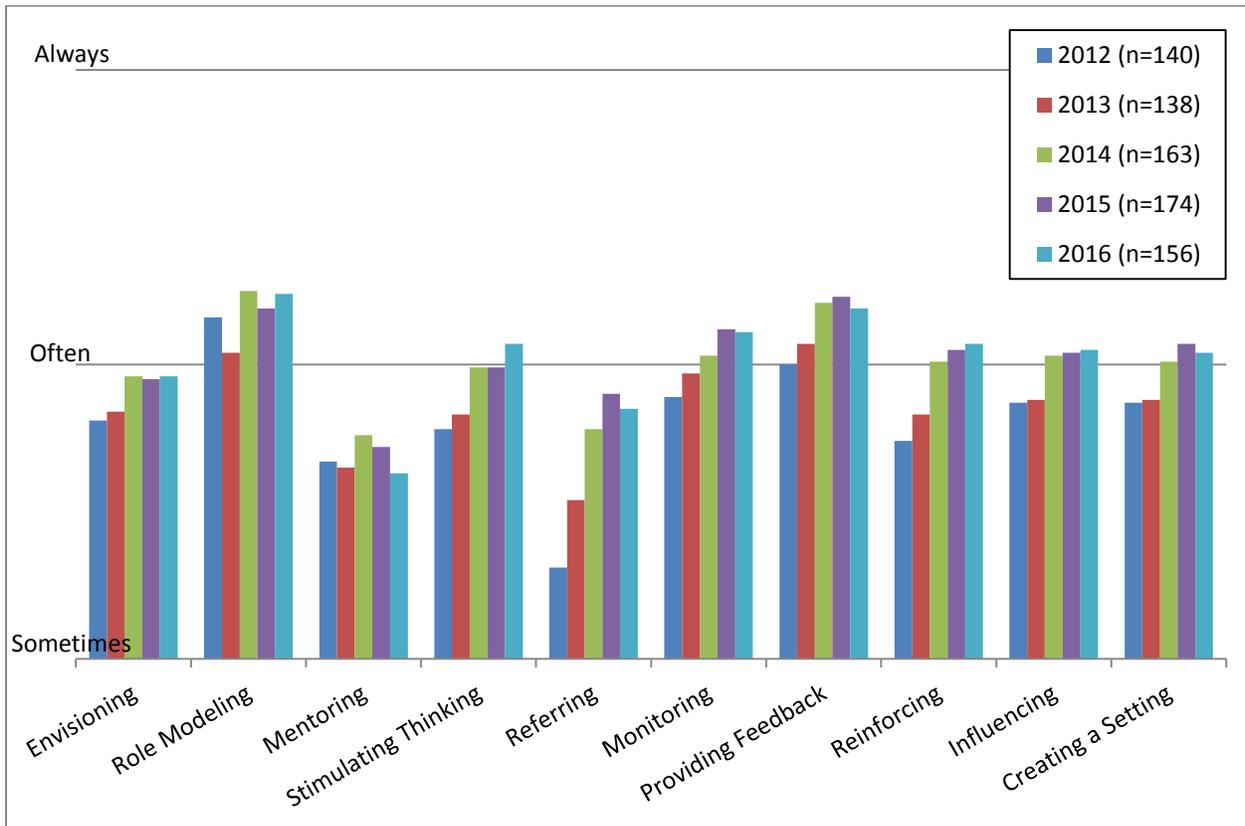
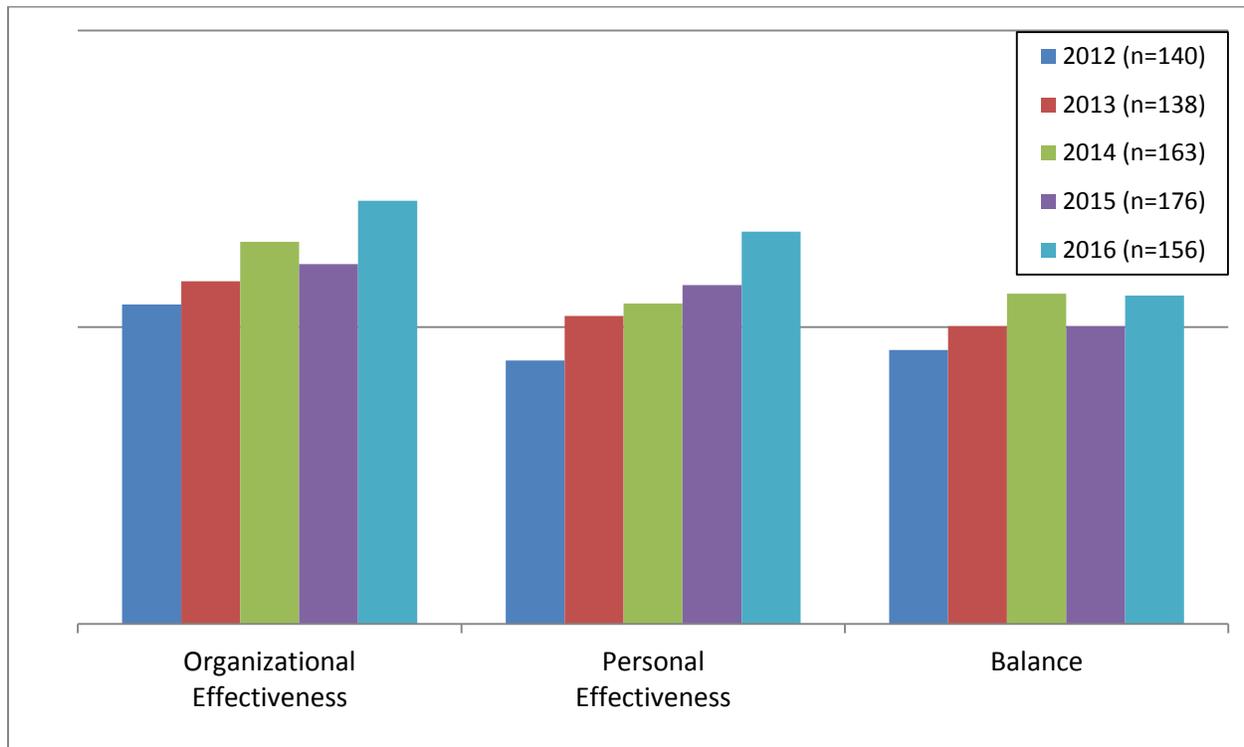


Figure 7. Use of Prescriptive Leadership Strategies by Senior Leadership Team

Figure 8 shows the averages of the responses of those surrounding the Senior Leadership Team regarding their leadership effectiveness. Organizational and personal effectiveness increased from 2012 to 2016. Balance changed slightly, but remained near the middle (in the middle is desirable).

Overall, measures reported by those surrounding the Senior Leadership Team indicate improvements in cultural expectations and significant improvements in prescriptive leadership strategies and leadership effectiveness from 2012 to 2016.



**Figure 8. Senior Leadership Team Effectiveness**

#### ***Effect Size of Changes in Leadership from 2012 to 2016***

Table 5 shows the average effect sizes (Cohen's *d*) of the changes in cultural expectations, use of prescriptive leadership strategies, and organizational effectiveness among the Executive Team and Senior Leadership Team. Cohen's *d* measure of effect size is a standardized measure of change calculated by dividing the difference of a measure at two points of time by the average standard deviation of the measure. Effect size indicates how much change occurred in terms of standard deviations. Typically, effect sizes of 0.2 (or less) are considered small, 0.5 considered moderate, and 0.8 considered large.<sup>(22)</sup> In this case, there have been moderate to large effects for the Executive Team and small to moderate effects for the Senior Leadership Team.

**Table 5. Mean Effect Size (Cohen's *d*) of Change from 2012 to 2016**

	<b>Mean Effect Size (Cohen's <i>d</i>) of Change from 2012 to 2016</b>		
	Cultural Expectations	Prescriptive Leadership Strategies	Organizational Effectiveness
Executive Team	0.80	0.48	0.59
Senior Leadership Team	0.47	0.31	0.34

**Summary of Changes in Causal Factors**

ITD has implemented a variety of strategies to impact causal factors leading to a more constructive culture. Articulation of mission improved significantly as did several other individual causal factors associated with structures, systems, technology, and skills / qualities. Assessments of cultural expectations, use of prescriptive leadership strategies, and leadership effectiveness grew significantly among Executive Team and Senior Leadership Team members.

# Chapter 5

## Changes in Operating Culture

### Introduction

According to the culture change process (see Figure 1), changes in causal factors should lead to changes in the operating culture. Cultural assessments performed among all staff provide measures to assess changes in the operating culture. In addition, qualitative information from interviews with leaders and staff provides additional insights about changes in the operating culture.

### Cultural Expectations and Behaviors

In 2012, 2014, and 2016, staff participated in the Organizational Effectiveness Inventory®. This instrument assesses cultural expectations for behaviors in one of 12 styles. These styles are broadly categorized in two groups: constructive and defensive. Figure 9 shows the averages of the responses regarding the staff’s cultural expectations. Overall, there were slight improvements between 2012 and 2016 in constructive expectations as well as slight decreases in defensive expectations (only changes in Achievement and Dependent from 2012 to 2016 were statistically significant at  $p < 0.05$  with effect sizes of 0.14 and 0.16, respectively).

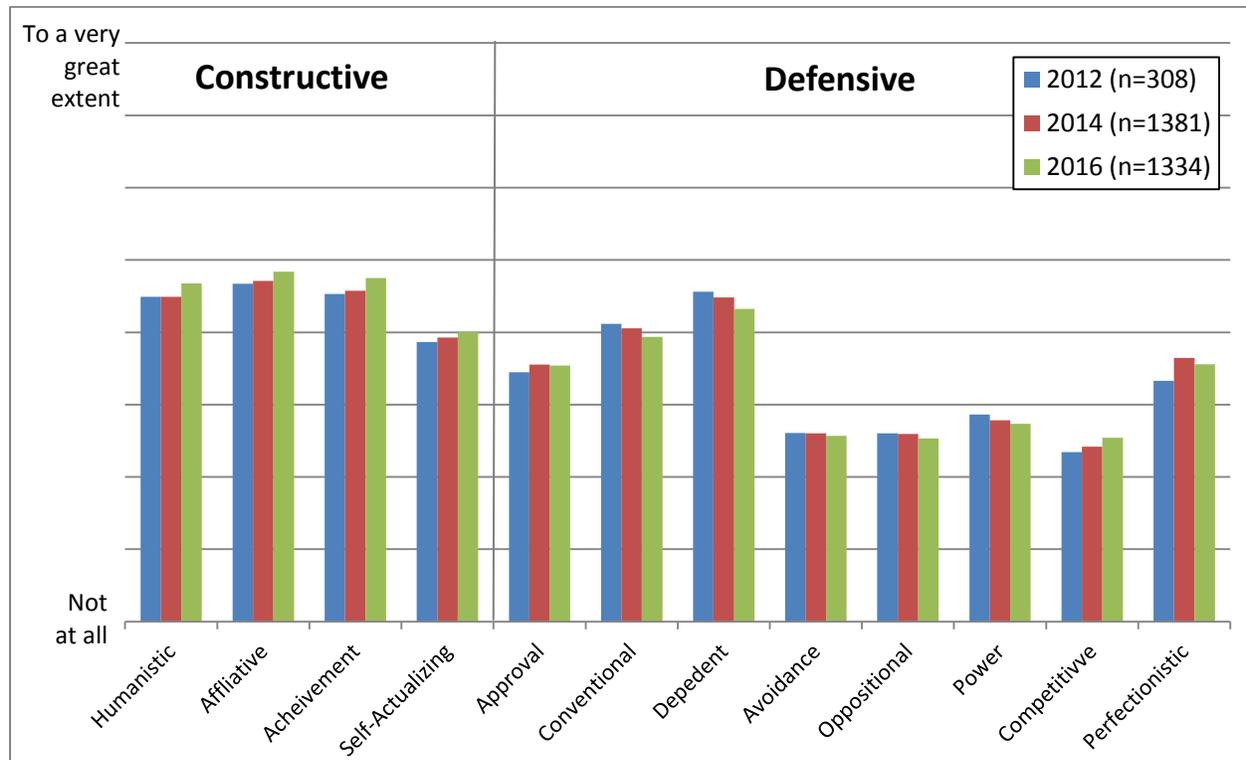


Figure 9. Cultural Expectations as Reported by ITD Staff

In 2013, 2014, and 2015, a random sample of staff participated in the Constructive Culture Survey – an instrument specifically created to assess change for this project by the Center for Health and Safety Culture (see Appendix A). This instrument assesses cultural behaviors by asking individuals to report on their own behavior, the behavior of their two closest coworkers, and the behavior of their immediate supervisor. Table 6 shows the averages of the responses for each year. Constructive behaviors among the respondents’ two closest coworkers improved between 2013 and 2015 (effect size=0.15, statistical significance  $p < 0.05$ ). There were no statistically significant changes for the other two measures. A full report of the results of the Constructive Culture Survey is included in Appendix B.

**Table 6. Operating Culture – Mean Values of Constructive Behaviors**

<b>Indicator</b>	<b>2013</b> (n= 474)	<b>2014</b> (n=437)	<b>2015</b> (n=466)
Engagement in Constructive Behaviors – Self	5.52	5.40	5.54
Engagement in Constructive Behaviors – Two Closest Coworkers	4.75	4.67	4.93*
Engagement in Constructive Behaviors – Supervisor	4.98	4.99	5.08

Scale ranges from 1 (“never”) to 7 (“always”). \* $p < 0.05$  for change from 2013 to 2015.  
Source: Constructive Culture Survey.

## Qualitative Changes in Operating Culture

Nine Senior Leadership Team members, 11 managers, and 17 supervisors were interviewed to better understand how the operating culture was changing (see Appendices D, E and F for full reports). Several common themes emerged from these interviews.

- Senior Leaders, managers, and supervisors were all able to articulate what a constructive culture meant to them, although supervisors were less confident.
- All believed that a constructive culture was important. They indicated a constructive culture led to increases in efficiencies, better customer service, and a better place to work. Some felt that growing a constructive culture was the only way ITD was going to be successful.
- Managers and supervisors reported that their superiors (the individuals they report to) supported a constructive culture, although perceived support was less among supervisors than managers.
- All indicated they were actively working on being more constructive and many indicated they had personally changed, although change was more evident among Senior Leaders and managers than supervisors.
- All agreed that there is still much work to do to change the culture. Efforts have only recently reached front-line staff, and managers and supervisors repeatedly indicated it will take time to change behaviors among some staff.

- Many indicated that the culture used to be “militaristic” – that is, you did as you were told and did not ask questions or challenge authority. Many felt that culture has significantly changed and that people are encouraged and expected to speak up, ask questions, work together, and find new solutions.
- Senior Leaders noted:
  - Constructive behaviors are now a consideration in hiring and promotion. This shows a commitment to the change effort and will foster sustainability.
  - Human Resources have revamped processes to align with this effort and support other departments by providing credibility and tools to work directly with current and future employees. HR’s involvement in this culture change effort has been a positive and important part of the work.
  - Headquarters’ role has changed. They no longer have final approval and are acting as a resource rather than a decision maker. These changes have resulted in the districts taking more risks. This has been viewed positively. Headquarters is recognizing they have a very talented workforce who can do their jobs. They just need get out of the way and let them.

## Summary of Changes in Operating Culture

Assessments of the operating culture show improvement. Organization-wide quantitative measures (i.e., surveys) show slight improvements in the operating culture. Qualitative measures (i.e., interviews) of Senior Leadership Team members, managers, and supervisors indicate significant improvements in the operating culture. These leaders indicated that more time will be needed to see significant changes among front-line staff, thus confirming the results of the organization-wide quantitative measures.



## Chapter 6

# Changes in Cultural Outcomes

According to the culture change process (see Figure 1), changes in operating culture should lead to changes in cultural outcomes. Cultural outcomes include impact at the individual, group, and organizational levels. Improved role clarity, job satisfaction, inter-unit cooperation, innovation, and adapting to changing external environments are examples of cultural outcomes from a more constructive culture. The assessments from Human Synergistics® provide several measures of cultural outcomes. In addition, non-retirement turnover, growth in innovations, as well as qualitative indicators of outcomes as shared in interviews with leaders were assessed.

### **Individual, Group and Organization Outcomes Assessed by Human Synergistics®**

In 2012, 2014, and 2016, staff participated in the Organizational Effectiveness Inventory®. This instrument assesses cultural outcomes at three levels: individual, group, and organizational. Table 7 shows the averages of the responses regarding cultural outcomes as well as benchmarks established by Human Synergistics. A few measures of individual outcomes showed statistically significant changes from 2012 to 2016: motivation, satisfaction, and job insecurity improved while intention to stay declined. However, the sizes of these changes were small. There were no significant changes in group or organizational outcomes between 2012 and 2016. Results measured in 2016 significantly differ from benchmarks indicative of a constructive culture.

**Table 7. Mean Values of Cultural Outcomes**

<b>Category</b>	<b>Cultural Outcome</b>	<b>2012</b> (n=308)	<b>2014</b> (n=1,381)	<b>2016</b> (n=1,334)	<b>Constructive Benchmarks</b>
<b>Individual Outcomes</b>	<b>Role Clarity</b> The extent to which members receive clear messages regarding what is expected of them.	3.85	3.88	3.80	4.40
	<b>Motivation</b> The extent to which forces on and within members lead them to behave in ways consistent with the attainment of organizational goals.	3.58	3.67	3.76**	4.43
	<b>Satisfaction</b> The extent to which members report positive appraisals of their work situations.	3.36	3.53	3.50*	4.28
	<b>Intention to Stay</b> The extent to which members plan to remain with the organization.	3.97	3.91	3.86*	4.10
	<b>Role Conflict (low)</b> The extent to which members receive inconsistent expectations from the organization and are expected to do things that conflict with their own preferences.	2.59	2.57	2.60	2.00
	<b>Job Insecurity (low)</b> The extent to which members are apprehensive regarding their continued employment with the organization.	2.42	2.21	2.16**	1.83
	<b>Stress (low)</b> The extent to which members feel they are being pushed beyond their normal range of comfort by organizational demands, pressures, or conflicts.	2.85	2.77	2.84	2.50
<b>Group Outcomes</b>	<b>Intra-unit Teamwork and Cooperation</b> The extent to which people within sub-units work in a collaborative, supportive manner and adjust their activities, as needed, to facilitate task accomplishment at the group level.	3.94	3.88	3.92	4.26
	<b>Inter-unit Coordination</b> The extent to which people across sub-units cooperate to articulate inter-unit activities and minimize disruptions, delays, and interfaces.	2.99	3.04	3.06	3.35
	<b>Department-Level Quality</b> The extent to which members believe that services provided by their own sub-unit (either to internal or external clients) are of the highest quality possible.	3.85	3.81	3.86	4.51
<b>Organizational Outcomes</b>	<b>Organizational-Level Quality</b> The extent to which members believe the organization provides high quality services and products to external clients.	3.53	3.51	3.53	4.16
	<b>External Adaptability</b> The extent to which the organization effectively recognizes and responds to changes in its external environment.	3.05	3.04	3.10	3.83

Scales range from 1 to 5. In some cases, a lower score is better (noted "low"). \*Change from 2012 to 2016 is statistically significant at p<0.05; \*\*Change from 2012 to 2016 is statistically significant at p<0.001

Source: Human Synergistics International, Organizational Effectiveness Inventory® for ITD, 2012, 2014, 2016.

## Non-retirement Turnover

As the culture becomes more constructive, employee retention should improve and non-retirement turnover should decrease. Non-retirement turnover is a measure of the percentage of employees who leave the organization for reasons other than retirement. Non-retirement turnover at ITD has remained about 4.5 percent in the past five years (see Table 8); this is slightly higher than the national rate among non-education employees of state government.

**Table 8. Non-retirement Turnover at ITD by Fiscal Year**

Classification Category (Total FTE in 2015)*	Fiscal Year						
	2009	2010	2011	2012	2013	2014	2015
Administration (80.5)	2.50%	0.00%	5.10%	5.10%	12.80%	7.70%	1.20%
Admin Office Support (168.5)	4.90%	1.70%	2.80%	5.00%	7.10%	9.10%	11.30%
Aero (5)	0.00%	0.00%	0.00%	16.70%	18.20%	0.00%	0.00%
DMV (105.5)	1.70%	2.60%	1.90%	2.80%	1.80%	2.80%	0.00%
Finance (28)	2.60%	2.50%	2.70%	2.90%	9.70%	3.50%	3.60%
Human Resources (30)	0.00%	3.20%	9.70%	3.40%	6.70%	9.50%	10.00%
Information Technology (68.5)	4.10%	0.00%	5.50%	2.80%	10.30%	7.50%	5.80%
Managers (all Divisions) (55)	0.00%	0.00%	1.80%	5.20%	7.00%	3.60%	1.80%
Highways Engineering (177.5)	0.00%	2.10%	1.00%	2.70%	3.80%	2.20%	1.10%
Highways Planning (25.5)	10.70%	0.00%	3.50%	0.00%	0.00%	3.60%	7.80%
Highways Skilled Trades (90)	6.80%	0.00%	1.90%	7.00%	8.30%	1.10%	7.80%
Highways Transportation Techs (641.5)	4.20%	2.30%	4.30%	4.40%	4.20%	4.40%	4.80%
Highways – other (82)	2.10%	1.10%	1.10%	3.40%	1.10%	3.40%	6.10%
<b>ITD Total</b>	<b>3.50%</b>	<b>1.70%</b>	<b>3.40%</b>	<b>4.20%</b>	<b>5.30%</b>	<b>4.60%</b>	<b>4.90%</b>
National Rate**	1.2%	1.1%	1.1%	1.0%	1.1%	1.1%	1.2%

\*Number in parentheses indicates ITD full time equivalent employees in 2015 by classification category.

\*\*Rate for layoffs, discharges, and quits among non-education state employees across the US.

Source: Bureau of Labor Statistics, Job Opening and Labor Turnover Survey, bls.gov.

## Growth in Innovations

A constructive culture provides an environment more conducive to innovation. ITD has prioritized innovations as a way to improve efficiency and customer service. An innovations workgroup has been

established, and innovations and their impacts are tracked. The reporting of the number of innovations and their impacts have grown significantly over the past two years (see Table 9).

**Restructuring the Department of Motor Vehicles – A Story of Innovating in a Constructive Culture**

The core structure of ITD’s Department of Motor Vehicles (DMV) has not changed much in the past 30 years, according to Alan Frew, the DMV’s Administrator. However, much of the work done within the DMV depends on financial services and technology which are constantly changing, thus requiring practices at the DMV to change as well. Recently, the DMV assembled a working group of about 25 staff including front line workers, supervisors, and managers to discuss options about how they wanted to rebuild the DMV. The process encouraged creative thinking and required managers to limit their input and allow ideas to be expressed equally. For example, if a front line worker expressed that communication was poor, some managers might take that personally. It was important to leave these emotions out of the process. A DMV staff member facilitated the sessions and helped stimulate conversations and new ideas.

**Table 9. Summary of Innovations at ITD**

	<b>Fiscal Year 2015</b>	<b>Fiscal Year 2016*</b>
Number of innovations saving hours	18	73
Estimated annual hours saved from innovations	11,204	20,783
Number of innovations saving costs	18	34
Estimated annual savings from innovations	\$384,683	\$843,863
Number of innovations improving customer service or other	-	74
Total innovations implemented	70	181

\*as of April, 2016

Anticipated benefits of the reorganization include improved, streamlined business processes; reduced isolation; ability to pay people commensurate to their knowledge, skills, and abilities; and overall increased productivity even with a smaller workforce. Moving decision making to front-line staff will also increase customer service – a major impetus behind the reorganization.

Those engaged in the process believe that the growing constructive culture allowed a conversation to occur that would not have in the past. Once they started to include staff in collaborative decision making and design of the reorganization process, great ideas started to emerge. The staff involvement facilitated the future design and allowed for creativity and collaboration to occur. Other aspects of the growth in constructive culture that have been helpful to the reorganization effort are:

- Employees feel safe to express concerns and disappointments;
- A common language facilitates better communication;
- Employees have a better understanding of what they are expected to deliver; and
- Managers no longer have to know and decide everything but can engage front-line staff in problem solving and decisions.

## Qualitative Indicators of Change in Outcomes

Nine Senior Leadership Team members were asked to provide examples of how the change in culture has affected outcomes. The following summarizes their responses:

- Headquarters has decentralized and authority has been pushed to the divisions and lower level management which has resulted in quicker decision-making, increased accountability of employees, and ultimately more projects. Headquarters serves as a consultant and support mechanism rather than the decision maker.
  - Decentralization has also helped divisions feel more included and supported. There are more resources available such as people and tools.
- Teams are identifying multiple solutions to problems and selecting the best options.
- Innovative efforts are leading to better ideas.

In addition, several individual stories were shared:

- One division heavily relies on other divisions to complete their work. They may need to pull in others at very short notice to advise or provide expertise. The recent changes in culture have resulted in more people wanting to help and support each other, which ultimately has made the work of this office much easier.
- Employees are taking the initiative to make the roads safer. One group recognized that a 10-mile stretch of road had an increased number of crashes. The group decided to investigate what was occurring, determine the causes, bring a proposal to the department for increased signage, and designate this a safety corridor. They recognized a problem, looked for a solution, got that solution approved, and implemented the changes. In the past, the employees would not have taken this initiative.

## Summary of Changes in Cultural Outcomes

Assessments of cultural outcomes show improvement. While quantitative measures show small improvements, qualitative assessments show significant progress. As assessed by the Human Synergistics' survey, individual cultural outcomes showed slight improvements from 2012 to 2016; however, group and organizational cultural outcomes did not change. Non-retirement turnover has remained about 4.5 percent with little change over the past five years. Innovations have significantly increased (in both number and impact) including a major restructuring of the DMV. Interviews with Senior Leadership Team members indicate significant improvement in cultural outcomes as they compared current operations with operations in 2009.



## Chapter 7

### Changes in Organizational Outcomes

#### Achieving ITD's Strategic Goals

In 2010, ITD engaged in a strategic planning process that established three goals. Each goal has at least one performance measure. Progress on these three goals is summarized in Table 10. Based on the performance measures selected, ITD has met or is approaching performance targets established in all three goal areas. These results indicate that ITD's daily activities are aligned with its longer-term goals.

**Table 10. Summary of Strategic Goals and Performance Measures, 2011-2015**

Goal / Performance Measure	2011	2012	2013	2014	2015	Benchmark
<b>Goal #1. Provide the safest transportation system possible.</b>						
Five-year annual fatality rate	1.39	1.29	1.26	1.20	NA	1.27
<b>Goal #2. Provide a mobility-focused transportation system that drives economic opportunity.</b>						
Percent of time highways are clear of snow / ice	28%	47%	54%	59%	73%	66%
Percent of pavement in good or fair condition	87%	86%	85%	84%	85%	80%
Percent of bridges in good condition	74%	73%	74%	73%	76%	80%
<b>Goal #3. Become the best organization by continually developing employees and implementing innovative business practices.</b>						
Percent of highway project designs completed on time	*	*	*	92%	100%	100%
Final construction cost as a percent of contract award	107%	105%	107%	106%	105%	95% - 105%
Construction cost at award as a percent of budget	86%	81%	102%	98%	89%	110%
Administration and planning expenditures (millions)	\$27.8	\$27.7	\$29	\$29.6	\$30.2	\$27-\$31
Days to process vehicle titles	6	8	8	9	5	7
DMV transactions processed on the internet (in thousands)	210.9	245.1	260.9	277.6	266.3	289.6

NA= not available; \*indicator changed in 2014.

## Service Productivity

A transportation department provides a variety of services to the public including maintaining a transportation infrastructure in good condition that allows for its safe use. The department also oversees the use of the system through motor vehicle registrations and operator licenses. These roles can be monitored using measures such as the number of bridges in good repair, the total lane-miles (total miles of single lane equivalent roads such that one mile of a double lane road counts as two lane-miles) in good or fair condition, the number of vehicles registered, and the number licensed operators. Vehicle miles traveled (VMT) is a measure of the use of a transportation system (where two vehicles traveling one mile equals two VMT). The number of fatalities and serious injuries resulting from use of the transportation system are measures of its safety.

Table 11 summarizes the changes in these measures in Idaho since 2009. Over this period, the size of the system and its use increased while fatalities and serious injuries decreased.

**Table 11. Summary of Transportation Measures from 2009 to 2015**

	Bridges <sup>a</sup>	Lane-miles <sup>b</sup>	VMT <sup>c</sup>	Licensed Drivers	Vehicle Registrations	Fatalities	Serious Injuries
<b>2009</b>	2,870	80,844	15,531	1,055,269	1,564,522	226	1,401
<b>2010</b>	3,016	83,882	15,801	1,069,542	1,579,487	209	1,400
<b>2011</b>	3,081	86,552	15,937	1,083,992	1,642,995	167	1,302
<b>2012</b>	3,076	85,531	16,315	1,092,977	1,801,608	184	1,297
<b>2013</b>	3,132	83,852	15,980	1,111,485	1,628,842	214	1,278
<b>2014</b>	3,279	86,273	16,154	1,128,497	1,673,418	186	1,291
<b>2015</b>	3,320	NA	16,790	1,144,320	1,696,022	217	NA
<b>Change<sup>d</sup></b>	16%	7%	8%	8%	8%	-4%	-8%

a. Number of bridges in good condition.

b. Total lane miles in fair or good condition.

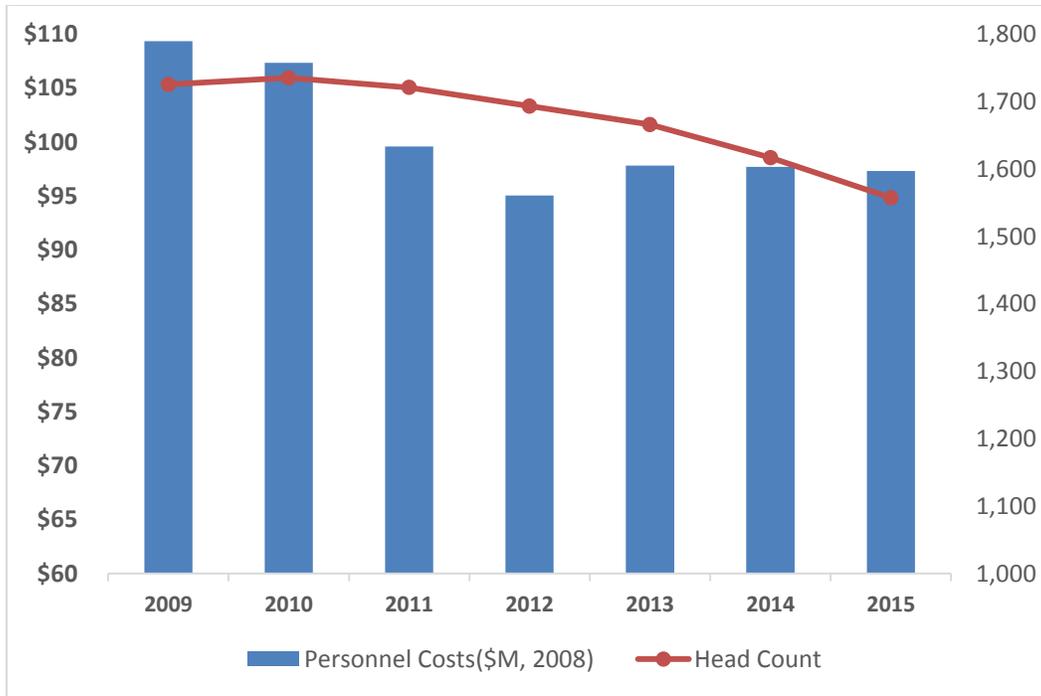
c. Vehicle miles travelled in millions.

d. Change from 2009 to 2015 except for Lane-miles and Serious Injuries which indicate change from 2009 to 2014.

NA= data not available

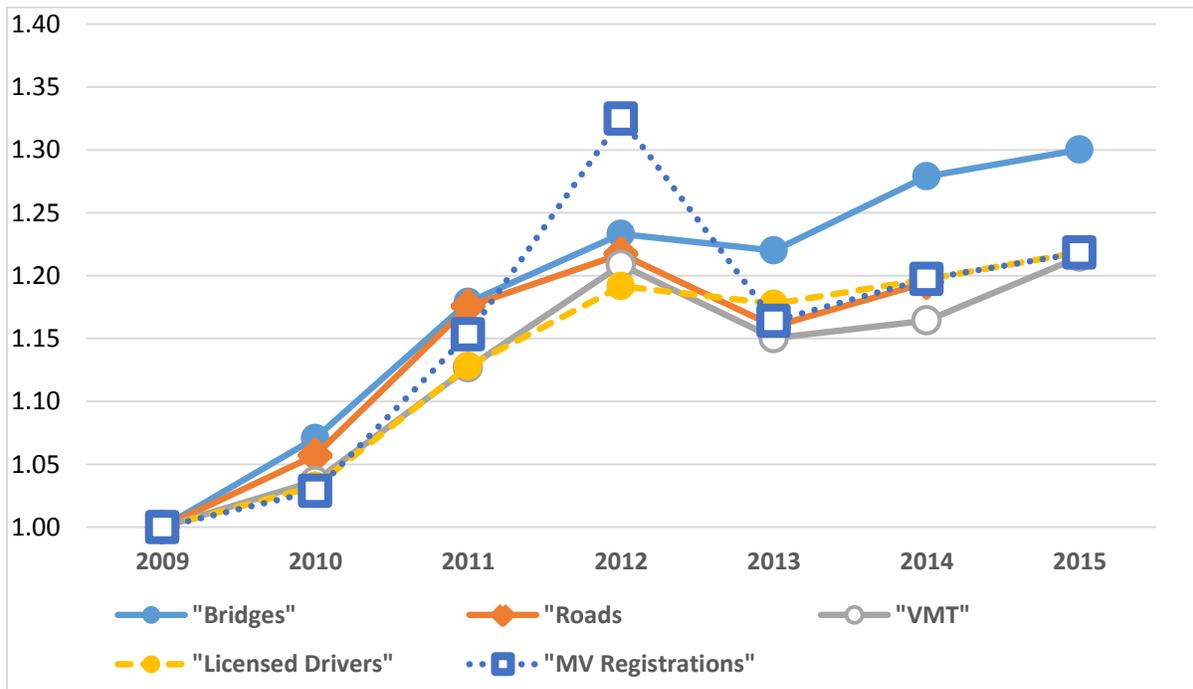
Source: ITD

During this same period, the number of employees at ITD has decreased by 11 percent while total personnel costs (in 2008 dollars) decreased initially and then stayed about the same (see Figure 10). The combined trends of increases in size of the system and numbers of users with decreases in head count and personnel costs show that ITD has improved its efficiency –it is serving a larger system with fewer employees and personnel costs – while also improving safety.



**Figure 10. Changes in Personnel Costs and Head Count at ITD**

A measure of “service efficiency” can be calculated by taking the measures included in Table 11 and dividing them by personnel costs (in 2008 dollars to account for inflation). Such a measure shows that ITD has increased its service efficiency by more than 20 percent since 2009 (see Figure 11).



**Figure 11. ITD "Service Efficiency" Relative to 2009**

## **Summary of Changes in Organizational Outcomes**

ITD has continued to improve its performance based on the measures of its strategic plan. In 2015, ITD exceeded 8 of its 10 performance benchmarks. Furthermore, ITD has significantly improved its efficiency by more than 20 percent since 2009 based on several measures of system size and use relative to head count and personnel costs.

## Chapter 8

# Conclusions and Recommendations

Based on a variety of measures gathered from 2012 to 2016, ITD is making progress on its culture change initiative. ITD has implemented a variety of strategies to impact causal factors leading to a more constructive culture. These strategies have resulted in meaningful improvements. Articulation of mission and several individual causal factors representing structures, systems, technology, and qualities / skills showed improvements ( $p < 0.05$ ). Assessments of cultural expectations, use of prescriptive leadership strategies, and leadership effectiveness grew significantly among Executive Team and Senior Leadership Team members. Average effect sizes for improvements in leadership ranged from 0.31 to 0.80.

Organization-wide quantitative measures based on surveys show slight improvements in the operating culture. Cultural expectations regarding achievement behaviors grew slightly (effect size=0.14,  $p < 0.05$ ) while expectations regarding dependent behaviors decreased (effect size=0.16,  $p < 0.05$ ). Constructive behaviors of staff members' two closest coworkers grew slightly (effect size=0.15,  $p < 0.05$ ). Qualitative measures (i.e., interviews) of Senior Leadership Team members, managers, and supervisors revealed significant improvements in the operating culture and confirmed the results of the quantitative measures that more time will be needed to see significant changes among front-line staff.

While quantitative measures show small improvements, qualitative assessments show significant progress at improving cultural outcomes. While individual cultural outcomes showed slight improvements from 2012 to 2016; group and organizational cultural outcomes did not change. However, innovations have significantly increased (in both number and impact) including a major restructuring of the DMV. Interviews with Senior Leadership Team members indicate significant improvement in cultural outcomes.

ITD has continued to improve its organizational performance based on the measures of its strategic plan. In 2015, ITD exceeded 8 of its 10 performance benchmarks. Furthermore, it has significantly improved its efficiency since 2009 based on several measures of transportation system size and use relative to personnel costs while reducing its overall headcount by 11 percent (from 2009 to 2015).

In summary, ITD has successfully initiated an effort to grow a constructive culture while continuing to meet the goals of its strategic plan and while becoming more efficient. However, the organization-wide measures clearly indicate that significant change among the vast majority of employees has yet to occur. Organizational culture change efforts often take seven to 10 years. Persistence is a key factor in success.<sup>(23)</sup>

## Recommendations

The following are recommendations to increase the likelihood of growing a constructive culture at ITD.

- Continue regular assessments to monitor progress.
  - Conduct organization-wide assessments every two years to assess change among front-line staff.
  - Continue to conduct assessments of leadership skills (Executive Team, Senior Leadership Team, managers, and supervisors).
- Continue to focus on developing leadership skills.
  - Leaders at ITD have only recently engaged in constructive behaviors. It will take continued practice and reflection to make these skills habitual. Without active engagement, progress among leaders may stall or regress.
- Consider the future of the Individual Improvement Plan (IIP) system.
  - This system may be valuable for those managing others to monitor progress and improve constructive behaviors. Furthermore, the system can provide organization-wide measures to the ITD Training Department that will help monitor progress and address challenges.
- Grow coaching skills.
  - In this initial phase, the most change occurred among the Executive Team and Senior Leadership Team members – largely as a result of intense feedback and personal coaching by highly qualified, professional coaches. While improvements among the higher levels of leadership are critical to the success of the culture change effort, these leaders only represent approximately 1 percent of the organization. The remaining 99 percent still needs to improve its constructive behaviors. This behavior change task has been given to the ITD Training Department as well as each staff member’s supervisor. To be successful at growing a constructive culture across the organization, strong coaching skills that lead to behavior change must be developed.
- Establish a Constructive Culture Workgroup with a dedicated Culture Champion as the facilitator.
  - The purpose of this workgroup would be to oversee and facilitate sustained efforts at improving causal factors across the organization (see Table 2). This includes refining existing strategies and adding new ones as appropriate.
  - The Culture Champion would report to the Executive Team and would facilitate the workgroup.
  - The workgroup would oversee and schedule assessments to monitor performance as well as review the results and make sure the results are shared across the organization.
  - The workgroup should have membership from all levels of the organization to improve implementation by gathering a diverse range of viewpoints.<sup>(23)</sup>

- The workgroup should meet at least quarterly (virtually) with a face to face meeting once per year.
- The workgroup should provide regular updates about efforts to grow a constructive culture to the entire organization (Executive Team, Senior Leadership Team, and the entire staff with articles in the *Transporter*).
- Establishing such a group may address the concern that some staff shared in interviews that the effort to grow a constructive culture may end when the current director leaves.



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## Appendix A

# Constructive Culture Survey and Methodology

### Steps

1. Obtain a list of all employees with email addresses in an Excel file.
  - a. Randomize the list. Add a column. Add the formula “=RAND()” to the first cell and then copy – fill that formula in all cells. This will generate a random number in each cell. Select the entire column, copy the entire column, and paste it back in – but selecting to paste only values (this freezes the random numbers which otherwise will constantly change!). Sort the entire worksheet based on the random numbers. The list is now randomized.
  - b. Divide the list into three groups. Determine how many people are on the entire list and then highlight the first third, second third, and last third. These will be the samples for the next three years.
2. Using an online survey system such as Survey Monkey, load the survey questions. Copy and paste the email addresses into the survey system (or upload a file with the sample).
3. Best practice is to send an email requesting participation in the survey three times. The survey system will automatically remove people who have responded from future emails. Draft email language is provided below. Ideally, this email should come from a high level leader. Avoid sending emails on Mondays and Fridays. Tuesdays are best. Provide one-week between emails.
4. When the survey is closed, determine how many people responded to the survey. Take the number who responded and divide it by the total number sent an invitation. This is the response rate. For a survey such as this in a workplace, the response rate should be above 70% (and ideally in the 80% to 90%).
5. Analyze the results and compare to previous iterations. This will help show change. Someone familiar with statistical packages (such as SPSS) can help make comparisons and tell whether the differences are statistically significant.

Sample emails  
Email #1 of 4

---

FROM: [key leader]  
TO: [sample of ITD employees]  
SUBJECT: Important ITD Survey of Employees

Hi,

The leadership at ITD is very committed to growing a Constructive Culture, and we need your input to help us monitor our progress, better understand how you see our culture, and guide our internal efforts.

**You have been randomly selected to participate in an important, brief survey about Constructive Culture at ITD. The survey typically takes about 15 minutes to complete.**

A small portion of employees were selected to participate in this survey, and we are hopeful that you will choose to participate. ITD will continue to administer additional surveys like the Culture Assessment on a recurring basis. Together, these surveys provide a well-rounded view of our culture and inform our developmental activities.

Please click on the link below to go to the survey (or copy this link in your browser).  
\$%Survey\_Link%

Your participation in this survey is voluntary. Your responses will be kept confidential. Only summary results will be reported. Your identity will not be associated with your responses.

**I hope that you will choose to respond to this survey in a timely fashion.** Your input will greatly benefit everyone at ITD by guiding our efforts to improve the overall culture at ITD.

Sincerely,

[ITD Official]

Email #2 of 3 [one week later]

-----  
FROM: [key leader]  
TO: [sample of ITD employees]  
SUBJECT: Important ITD Survey of Employees

Hi,

I recently sent you an email asking you to respond to a brief survey about your beliefs and perceptions about working at ITD. Your responses to this survey are important and will help in developing resources and materials to support efforts at ITD to grow a Constructive Culture.

The survey is short and should take you about 15 minutes to complete. If you have already completed the survey, we appreciate your participation. If you have not yet responded, we encourage you to take a few minutes and complete the survey.

[\\$%Survey\\_Link%](#)

Your participation in this survey is voluntary. Your responses will be kept confidential. Only summary results will be reported. Your identity will not be associated with your responses.

Your response is important. Getting information directly from those working at ITD is very valuable. Thank you for your help by completing this survey.

Sincerely,

[ITD Official]

Email #3 of 3 [one week later]

-----  
FROM: [key leader]  
TO: [sample of ITD employees]  
SUBJECT: Important ITD Survey of Employees – last chance

Hi,  
Dear [name],

I recently sent you an email regarding a survey about your beliefs and perceptions about working at ITD. Your responses to this survey are important and will help in developing resources and materials to support efforts at ITD to grow a Constructive Culture.

If you have already completed the survey, we appreciate your participation. **Most of the employees selected have already responded.** However, we are hopeful that you will choose to complete the survey so the results are more accurate.

The survey will close this week.

Please click on the link below to go to the survey (or copy this link in your browser).

[\\$%Survey\\_Link%](#)

Your participation in this survey is voluntary. Your responses will be kept confidential. Only summary results will be reported. Your identity will not be associated with your responses.

Thank you in advance for completing the survey. Your responses are important.

Sincerely,

[ITD Official]

## ITD Constructive Culture Survey - Introduction

This survey is about ITD's ongoing effort to grow a Constructive Culture.

By Constructive Culture, we mean a culture that builds up, values and respects employees and what they can achieve so ITD can perform at its best.

You have been randomly selected to participate in this survey. The survey is being conducted by the Center for Health and Safety Culture and takes about 15 minutes to complete. Your responses will not be associated with your identity nor with your department or district. Only summary results will be reported.

Your voice matters. Each and every survey is important to us. The results of this survey will be used to improve efforts at growing a Constructive Culture at ITD. The survey will ask you about your own beliefs and behaviors as well as how you think most ITD employees would respond. Even if you are not sure, please give your best guess.

Your participation in completing the survey is voluntary and will have no impact on your position or employment at ITD. This study has been approved by the Montana State University Institutional Review Board. If you have questions about the approval of this study, please contact [cherylj@montana.edu](mailto:cherylj@montana.edu). If you have questions or comments about the survey, please contact Jay Otto with the Center for Health and Safety Culture at [jay.otto@coe.montana.edu](mailto:jay.otto@coe.montana.edu). Thank you.

1. Please think about your work environment over the last 2 months including both stressful and non-stressful situations. How often...

	Never	Rarely	Sometimes	About half of the time	Often	Almost always	Always
did you set challenging but realistic goals and solve problems effectively?	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
did you gain enjoyment from your work and produce high quality products / services?	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
were you supportive, constructive and open to influence in dealing with others?	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
were you friendly, open, and sensitive to the satisfaction of the work group?	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

2. Now, we would like you to think about two (2) people with whom you work most closely. We will call them Person A and Person B. Thinking about the last 2 months, including both stressful and non-stressful situations, how often...

	Never	Rarely	Sometimes	About half of the time	Often	Almost always	Always
did Person A set challenging but realistic goals and solve problems effectively?	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
did Person A gain enjoyment from his/her work and produce high quality products / services?	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
was Person A supportive, constructive and open to influence in dealing with others?	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
was Person A friendly, open, and sensitive to the satisfaction of the work group?	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
did Person B set challenging but realistic goals and solve problems effectively?	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
did Person B gain enjoyment from his/her work and produce high quality products / services?	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
was Person B supportive, constructive and open to influence in dealing with others?	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
was Person B friendly, open, and sensitive to the satisfaction of the work group?	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

3. Still thinking about your work environment over the last 2 months, including both stressful and non-stressful situations, how often...

	Never	Rarely	Sometimes	About half of the time	Often	Almost always	Always
did your immediate supervisor set challenging but realistic goals and solve problems effectively?	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
did your immediate supervisor gain enjoyment from his/her work and produce high quality products / services?	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
was your immediate supervisor supportive, constructive and open to influence in dealing with others?	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
was your immediate supervisor friendly, open, and sensitive to the satisfaction of the work group?	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

4. Next, we want to ask about your opinion of most ITD employees. Even if you are not sure, please give your best guess. Still thinking about your work environment over the last 2 months, including both stressful and non-stressful situations, how often ...

	Never	Rarely	Sometimes	About half of the time	Often	Almost always	Always
did most ITD employees set challenging but realistic goals and solve problems effectively?	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
did most ITD employees gain enjoyment from their work and produce high quality products / services?	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
were most ITD employees supportive, constructive and open to influence in dealing with others?	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
were most ITD employees friendly, open, and sensitive to the satisfaction of the work group?	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

ITD Constructive Culture Survey

In the remainder of the survey, we will refer to a Constructive Culture. By Constructive, we mean a culture where - people set challenging but realistic goals and solve problems effectively; - people gain enjoyment from their work and produce high-quality products and services; - people are supportive, constructive, and open to influence in dealing with others; and, - people are friendly, open, and sensitive to the satisfaction of the work group. Please keep these ideas in mind for the rest of the survey.

How much do you agree or disagree with these statements? And, in your opinion, how do you think others would answer? Even if you are not sure, please give your best guess.

5. "I believe providing outstanding customer service to my coworkers (my 'internal customers') is important."

	Strongly Disagree	Disagree	Somewhat Disagree	Neither Agree nor Disagree	Somewhat Agree	Agree	Strongly Agree
You	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Your supervisor	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Most supervisors	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Most ITD employees	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

6. "I believe providing outstanding customer service to my my external customers (people outside of ITD) is important."

	Strongly Disagree	Disagree	Somewhat Disagree	Neither Agree nor Disagree	Somewhat Agree	Agree	Strongly Agree
You	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Your supervisor	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Most supervisors	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Most ITD employees	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

7. "I believe achieving ITD's mission ('Your Safety, Your Mobility, Your Economic Opportunity') is important."

	Strongly Disagree	Disagree	Somewhat Disagree	Neither Agree nor Disagree	Somewhat Agree	Agree	Strongly Agree
You	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Your supervisor	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Most supervisors	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Most ITD employees	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

8. "I believe a Constructive Culture will make me happier at work."

	Strongly Disagree	Disagree	Somewhat Disagree	Neither Agree nor Disagree	Somewhat Agree	Agree	Strongly Agree
You	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

9. "I believe a Constructive Culture will make things worse for me at work."

	Strongly Disagree	Disagree	Somewhat Disagree	Neither Agree nor Disagree	Somewhat Agree	Agree	Strongly Agree
You	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

10. "I think being Constructive will improve our ability to achieve our mission (Safety, Mobility, Economic Opportunity)."

	Strongly Disagree	Disagree	Somewhat Disagree	Neither Agree nor Disagree	Somewhat Agree	Agree	Strongly Agree
You	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Most ITD employees	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

11. "I think we will not be as effective at achieving our mission (Safety, Mobility, Economic Opportunity) as an organization if we focus on being Constructive."

	Strongly Disagree	Disagree	Somewhat Disagree	Neither Agree nor Disagree	Somewhat Agree	Agree	Strongly Agree
You	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Most ITD employees	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

ITD Constructive Culture Survey (continued)

How much do you agree or disagree with these statements? And, in your opinion, how do you think others would answer? Even if you are not sure, please give your best guess.

12. "I believe people at ITD should be Constructive."

	Strongly Disagree	Disagree	Somewhat Disagree	Neither Agree nor Disagree	Somewhat Agree	Agree	Strongly Agree
You	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Most ITD employees	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

13. "I believe my supervisor expects me to engage in Constructive behaviors at work."

	Strongly Disagree	Disagree	Somewhat Disagree	Neither Agree nor Disagree	Somewhat Agree	Agree	Strongly Agree
You	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

14. "I believe most supervisors expects ITD employees to engage in Constructive behaviors at work."

	Strongly Disagree	Disagree	Somewhat Disagree	Neither Agree nor Disagree	Somewhat Agree	Agree	Strongly Agree
You	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

15. "I believe my supervisor thinks it is more important that I get my work done than to engage in Constructive behaviors."

	Strongly Disagree	Disagree	Somewhat Disagree	Neither Agree nor Disagree	Somewhat Agree	Agree	Strongly Agree
You	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

ITD Constructive Culture Survey (continued)

How much do you agree or disagree with these statements? And, in your opinion, how do you think others would answer? Even if you are not sure, please give your best guess.

16. "I believe ITD as an organization can be Constructive."

	Strongly Disagree	Disagree	Somewhat Disagree	Neither Agree nor Disagree	Somewhat Agree	Agree	Strongly Agree
You	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

17. "I believe most ITD employees can be Constructive."

	Strongly Disagree	Disagree	Somewhat Disagree	Neither Agree nor Disagree	Somewhat Agree	Agree	Strongly Agree
You	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

18. "I believe most ITD supervisors / leaders can be Constructive."

	Strongly Disagree	Disagree	Somewhat Disagree	Neither Agree nor Disagree	Somewhat Agree	Agree	Strongly Agree
You	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

19. "If I wanted to, I have the ability to be Constructive."

	Strongly Disagree	Disagree	Somewhat Disagree	Neither Agree nor Disagree	Somewhat Agree	Agree	Strongly Agree
You	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

20. "It may be difficult for me to be Constructive."

	Strongly Disagree	Disagree	Somewhat Disagree	Neither Agree nor Disagree	Somewhat Agree	Agree	Strongly Agree
You	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

Q26 21. "I believe I have an important role in making ITD more Constructive."

	Strongly Disagree	Disagree	Somewhat Disagree	Neither Agree nor Disagree	Somewhat Agree	Agree	Strongly Agree
You	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Most ITD employees	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

Q27 22. "How likely is it that ITD will become more Constructive in the next 4 to 5 years?."

	Extremely Unlikely	Very Unlikely	Somewhat Unlikely	Neither Unlikely nor Likely	Somewhat Likely	Very Likely	Extremely Likely
You	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Most ITD employees	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

ITD Constructive Culture Survey (continued)

How much do you agree or disagree with these statements?

23. "I could be more Constructive if I had more training."

	Strongly Disagree	Disagree	Somewhat Disagree	Neither Agree nor Disagree	Somewhat Agree	Agree	Strongly Agree
You	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

24. "I believe my Constructive behaviors will be assessed in my annual performance review."

	Strongly Disagree	Disagree	Somewhat Disagree	Neither Agree nor Disagree	Somewhat Agree	Agree	Strongly Agree
You	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

25. "I believe being more Constructive will help my career at ITD."

	Strongly Disagree	Disagree	Somewhat Disagree	Neither Agree nor Disagree	Somewhat Agree	Agree	Strongly Agree
You	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

26. "I believe being more Constructive will hinder my career at ITD."

	Strongly Disagree	Disagree	Somewhat Disagree	Neither Agree nor Disagree	Somewhat Agree	Agree	Strongly Agree
You	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

27. Regardless of whether you want a promotion or not, how much do you agree or disagree with this statement: "I believe being more Constructive will increase the likelihood of being promoted at ITD."

	Strongly Disagree	Disagree	Somewhat Disagree	Neither Agree nor Disagree	Somewhat Agree	Agree	Strongly Agree
You	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

ITD Constructive Culture Survey (last page)

28. Do you supervise any other employees?

- Yes
- No
- I don't know

29. Is there anything else you would like to share with us?

Thank you!

## Appendix B

### Constructive Culture Survey Results (2013, 2014, 2015)

	Number of Respondents	Percent
2013-10	474	34.4
2014-10	437	31.7
2015-11	466	33.8
Total	1377	100.0

Q1a 1a. How often did you set challenging but realistic goals and solve problems effectively?							
	Never	Rarely	Sometimes	About half the time	Often	Almost always	Always
2013-10	.6%	2.8%	11.3%	8.2%	32.5%	32.9%	11.7%
2014-10	.2%	5.1%	10.3%	9.0%	35.9%	29.9%	9.7%
2015-11	.7%	2.0%	8.4%	9.0%	34.2%	34.2%	11.5%

Q1b 1b. How often did you gain enjoyment from your work and produce high quality products / services?							
	Never	Rarely	Sometimes	About half the time	Often	Almost always	Always
2013-10	1.3%	3.3%	8.9%	7.8%	29.3%	34.5%	15.0%
2014-10	.9%	4.6%	11.3%	9.2%	29.4%	31.7%	12.9%
2015-11	1.6%	4.8%	7.9%	9.7%	26.2%	31.7%	18.1%

Q1c 1c. How often were you supportive, constructive and open to influence in dealing with others?						
	Rarely	Sometimes	About half the time	Often	Almost always	Always
2013-10	1.7%	2.6%	5.6%	23.4%	41.0%	25.6%
2014-10	1.2%	4.6%	5.1%	25.9%	40.4%	22.9%
2015-11	.7%	4.1%	5.2%	23.8%	39.4%	26.9%

Q1d 1d. How often were you friendly, open, and sensitive to the satisfaction of the work group?							
	Never	Rarely	Sometimes	About half the time	Often	Almost always	Always
2013-10		.9%	2.2%	4.1%	21.3%	41.0%	30.6%
2014-10		.9%	2.8%	4.6%	22.9%	44.1%	24.7%
2015-11	.2%	.7%	2.9%	3.8%	20.1%	39.6%	32.6%

Q2a 2a. Thinking about the last 2 months, including both stressful and non-stressful situations, how often did Person A set challenging but realistic goals and solve problems effectively?							
	Never	Rarely	Sometimes	About half the time	Often	Almost always	Always
2013-10	2.9%	7.5%	16.2%	12.5%	27.9%	25.7%	7.5%
2014-10	3.0%	9.7%	14.8%	14.8%	26.9%	22.5%	8.3%
2015-11	1.8%	7.6%	12.8%	11.9%	27.5%	27.7%	10.8%

2b. Thinking about the last 2 months, including both stressful and non-stressful situations, how often did Person A gain enjoyment from your work and produce high quality products / services?							
	Never	Rarely	Sometimes	About half the time	Often	Almost always	Always
2013-10	1.5%	7.9%	14.1%	14.5%	26.0%	26.7%	9.3%
2014-10	1.6%	10.4%	12.5%	16.4%	27.8%	23.4%	7.9%
2015-11	1.6%	7.1%	13.3%	14.0%	28.1%	23.8%	12.1%

2c. Thinking about the last 2 months, including both stressful and non-stressful situations, how often was Person A supportive, constructive and open to influence in dealing with others?							
	Never	Rarely	Sometimes	About half the time	Often	Almost always	Always
2013-10	2.9%	7.3%	10.8%	11.0%	24.7%	28.9%	14.5%
2014-10	3.2%	9.0%	12.3%	13.5%	23.7%	24.6%	13.7%
2015-11	1.4%	6.8%	10.0%	12.3%	24.0%	29.0%	16.4%

2d. Thinking about the last 2 months, including both stressful and non-stressful situations, how often was Person A friendly, open, and sensitive to the satisfaction of the work group?

	Never	Rarely	Sometimes	About half the time	Often	Almost always	Always
2013-10	2.4%	7.9%	10.3%	12.7%	23.2%	26.7%	16.8%
2014-10	2.3%	7.2%	12.7%	14.1%	23.6%	25.2%	14.8%
2015-11	1.8%	4.4%	11.9%	12.2%	20.6%	31.2%	17.9%

2e. How often did Person B set challenging but realistic goals and solve problems effectively

	Never	Rarely	Sometimes	About half the time	Often	Almost always	Always
2013-10	3.1%	7.9%	15.5%	16.1%	27.2%	23.6%	6.6%
2014-10	2.1%	10.1%	17.3%	16.6%	23.0%	24.4%	6.6%
2015-11	2.1%	6.7%	14.4%	14.7%	26.6%	27.3%	8.3%

2f. How often did Person B gain enjoyment from your work and produce high quality products / services?

	Never	Rarely	Sometimes	About half the time	Often	Almost always	Always
2013-10	2.0%	7.5%	15.0%	14.1%	28.0%	24.2%	9.3%
2014-10	2.6%	8.8%	13.0%	15.5%	26.9%	25.5%	7.7%
2015-11	1.6%	7.1%	14.3%	12.7%	26.3%	27.2%	10.8%

2g. How often was Person B supportive, constructive and open to influence in dealing with others?

	Never	Rarely	Sometimes	About half the time	Often	Almost always	Always
2013-10	3.5%	6.4%	15.4%	13.4%	22.0%	25.8%	13.4%
2014-10	3.5%	7.9%	11.7%	16.3%	21.7%	26.8%	12.1%
2015-11	2.1%	6.0%	12.0%	9.9%	25.5%	28.5%	16.1%

2h. How often did Person B friendly, open, and sensitive to the satisfaction of the work group?

	Never	Rarely	Sometimes	About half the time	Often	Almost always	Always
2013-10	3.3%	8.2%	12.4%	12.8%	20.3%	28.0%	15.0%
2014-10	3.3%	7.0%	13.6%	14.8%	21.3%	26.2%	13.8%
2015-11	2.7%	5.5%	11.2%	8.9%	25.9%	26.3%	19.5%

3a. How often did your immediate supervisor set challenging but realistic goals and solve problems effectively?

	Never	Rarely	Sometimes	About half the time	Often	Almost always	Always
2013-10	3.3%	8.8%	14.0%	9.6%	24.6%	27.9%	11.8%
2014-10	4.2%	7.4%	11.6%	12.1%	24.4%	27.8%	12.5%
2015-11	2.7%	8.7%	11.9%	11.2%	23.6%	26.3%	15.6%

3b. How often did your immediate supervisor gain enjoyment from his/her work and produce high quality products / services?

	Never	Rarely	Sometimes	About half the time	Often	Almost always	Always
2013-10	1.5%	7.3%	14.3%	11.7%	22.7%	27.1%	15.4%
2014-10	2.6%	6.5%	11.7%	12.1%	25.6%	28.4%	13.1%
2015-11	1.8%	6.2%	12.9%	10.6%	24.0%	25.3%	19.1%

3c. How often was your immediate supervisor supportive, constructive and open to influence in dealing with others?

	Never	Rarely	Sometimes	About half the time	Often	Almost always	Always
2013-10	2.0%	9.2%	8.3%	10.9%	20.1%	24.1%	25.4%
2014-10	4.0%	6.5%	10.5%	8.4%	18.6%	29.1%	22.8%
2015-11	2.3%	7.1%	11.0%	7.8%	20.6%	24.5%	26.8%

3d. How often was your immediate supervisor friendly, open, and sensitive to the satisfaction of the work group?

	Never	Rarely	Sometimes	About half the time	Often	Almost always	Always
2013-10	2.4%	7.2%	10.1%	10.5%	16.4%	27.9%	25.4%
2014-10	2.6%	7.7%	9.7%	7.9%	17.9%	29.0%	25.3%
2015-11	2.3%	5.7%	12.8%	6.9%	20.4%	21.3%	30.5%

4a. How often did most ITD employees set challenging but realistic goals and solve problems effectively?

	Never	Rarely	Sometimes	About half the time	Often	Almost always	Always
2013-10	1.3%	7.5%	23.0%	21.2%	33.1%	11.9%	2.0%
2014-10	.7%	10.0%	20.4%	21.6%	32.3%	14.4%	.7%
2015-11	.9%	6.2%	17.8%	24.5%	33.0%	13.7%	3.9%

4b. How often did most ITD employees gain enjoyment from their work and produce high quality products / services?

	Never	Rarely	Sometimes	About half the time	Often	Almost always	Always
2013-10	.4%	7.3%	22.3%	22.3%	32.9%	12.6%	2.2%
2014-10	1.4%	8.6%	20.8%	25.5%	25.5%	16.0%	2.3%
2015-11	1.1%	7.6%	17.4%	21.1%	33.4%	15.6%	3.9%

4c. How often were most ITD employees supportive, constructive and open to influence in dealing with others?

	Never	Rarely	Sometimes	About half the time	Often	Almost always	Always
2013-10	.4%	6.4%	19.4%	19.6%	31.3%	19.0%	3.8%
2014-10	.9%	5.6%	21.1%	19.9%	28.2%	22.0%	2.3%
2015-11	.9%	4.3%	16.0%	22.0%	33.4%	18.8%	4.6%

4d. How often were most ITD employees friendly, open, and sensitive to the satisfaction of the work group?

	Never	Rarely	Sometimes	About half the time	Often	Almost always	Always
2013-10	.7%	4.2%	18.5%	18.5%	31.1%	21.9%	5.1%
2014-10	.7%	6.0%	16.9%	18.1%	29.5%	25.3%	3.5%
2015-11	.7%	5.9%	11.9%	19.0%	33.9%	22.7%	5.9%

5a. "I believe providing outstanding customer service to my coworkers (my 'internal customers') is important." You

	Strongly Disagree	Disagree	Somewhat Disagree	Neither Disagree nor Agree	Somewhat Agree	Agree	Strongly Agree
2013-10				1.9%	1.5%	34.0%	62.6%
2014-10			.5%	2.6%	3.0%	34.7%	59.3%
2015-11	.5%	.2%	.2%	1.8%	2.5%	30.1%	64.6%

5b. "I believe providing outstanding customer service to my coworkers (my 'internal customers') is important." Your supervisor

	Strongly Disagree	Disagree	Somewhat Disagree	Neither Disagree nor Agree	Somewhat Agree	Agree	Strongly Agree
2013-10	.7%	2.0%	2.2%	3.5%	9.1%	35.3%	47.2%
2014-10	.7%	1.7%	3.3%	5.2%	8.5%	35.1%	45.5%
2015-11	.5%	2.3%	2.8%	3.5%	10.9%	32.3%	47.8%

5c. "I believe providing outstanding customer service to my coworkers (my 'internal customers') is important." Most supervisors

	Strongly Disagree	Disagree	Somewhat Disagree	Neither Disagree nor Agree	Somewhat Agree	Agree	Strongly Agree
2013-10	.7%	1.1%	3.1%	6.9%	18.4%	44.2%	25.7%
2014-10	.2%	3.1%	3.3%	7.5%	25.6%	39.4%	20.9%
2015-11	.5%	1.4%	5.1%	6.9%	22.7%	40.7%	22.7%

5d. "I believe providing outstanding customer service to my coworkers (my 'internal customers') is important." Most ITD employees

	Strongly Disagree	Disagree	Somewhat Disagree	Neither Disagree nor Agree	Somewhat Agree	Agree	Strongly Agree
2013-10	.4%	.9%	3.3%	11.3%	20.3%	42.4%	21.4%
2014-10	.2%	.2%	4.0%	10.6%	27.5%	42.0%	15.5%
2015-11	.2%	1.2%	3.0%	7.0%	28.1%	41.1%	19.5%

6a. "I believe providing outstanding customer service to my external customers (people outside of ITD) is important." You

	Strongly Disagree	Somewhat Disagree	Neither Disagree nor Agree	Somewhat Agree	Agree	Strongly Agree
2013-10		.2%	1.5%	1.3%	25.9%	71.1%
2014-10		.2%	.5%	2.3%	31.5%	65.5%
2015-11	.2%		.9%	2.1%	22.5%	74.3%

6b. "I believe providing outstanding customer service to my external customers (people outside of ITD) is important." Your supervisor

	Strongly Disagree	Disagree	Somewhat Disagree	Neither Disagree nor Agree	Somewhat Agree	Agree	Strongly Agree
2013-10	.4%	1.6%	1.3%	1.8%	6.9%	31.7%	56.3%
2014-10		1.6%	1.2%	3.3%	6.4%	33.9%	53.6%
2015-11	.5%	.5%	2.1%	3.0%	7.2%	28.1%	58.7%

6c. "I believe providing outstanding customer service to my external customers (people outside of ITD) is important." Most supervisors

	Strongly Disagree	Disagree	Somewhat Disagree	Neither Disagree nor Agree	Somewhat Agree	Agree	Strongly Agree
2013-10	.4%	1.1%	.9%	4.0%	11.6%	42.7%	39.1%
2014-10		1.2%	1.4%	5.4%	17.4%	43.8%	30.8%
2015-11	.5%	.5%	1.8%	5.8%	13.4%	39.0%	39.0%

6d. "I believe providing outstanding customer service to my external customers (people outside of ITD) is important." Most ITD employees

	Strongly Disagree	Disagree	Somewhat Disagree	Neither Disagree nor Agree	Somewhat Agree	Agree	Strongly Agree
2013-10		.4%	2.0%	7.8%	16.2%	46.1%	27.5%
2014-10		.5%	1.4%	6.4%	22.7%	44.3%	24.6%
2015-11	.5%	.2%	1.6%	5.3%	19.4%	41.8%	31.2%

7a. "I believe achieving ITD's mission ('Your Safety, Your Mobility, Your Economic Opportunity') is important." You

	Strongly Disagree	Disagree	Somewhat Disagree	Neither Disagree nor Agree	Somewhat Agree	Agree	Strongly Agree
2013-10	.4%	.9%	.9%	5.2%	8.0%	41.1%	43.7%
2014-10	.2%	.9%	.5%	4.4%	7.0%	37.9%	49.1%
2015-11	.5%	.7%	.7%	3.9%	5.5%	37.7%	51.0%

7b. "I believe achieving ITD's mission ('Your Safety, Your Mobility, Your Economic Opportunity') is important." Your supervisor

	Strongly Disagree	Disagree	Somewhat Disagree	Neither Disagree nor Agree	Somewhat Agree	Agree	Strongly Agree
2013-10	1.3%	.9%	.9%	4.9%	10.7%	41.8%	39.6%
2014-10	.5%	1.4%	1.2%	5.9%	9.0%	37.5%	44.6%
2015-11	.9%	.2%	.9%	5.1%	6.7%	36.1%	50.0%

7c. "I believe achieving ITD's mission ('Your Safety, Your Mobility, Your Economic Opportunity') is important." Most supervisors

	Strongly Disagree	Disagree	Somewhat Disagree	Neither Disagree nor Agree	Somewhat Agree	Agree	Strongly Agree
2013-10	.7%	1.3%	1.8%	8.0%	15.0%	48.0%	25.2%
2014-10		1.4%	2.1%	7.8%	16.2%	44.9%	27.5%
2015-11	.7%	.9%	1.6%	6.2%	14.5%	43.4%	32.6%

7d. "I believe achieving ITD's mission ('Your Safety, Your Mobility, Your Economic Opportunity') is important." Most ITD employees

	Strongly Disagree	Disagree	Somewhat Disagree	Neither Disagree nor Agree	Somewhat Agree	Agree	Strongly Agree
2013-10	.7%	1.1%	3.6%	13.8%	21.8%	42.8%	16.3%
2014-10	.5%	1.4%	2.8%	12.9%	20.0%	45.3%	17.1%
2015-11	1.6%	.9%	1.6%	10.6%	22.2%	40.3%	22.7%

8. "I believe a Constructive Culture will make me happier at work." you

	Strongly Disagree	Disagree	Somewhat Disagree	Neither Disagree nor Agree	Somewhat Agree	Agree	Strongly Agree
2013-10	1.1%	.9%	1.1%	16.7%	15.0%	37.3%	28.1%
2014-10	.9%	2.1%	2.4%	13.7%	19.6%	34.0%	27.4%
2015-11	3.3%	2.6%	1.6%	10.3%	16.3%	31.9%	34.0%

9. "I believe a Constructive Culture will make things worse for me at work." You

	Strongly Disagree	Disagree	Somewhat Disagree	Neither Disagree nor Agree	Somewhat Agree	Agree	Strongly Agree
2013-10	25.8%	39.1%	5.2%	20.9%	4.5%	2.8%	1.7%
2014-10	25.1%	34.7%	10.7%	20.2%	5.6%	3.3%	.5%
2015-11	31.7%	34.3%	7.6%	15.6%	4.6%	3.7%	2.5%

10a. "I think being Constructive will improve our ability to achieve our mission (Safety, Mobility, Economic Opportunity)." You

	Strongly Disagree	Disagree	Somewhat Disagree	Neither Disagree nor Agree	Somewhat Agree	Agree	Strongly Agree
2013-10	.6%	1.1%	.9%	9.3%	12.7%	47.5%	27.9%
2014-10	.5%	1.7%	2.4%	12.1%	16.4%	41.7%	25.2%
2015-11	.7%	2.2%	1.9%	8.2%	15.8%	37.4%	33.8%

10b. "I think being Constructive will improve our ability to achieve our mission (Safety, Mobility, Economic Opportunity)." Most ITD employees

	Strongly Disagree	Disagree	Somewhat Disagree	Neither Disagree nor Agree	Somewhat Agree	Agree	Strongly Agree
2013-10	.7%	1.1%	3.2%	18.9%	25.3%	40.3%	10.5%
2014-10	.5%	2.5%	5.1%	19.6%	34.1%	31.1%	7.1%
2015-11	.9%	3.8%	5.7%	17.3%	29.3%	34.3%	8.7%

11a. "I think we will not be as effective at achieving our mission (Safety, Mobility, Economic Opportunity) as an organization if we focus on being Constructive." You

	Strongly Disagree	Disagree	Somewhat Disagree	Neither Disagree nor Agree	Somewhat Agree	Agree	Strongly Agree
2013-10	19.1%	38.7%	7.8%	17.0%	7.8%	7.2%	2.4%
2014-10	18.9%	33.6%	9.9%	21.7%	7.8%	6.9%	1.2%
2015-11	24.0%	33.6%	10.6%	13.9%	6.6%	6.8%	4.5%

11b. "I think we will not be as effective at achieving our mission (Safety, Mobility, Economic Opportunity) as an organization if we focus on being Constructive." Most ITD employees

	Strongly Disagree	Disagree	Somewhat Disagree	Neither Disagree nor Agree	Somewhat Agree	Agree	Strongly Agree
2013-10	9.2%	32.1%	13.2%	27.0%	11.4%	5.1%	2.0%
2014-10	5.1%	30.7%	17.8%	31.6%	10.0%	4.1%	.7%
2015-11	7.5%	31.5%	17.7%	23.3%	10.3%	7.5%	2.3%

12a. "I believe people at ITD should be Constructive." You							
	Strongly Disagree	Disagree	Somewhat Disagree	Neither Disagree nor Agree	Somewhat Agree	Agree	Strongly Agree
2013-10	.2%		.7%	5.7%	7.6%	51.5%	34.3%
2014-10		.5%	1.0%	6.6%	10.5%	52.6%	29.0%
2015-11	.2%	.9%	.2%	5.1%	11.1%	43.6%	38.7%

12b. "I believe people at ITD should be Constructive." Most ITD employees							
	Strongly Disagree	Disagree	Somewhat Disagree	Neither Disagree nor Agree	Somewhat Agree	Agree	Strongly Agree
2013-10	.4%	.7%	2.9%	12.0%	23.6%	45.2%	15.1%
2014-10		.8%	4.3%	12.6%	29.4%	45.0%	8.0%
2015-11	.5%	1.4%	2.8%	13.3%	27.4%	39.6%	15.0%

13. "I believe my supervisor expects me to engage in Constructive behaviors at work." You							
	Strongly Disagree	Disagree	Somewhat Disagree	Neither Disagree nor Agree	Somewhat Agree	Agree	Strongly Agree
2013-10	.9%	1.3%	1.7%	6.3%	9.3%	42.5%	38.0%
2014-10	.5%	2.7%	1.7%	4.9%	10.5%	45.1%	34.6%
2015-11	.2%	.9%	1.6%	5.5%	9.0%	38.0%	44.7%

14. "I believe most supervisors expect ITD employees to engage in Constructive behaviors at work." You							
	Strongly Disagree	Disagree	Somewhat Disagree	Neither Disagree nor Agree	Somewhat Agree	Agree	Strongly Agree
2013-10	.4%	1.5%	1.9%	7.5%	18.5%	49.2%	20.9%
2014-10	.7%	2.2%	3.2%	7.3%	21.8%	49.3%	15.5%
2015-11	.7%	1.4%	3.2%	8.7%	17.5%	46.9%	21.6%

15. "I believe my supervisor thinks it is more important that I get my work done than to engage in Constructive behaviors." You

	Strongly Disagree	Disagree	Somewhat Disagree	Neither Disagree nor Agree	Somewhat Agree	Agree	Strongly Agree
2013-10	4.1%	15.9%	11.2%	28.6%	17.0%	14.8%	8.4%
2014-10	5.6%	16.1%	11.9%	23.6%	19.0%	16.8%	7.1%
2015-11	7.6%	19.3%	12.4%	24.4%	16.1%	14.3%	6.0%

16. "I believe ITD as an organization can be Constructive." You

	Strongly Disagree	Disagree	Somewhat Disagree	Neither Disagree nor Agree	Somewhat Agree	Agree	Strongly Agree
2013-10	.6%	1.5%	1.9%	8.2%	18.0%	51.9%	17.7%
2014-10	1.2%	2.7%	.7%	7.8%	23.8%	47.8%	15.9%
2015-11	.9%	2.1%	3.2%	7.1%	17.2%	44.0%	25.5%

17. "I believe most ITD employees can be Constructive." You

	Strongly Disagree	Disagree	Somewhat Disagree	Neither Disagree nor Agree	Somewhat Agree	Agree	Strongly Agree
2013-10	.9%	.2%	3.2%	7.4%	22.3%	53.7%	12.3%
2014-10	.5%	1.7%	1.7%	7.6%	29.6%	47.4%	11.5%
2015-11	.2%	1.2%	3.5%	6.7%	25.9%	44.3%	18.2%

18. "I believe most ITD's supervisors / leaders can be Constructive." You

	Strongly Disagree	Disagree	Somewhat Disagree	Neither Disagree nor Agree	Somewhat Agree	Agree	Strongly Agree
2013-10	1.3%	3.5%	5.0%	7.8%	20.4%	50.0%	12.0%
2014-10	2.5%	2.0%	7.4%	7.8%	26.5%	43.6%	10.3%
2015-11	1.6%	3.2%	6.0%	5.7%	19.5%	43.7%	20.2%

19. "If I wanted to, I have the ability to be Constructive." You							
	Strongly Disagree	Disagree	Somewhat Disagree	Neither Disagree nor Agree	Somewhat Agree	Agree	Strongly Agree
2013-10	.2%	.9%	.7%	4.6%	10.4%	48.2%	35.1%
2014-10	.2%	1.2%	1.0%	4.7%	10.8%	50.5%	31.6%
2015-11			.7%	6.9%	7.8%	41.1%	43.6%

20. "It may be difficult for me to be Constructive." You							
	Strongly Disagree	Disagree	Somewhat Disagree	Neither Disagree nor Agree	Somewhat Agree	Agree	Strongly Agree
2013-10	13.9%	39.0%	10.2%	14.6%	11.3%	8.1%	2.8%
2014-10	14.2%	36.3%	11.8%	16.2%	13.0%	7.8%	.7%
2015-11	20.1%	39.3%	8.8%	14.5%	9.9%	6.5%	.9%

21a. "I believe I have an important role in making ITD more Constructive." You							
	Strongly Disagree	Disagree	Somewhat Disagree	Neither Disagree nor Agree	Somewhat Agree	Agree	Strongly Agree
2013-10	1.3%	3.5%	2.6%	12.2%	17.0%	40.4%	22.9%
2014-10	2.8%	2.5%	1.3%	10.3%	22.1%	42.5%	18.6%
2015-11	1.4%	1.7%	4.0%	10.9%	13.5%	38.3%	30.3%

21b. "I believe I have an important role in making ITD more Constructive." Most ITD employees							
	Strongly Disagree	Disagree	Somewhat Disagree	Neither Disagree nor Agree	Somewhat Agree	Agree	Strongly Agree
2013-10	.7%	4.4%	6.2%	21.7%	30.0%	28.3%	8.8%
2014-10	2.5%	2.8%	5.6%	19.8%	32.3%	30.0%	6.9%
2015-11	2.6%	2.6%	6.2%	19.0%	28.4%	32.2%	9.0%

22a. "How likely is it that ITD will become more Constructive in the next 4 to 5 years?" You

	Extremely Unlikely	Very Unlikely	Somewhat Unlikely	Neither Unlikely nor Likely	Somewhat Likely	Very Likely	Extremely Likely
2013-10	1.7%	3.0%	7.4%	11.5%	38.0%	31.5%	6.7%
2014-10	2.0%	3.5%	6.4%	11.1%	32.7%	35.9%	8.4%
2015-11	1.4%	3.0%	5.1%	8.6%	26.0%	36.4%	19.5%

22b. "How likely is it that ITD will become more Constructive in the next 4 to 5 years?" Most ITD employees

	Extremely Unlikely	Very Unlikely	Somewhat Unlikely	Neither Unlikely nor Likely	Somewhat Likely	Very Likely	Extremely Likely
2013-10	2.1%	6.0%	11.3%	19.2%	40.7%	19.0%	1.6%
2014-10	1.8%	5.3%	9.1%	17.5%	40.8%	21.8%	3.8%
2015-11	1.9%	6.8%	7.9%	12.6%	39.3%	23.6%	7.9%

23. "I could be more Constructive if I had more training." You

	Strongly Disagree	Disagree	Somewhat Disagree	Neither Disagree nor Agree	Somewhat Agree	Agree	Strongly Agree
2013-10	1.7%	7.8%	5.9%	24.6%	23.7%	25.1%	11.1%
2014-10	3.2%	8.7%	7.7%	26.1%	26.4%	19.7%	8.2%
2015-11	7.8%	12.9%	8.3%	24.8%	24.8%	16.3%	5.1%

24. "I believe my Constructive behaviors will be assessed in my annual performance review." You

	Strongly Disagree	Disagree	Somewhat Disagree	Neither Disagree nor Agree	Somewhat Agree	Agree	Strongly Agree
2013-10	3.1%	6.1%	5.7%	15.5%	19.6%	37.3%	12.9%
2014-10	3.3%	4.8%	4.3%	11.0%	25.3%	36.3%	15.0%
2015-11	1.4%	3.4%	3.9%	9.0%	18.6%	40.5%	23.2%

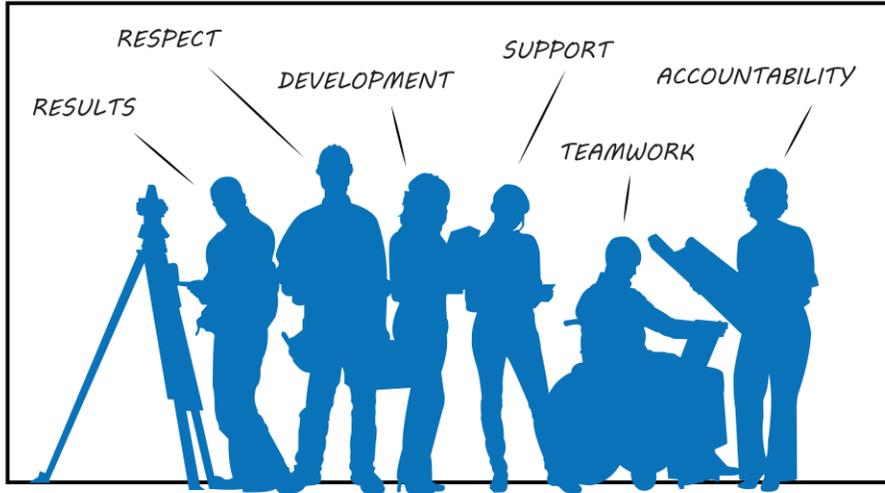
25. "I believe being more Constructive will help my career at ITD." You							
	Strongly Disagree	Disagree	Somewhat Disagree	Neither Disagree nor Agree	Somewhat Agree	Agree	Strongly Agree
2013-10	3.9%	4.8%	3.9%	16.6%	19.6%	34.9%	16.3%
2014-10	3.7%	4.7%	3.2%	16.2%	20.9%	36.4%	14.7%
2015-11	3.7%	4.4%	3.9%	12.9%	16.6%	36.5%	21.9%

26. "I believe being more Constructive will hinder my career at ITD." You							
	Strongly Disagree	Disagree	Somewhat Disagree	Neither Disagree nor Agree	Somewhat Agree	Agree	Strongly Agree
2013-10	16.3%	40.5%	12.2%	23.5%	4.4%	2.2%	.9%
2014-10	15.3%	38.6%	12.5%	25.1%	4.8%	2.8%	1.0%
2015-11	25.8%	40.6%	8.8%	18.0%	3.9%	2.3%	.7%

27. Regardless of whether you want a promotion or not, how much do you agree or disagree with this statement: "I believe being more Constructive will increase the likelihood of being promoted at ITD."							
	Strongly Disagree	Disagree	Somewhat Disagree	Neither Disagree nor Agree	Somewhat Agree	Agree	Strongly Agree
2013-10	8.1%	8.9%	5.4%	14.2%	19.4%	31.4%	12.6%
2014-10	7.2%	8.0%	7.7%	16.4%	18.9%	27.6%	14.2%
2015-11	4.8%	6.2%	6.2%	13.3%	17.4%	30.0%	22.0%

28. Do you supervise any other employees?			
	Yes	No	I don't know
2013-10	25.7%	71.8%	2.4%
2014-10	21.2%	76.2%	2.6%
2015-11	27.0%	71.1%	1.8%

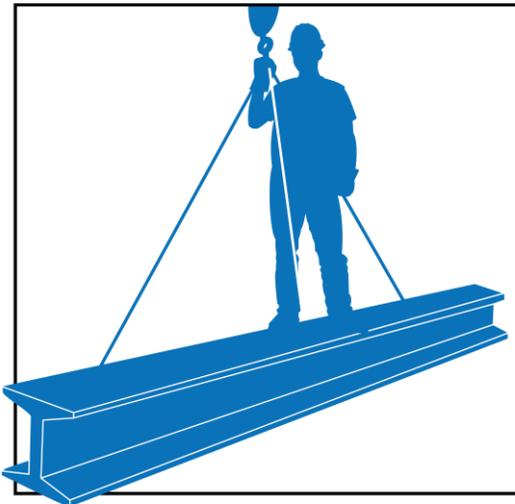
## Appendix C Culture Posters



How do **YOU** define constructive culture?

© Idaho Transportation Department Poster design by: Kristina Zahner-Rocorn, Office of Civil Rights, ITD

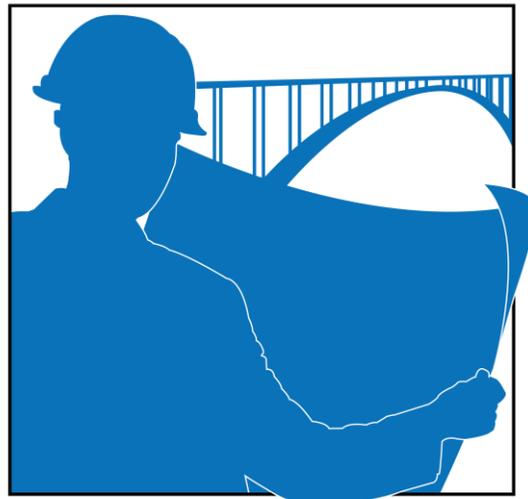
### Constructive Culture



How do you help  
build **TEAMWORK**?

© Idaho Transportation Department Poster design by: Kristina Zahner-Rocorn, Office of Civil Rights, ITD

### Constructive Culture



How do you bridge  
gaps in **RESPECT**?

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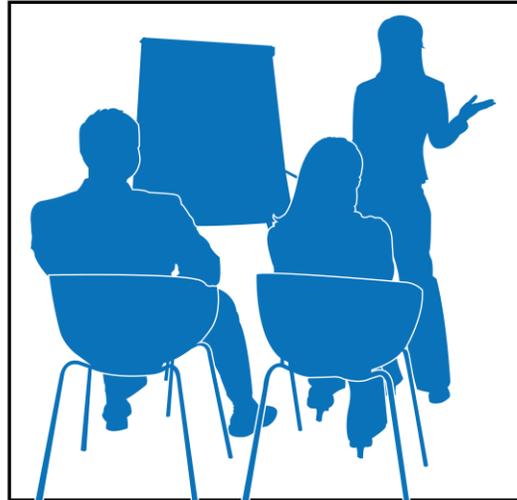
# Constructive Culture



How do you measure your **DEVELOPMENT**?

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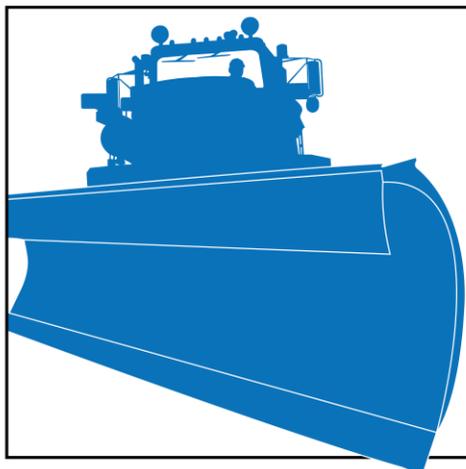
# Constructive Culture



How do you address **ACCOUNTABILITY**?

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# Constructive Culture



How do you drive team **RESULTS**?

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# Constructive Culture



How do you **SUPPORT** departmental efforts?

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## Appendix D

### Senior Leadership Team Interviews Report

# Center for Health & Safety Culture

## Idaho Transportation Department – Constructive Culture Project: Senior Leadership Team Interviews

### Background

The Idaho Transportation Department (ITD) is engaged in a multi-year effort to grow a constructive culture within their organization. ITD defines a constructive culture as “a results-driven work environment where all employees treat each other with respect, develop themselves personally and professionally, support team efforts, and are accountable for their actions.” Efforts toward a constructive culture began in January 2012 with an assessment of the current culture of the organization and definition of the desired ITD culture using Human Synergistics International’s Organizational Culture Inventory and Organizational Effectiveness Inventory. Since then, ITD’s Executive Team and Senior Leadership Team have been engaged in on-going individual assessments and coaching. All staff participated in training on growing constructive behaviors provided by ITD’s training department.

### Introduction

A random sample of senior leadership team members were interviewed to better understand how the effort to grow a constructive culture is progressing. A representative of the Center for Health and Safety Culture conducted phone interviews of nine senior leadership team members between April 12<sup>th</sup> and April 20<sup>th</sup>, 2016. Initially, 13 senior leadership team members were selected to participate; however, one was new to the department and did not participate, and four did not respond to the email requesting a phone interview. Each interview participant was read an informed consent statement (Appendix A) before beginning the interview. The interviews lasted between 15 minutes and 45 minutes.

### Results

All interview participants were eager to share and provide valuable insight into the constructive culture effort. Overall, the response to the questions regarding the constructive culture efforts was positive.

#### 1. How would you define a constructive culture?

Overall, all of the participants were able to articulate what a constructive culture means to them. The following definitions are in their own words:

- Knowing the customer, positive energetic way to achieve goals, allow people to make mistakes and to learn from those mistakes
- Culture that employees enjoy and desire to be a part of
  - Accountability, professional development and winning team mentality
- Working together for a common goal, those common goals are more important than the individuals
- It requires courage and intentional change. People truly have your back and leadership has the employee's best interests at heart. All employees are striving to be their best, there is no dead weight or counterproductive staff. A place where "we care about the people both the customer and the employees."
- All employees are taking responsibility for their safety and safety of all employees and public.
- Results in a work environment that focuses on respect, professional development and accountability for actions.
- A work place that celebrates collaboration and employees work towards goals as a team. A positive environment where you address problems but not let them get personal.
- Free to do their job without undue pressure from managers
- An environment with a high degree of teamwork, motivated employees, minimized self-importance and large amount of committed supervisors and employees

2. Is a constructive culture important to you? Why?

All interviewees stated that a constructive culture was important to them, and some stated it was very important.

- The reasons for importance:
  - The environment provides opportunities:
    - For success and respect
    - To work in a positive place that employees enjoy and engage
    - To save time and money
    - To learn
  - Constructive culture leads to a more efficient, effective, positive, and rewarding work environment that results in increased performance and a more engaged, accountable workforce.
  - The culture enhances a public service attitude (purpose)
    - "When I go to work, I want to know that I am making a difference."
    - Help to serve the public better
    - Contributing to the public good
  - Increases emphasis on safety

- Breaks silos and allows for more collaboration across departments, between teams and managers
- Set bar for unacceptable behavior
- It was clear that this type of culture was something all employees' desire and deserve. It was not a top-down decision that was forced upon the employees but rather the type of culture they were asking for.

3. What was ITD's culture like in 2011? What is the culture like now?

Past culture

- Very militaristic, no ability to speak to others about work
- Militaristic (command and control), top down structure, task masters got promoted
- Different sectors had different attitudes- competition and hard feelings against other sectors
  - More segregated, lack of cohesion between districts and units
  - Lack of consistent culture
- Top-down initiative, the top was very remote and disconnected, no employee buy in, zero ownership of initiatives
- Passive, dependent, people waiting to be told what to do, no one was accountable
- Teams and people worked well together but they were dependent on the leaders to make decisions
- Attitudes
  - Change was uncomfortable and people were very cautious when leadership changed
  - Focus on following the rules and checking the box (very bureaucratic)
  - People were cautious, there seemed to be a "got you" atmosphere/climate
  - "What is in it for me"

Today's culture

- Sectors are working together, increases in collaboration and decrease in competition, no silos, all a big team, "We are in this together", succeed together
- Leadership changes
  - Leaders don't know all of the answers, they are there to provide support and be a cheerleader for their teams
  - Present and engaged
  - Employees are leaders too and have begun to take ownership of initiatives
  - Stability in leadership roles led to more empowered and energized work staff
  - Address and resolve conflict

- Employees feel they can speak with leaders about issues and keep them informed without fear of retribution
  - Recognize employees' ideas are valuable and innovative
  - Need to make sure they are continuing to walk the walk and talk the talk (model behavior they would like to see from employees)
  - Employee changes
    - Increased enjoyment and confidence in the work place
    - Share success stories with peers
    - Increased level of ownership and accountability
    - People take pride in their work- increases in productivity
  - Focus on safety
  - More constructive although still struggle in some areas- some haven't embraced the idea of a constructive culture
  - More transparent, constructive, and productive
  - Employee retention is higher
4. From your perspective and circle of influence, can you provide an example of how this change in culture has affected outcomes that are important to you?
- Headquarters has decentralized and authority has been pushed to the divisions and lower level management, which has resulted in quicker decision-making, increase in accountability of employees, and ultimately more projects. Headquarters serves as a consultant and support mechanism rather than the decision maker.
    - Decentralization has also helped divisions feel more included and supported. There are more resources available such as people and tools.
  - Multiple solutions to the problem and the best option is what the team comes up with
  - Discuss change with managers to share and show support and buy in- these discussions are more intentional
  - Less likely to take drastic disciplinary action against others, managers know that context matters, leads to more effective management practices
  - Innovative efforts are driving better ideas
    - People feel they are being heard
    - Document and sharing ideas
    - Celebrating success
  - Challenges with changes
    - Focus on removing steps in the process, unfortunately, there are some things that still need to be done and there is some concern that the ball is being dropped by eliminating

so-called inefficiencies. There needs to be a balance between efficiency and accountability to the public. They cannot remove all of the red tape; it is there for a reason.

- Individual stories
  - One interviewee visited with a retired employee. The employee discussed things that frustrated him which ultimately caused him to leave the department. These frustrations included a lack of ability to hold people accountable, could not demand excellence, and did not have the confidence and trust from managers to do the work. He asked this interviewee if they were still doing that “culture thing” and if so, why. The interviewee communicated that the frustrations that this employee used to experience are the exact challenges that the culture change effort is addressing. The ability to hold people accountable, increased trust, and correcting misunderstandings are the reasons they are going toward this “culture thing.”
  - This division heavily relies on other divisions to complete their work. They may need to pull in others at very short notice to advise or provide expertise. The recent changes in culture have resulted in more people wanting to help and support each other, which ultimately has made the work of this office much easier. This interviewee is seeing slow and steady progress in creating a constructive culture.
  - This interviewee extensively discussed the dramatic changes that have taken place with HR. these changes have resulted in better support from HR, improved hiring processes, and the ability to make more informed hiring choices. These internal changes have empowered employees to achieve, own their work, and know when to ask for help.
  - Employees taking the initiative to make the roads safer. One group recognized that a 10-mile stretch of road had an increased number of accidents. The group decided to investigate what was going on, determine the causes, bring a proposal to the department for increased signage, and to designate this a safety corridor. They recognized a problem, looked for a solution, got that solution approved, and implemented the changes. In the past, the employees would not have taken this initiative.

5. During this culture change effort, how have you changed as a leader?

- Broadened leadership skills
- Still need to follow policy and procedures, but look for the opportunities to challenge current processes and adapt them to better suit the needs of the employees.
- More humanistic (more green) and less directive, focus on coaching rather than dictating, allow others to problem solve
- 5 years ago, the moto was to do the right thing but follow the rules and do not draw attention to yourself.
  - Leaders are no longer rule enforcers but rather coaches and trainers
- Communication with others
  - People can help each other by calling them out

- Providing constructive feedback
  - Embrace the fact that the interviewee has room to grow and be open to feedback
  - It is clear from the survey work, that this interviewee was a red leader and has started to make changes to become more blue. They recognized that it is okay to let their subordinates make decisions and they need to support them. This interviewee has struggled with letting go, but sees the value in it.
  - This interviewee used to focus on their projects and their outcomes, it did not matter what their peers and managers were doing. They were looking out for number one, themselves. It was a lonely position. They expressed that they would not have been comfortable discussing projects in front of others. Now they feel the culture is much more open and collaborative. They have peer groups to discuss problems, learn from each other, share information, and offer assistance. They look out for the department's mission, success, and reputation.
  - In the past, this interviewee always treated people respectfully, but was known for crushing barriers and most of the time those barriers involved people. In their pursuit of "getting things done" they inadvertently demoralized people. They did not consider it a personal thing but have realized this is an area that they need to work on. They have spent a lot of time focused on understanding the people that they work with, where they are now and where they want to go. This interviewee wants their employees to know that they care about their goals. "I think I still need to find a happy balance between technical oriented and people oriented perspective, but I have made a lot of progress."
6. Can you provide an example of how these changes have contributed to outcomes?
- Main outcomes
    - People are less likely to push initiatives from the top-down.
    - The goals that are created by employees align with overall goals of ITD.
    - Increased ability to solve problems because of positive culture
    - Have the ability to understand personality differences and build on employee's strength in a positive constructive manner
    - More people sharing ideas, celebrating success, not afraid of new things
    - Increased accountability by pushing responsibility down to lower level employees
  - Personal Stories
    - This interviewee described a recent experience they had with an employee who had behavioral challenges. The employee provided the interviewee with some constructive feedback that they could have discredited because of the employee's behavioral issues. The issue highlighted was actually something the employee could not perceive within themselves either, but it made the interviewee think that they may need to do something better and change as well. Recognizing and coming to terms with imperfection is vital to being able to grow.
    - This year the legislature recognized how successful these culture changes have been to ITD outcomes. The director has built a great relationship with them and shares

employee success stories. He is not singing praises of himself but singing the praises of the employees. This helps employees see that this change effort was not just smoke and mirrors, the leaders of this organization embody the values they are trying to espouse throughout the organization. The attitude has changed at ITD, “we are all in this (successes and failures) together.”

- Managers and supervisors are considering culture when hiring and promoting people. In the past, they were just filling positions. Now, they are actively seeking employees who are open to having a positive constructive culture. They want to share the workload with people who want to make a difference. Something one interviewee initiated is discussing this constructive culture change effort with new hires. They take the time to orient them with a constructive culture and let them know they can communicate openly about any concerns.
  - “As a supervisor, I should know it all.” This culture change effort has made this leader see that they cannot know it all and will not have all of the answers. They need to focus on listening and supporting staff. This change in thinking is a great stress relief to the leader.
7. From your perspective, what is most important to take ITD’s constructive culture to the next level in the upcoming year?
- Many of the respondents mentioned that they felt ITD was about 50% or more on the way to a constructive culture, and to reach the remaining employees the focus of the effort needs to shift from the executive team and senior leadership team to managers, supervisors, and front line workers. There were general comments about the need to expand the effort in order for this to be successful, some concern about losing momentum, discussion about the need to emphasize modeling the behaviors they are seeking, resistance among some employees, and particular departmental changes.
  - Expand the effort
    - Need to work with managers and supervisors- they need to be able to demonstrate the behavior, need more training to lead by example, should make this a formal expectation of evaluations
    - Needs to become how all employees do business
    - Have some department wide initiatives like a leadership summit for all employees
    - Buy in from non-leadership employees- need to filter this work down to others.
    - Continue work with middle management, overall department is doing a great job just need to focus efforts moving forward
    - Need to focus on the next level of management like first level supervisors to make it an organization wide effort
  - Concern about losing momentum
    - Need to keep things fresh, keep things positive and moving forward
    - Keep pushing forward, do not lose momentum

- “We recognize that culture matters.” This interviewee wants to make sure that the culture change efforts continue to matter regardless of leadership changes. They believe that some people still think this effort will go away if the director leaves. They want to continue to focus on these efforts and communicate to employee’s that the whole department is committed to a constructive culture.
- The newness has worn off and the movement is losing a little spark. How do they invigorate this effort?
- Emphasis on modeling the behaviors at all levels of the organization
  - Need to model the behaviors
  - Walk the walk and talk the talk
- Resistance
  - Some long term employees do not accept the value of this change, need to work on holding them accountable to the new standards
  - Help employees understand that they are not tied to the old way of doing things
  - Need to let the past go- This interviewee has noticed some hard feelings from some managers who were not happy with the old way of doing things. It has been hard for them to let the past go.
- Need to make sure the internal controls are still in place, balance between going paperless and maintaining accountability
- Great time to reflect on challenges and how these changes are operating in a big organization
  - Things don’t always work out, let’s learn from those challenges and problems
- Focus on safety
  - Need to continue to build a strong safety culture by changing employees attitudes, safety is not someone else’s job, “it is my job”, “safety is something I am responsible for”
- Particular departments
  - The emphasis on HR has been huge and incredibly important. They have revamped processes to align with this effort and support other departments by providing credibility and tools to work directly with current and future employees. HR’s involvement in this culture change effort has been a positive and important part of the work.
  - Headquarters’ role has changed and this has resulted in some headquarter team members losing their identity. They no longer have final approval and are acting as a resource rather than a decision maker. These changes have resulted in the districts taking more risks. The interviewee thought this is great. Headquarters is recognizing they have a very talented workforce who can do their jobs. They just need get out of the way and let them.

Other comments:

- Excited to hear survey results
- Some people are still waiting for this effort to pass, they do not think it is here to stay
- Wish they would have done this a long time ago, it has been hard to dig out of some of the old practices
- One interviewee discussed the generational challenges ITD is experiencing and a desire to address proactively these challenges. These challenges include changes in longevity, flex time, and differences among older and newer employees. New generation of workers need to be challenged and excited about the work, they cannot continue to do what they have done. Flex time is hard to offer in the public sector but it is also expected for the new generation of workers. ITD needs to adapt and understand that culture is the most important aspect to addressing the challenges facing the public sector as they move forward.

## Conclusion

These interviews provided insight into the constructive culture effort among members of the senior leadership team. It is clear that all of the interviewed members thought the constructive culture change effort was important and has resulted in changes to their own leadership styles. They all articulated changes between ITD's culture 5 years ago and ITD present culture, but there were varying degrees of change.

Many of the members who were interviewed described the past culture as militaristic and competitive. There was little cooperation among divisions or sectors, and employees relied on managers to make decisions and provide direction. The present culture at ITD was described as more transparent, constructive, and productive. There have been changes among leadership as they are more present and engaged, they provide support to employees rather than make decisions for them, and recognize the value in employee ideas. Interviewees described the changes among employees, which included an increase in enjoyment and satisfaction at work as well as increased level of ownership and accountability. These changes to leadership and the employees have resulted in more innovative and better ideas. Although, the changes have not been without challenges; the challenges include a need to balance efficiency and accountability, resistance among some employees, and a fear of losing protocols.

The interviewees expressed varying degrees of change as leaders and were able to articulate through stories how these changes had contributed to outcomes that were important to them. The changes as leaders included a focus on people rather than problems, increased communication, and general development of a team-oriented atmosphere. These changes have increased problem-solving abilities, increased communication among employees, and increased accountability.

The final question posed to the interviewees was what is most important to take ITD's constructive culture to the next level in the upcoming year. Suggestions from the participants included expanding the constructive culture effort to include more employees, continue to model the behaviors they are seeking to grow, continue to focus on safety, and grow what has been working in other departments.

Some of the interviewees discussed concerns about waning enthusiasm and a need to keep the materials and effort fresh. There was also concern about resistance among some staff. One interviewee stated that employees need to let the past go and move forward. Another interviewee wanted to make sure that internal controls remain in place while they are revitalizing processes. Overall, the interviewees would like to see the effort continue and think they need to be strategic about how to move forward.

## Appendix E Manager Interviews Report

# Center for Health & Safety Culture

### Idaho Transportation Department – Constructive Culture Project: Manager Interviews

#### Background

The Idaho Transportation Department (ITD) is engaged in a multi-year effort to grow a constructive culture. ITD has defined a constructive culture as “a results-driven work environment where all employees treat each other with respect, develop themselves personally and professionally, support team efforts, and are accountable for their actions.” Efforts began in January, 2012 by assessing the desired and current culture of the organization using Human Synergistics International’s Organizational Culture Inventory and Organizational Effectiveness Inventory. Since then, ITD’s Executive Team and Senior Leadership Team have been engaged in on-going individual assessments and coaching. Managers have participated in assessments and training provided by ITD’s training department. All staff have participated in training provided by ITD’s training department on growing constructive behaviors.

#### Introduction

A random sample of managers were interviewed to better understand how the effort to grow a constructive culture is proceeding. A representative of the Center for Health and Safety Culture interviewed 11 managers between September 25 and October 19, 2015. These 11 managers were randomly selected from among all 31 managers (middle level). The managers interviewed were from each of the six Districts, Headquarters, and DMV. All 11 managers selected agreed to participate. Each was read an informed consent statement (Appendix A) before beginning the interview. The interviews were conducted over the phone and lasted between 25 minutes and 50 minutes.

#### Results

Everyone who participated in an interview was very courteous and polite. All engaged in the process, considered the questions and their responses, and shared valuable insights. From the interviewer’s perspective, the process was very positive.

8. On a scale of 1 to 10 (1 extremely poorly to 10 extremely well), how is the effort to grow a constructive culture at ITD proceeding? Why? Maximum: 9 Minimum: 6 Average: 7.4

Overall, everyone thought the effort was proceeding well.

Some shared that it was difficult at the beginning to understand what the culture effort was about and how it would impact those at the lower level of the organization. The effort became clearer after the ITD training classes.

Some shared that while there was a focus on being more constructive, there was a disconnect with behaviors at higher levels of the organization and behaviors within headquarters. For example, if one of the intentions is to move decision-making to lower levels, why are lower levels not empowered to make more decisions?

9. Does constructive culture matter? Why/Why Not?

Every respondent affirmed that a constructive culture was important to them individually. They spoke authentically and many spoke passionately.

The interviewer was impressed with the degree to which they all spoke authentically about why this mattered to them. Some responses included that they could not do their job without a constructive culture; a constructive culture made their workgroups more effective; a constructive culture was critical to achieve strong customer service; and, a constructive culture improved morale and reduced turn-over.

10. What barriers prevent being constructive at ITD?

The major barriers identified were time and competing efforts.

Some managers indicated that this was a major change for the organization and that there were individuals who have been operating in other patterns for many years. They felt it will take time for these individuals to change (or retire out). Non-constructive behaviors are still being modeled among leadership, and lower level staff now identify and label these behaviors as non-constructive. Change is just starting to occur at lowest levels of the organization. Seeing the benefits of being constructive will take time.

Some were concerned that the effort would “end” soon (some believed that others perceive it will end when the current director retires). The perception that it could end soon becomes a potential barrier to moving forward (the fence-sitter can wait it out). Several indicated that they hoped it would never end and recognized a need and value in continuing to improve the culture.

Some managers felt that continuing efforts to reduce workforce size created a challenge for some workers to embrace a constructive culture. These employees feel they are approaching their limits and are concerned about negatively impacting quality.

Some managers felt that productivity demands were so high (because of reduced workforce) that people had no time to learn new skills or ways of being. While they

recognized opportunities to engage in new approaches (e.g., technology) that would, in time, improve efficiency, they currently could not find the time to explore these options.

11. Do you believe that your immediate supervisor supports the effort to grow a constructive culture? Why or why not?

Everyone agreed that their immediate supervisor supports the effort, although level of support varied from compliance (with minimal engagement) to strong advocacy. A few managers indicated leaders were afraid of being honest about progress (or lack of progress) for fear of reprisal; others felt their immediate supervisors were strongly committed and actively supported progress.

Engagement with their supervisor on growing a constructive culture varied from minimal activity (i.e., it is mentioned occasionally) to active engagement each and every month. Some managers discussed how their immediate supervisors are working directly with them on their improvement plans; some had not discussed their improvement plans with their immediate supervisors.

12. Do you believe that those you manage support a constructive culture? Why or why not?

Everyone agreed that most of their direct reports supported it and valued it; however, most noted that there were some “fence-sitters” and a few perhaps “waiting it out.” They see progress in how their direct reports are working with front-line staff and how front-line staff are behaving. Many managers are asking for and re-telling stories that exemplify constructive behaviors within their areas.

Everyone agreed that most of their direct reports agreed it made the workplace more effective and an overall better work environment. Some indicated that they have supervisors who still need to learn how to be constructive (but feel they are engaging in the effort).

13. Are you actively working on being Constructive? Why?/Why Not?

While everyone agreed that they were working on it, engagement varied from vague references to thinking about it to having their assessments front and center and actively engaging with their immediate supervisors. Most indicated the training was very good but that more post-training follow-up was needed (although they were not sure what this looks like, and some were not in favor of more meetings).

A few may have perceived that working on being more constructive was about managing the perceptions of those around them as opposed to changing their own behaviors.

14. Have you participated in training or assessments to identify how you can be more constructive as a manager? Have you shared the results with your immediate supervisor? How would you describe your progress? What are barriers to your progress? What would enable your progress?

All acknowledged that they had engaged in an assessment. Most indicated they had shared it with their supervisor; a few had not shared it. Engagement on their own constructive growth correlated with their perception of how their supervisor valued a constructive culture.

Degree of engagement varied from actively working on an improvement plan to no formal activities to foster improvement.

Some indicated measured improvements; all indicated they still had room to grow.

Some indicated that they needed more insights on how to be constructive. Some suggested that they would value speaking with their peers (e.g., other managers) and seemed to prefer informal mechanisms (perhaps anonymous shared spaces) as opposed to formal meetings.

A few indicated it would be valuable to learn about constructive ideas from entirely different organizations – even for-profit businesses.

While all valued the ITD training programs, some were worried about time to engage in half-day or full-day training events.

15. What support or tools would help you better foster a constructive culture within your work group?

Continue efforts to refine and improve the hiring process so that new hires enter ITD aligned with a constructive culture.

Short activities that could be done in 15 to 20 minutes either one-on-one or in staff meetings. These would allow for on-going training without demanding extensive time.

Activities to help define constructive behaviors as listed on annual performance measures. While people get the gist of these kinds of behaviors, they need help in defining what they really look like.

Training on processes that could be used by managers and supervisors that would allow for new ideas and new approaches to be explored. While staff value a constructive culture, some are not skilled at leading constructive conversations to explore new ideas.

Time. Almost all managers indicated that they see great progress and are very encouraged. But some were anxious that expectations for change were too fast and that they would not be given enough time for change to occur. Some indicated that feedback that progress was not happening fast enough could have a boomerang effect and be perceived as not being constructive. They emphasized that the effort has only just reached lower level staff in the past 18 months or so.

## Conclusion

Eleven interviews completed among randomly selected managers at ITD revealed that significant progress has been made at growing a Constructive Culture. From their perspective, most of this progress has occurred only recently (i.e., the past 18 months), and the effort became real as managers, supervisors and staff participated in training classes led by the ITD training department.

The managers value a constructive culture and believe their immediate supervisors do as well – although engagement in efforts to support their growth in constructive behaviors by their immediate supervisors varied significantly.

The managers believe that most supervisors and staff support the effort, although some are resistant and many need additional time and training.

Looking forward, managers indicated the need for continued improvement among leaders above them (as the behaviors of these leaders are now scrutinized by all staff as to whether they are constructive or not) and the need for time. Several were concerned that the effort would end soon or that upcoming surveys would be considered final assessments.

In general, efforts to grow a constructive culture among ITD managers are strong, and there appears to be an authentic desire and commitment.



## Appendix F Supervisor Interviews Report



### Idaho Transportation Department – Constructive Culture Project: Supervisor Interviews

#### Background

The Idaho Transportation Department (ITD) is engaged in a multi-year effort to grow a constructive culture. ITD has defined a constructive culture as “a results-driven work environment where all employees treat each other with respect, develop themselves personally and professionally, support team efforts, and are accountable for their actions.” Efforts began in January, 2012 by assessing the desired and current culture of the organization using Human Synergetics International’s Organizational Culture Inventory and Organizational Effectiveness Inventory. Since then, ITD’s Executive Team and Senior Leadership Team have been engaged in on-going individual assessments and coaching. Supervisors have participated in assessments and training provided by ITD’s training department. All staff have participated in training provided by ITD’s training department on growing constructive behaviors.

#### Introduction

A random sample of supervisors were interviewed to better understand how the effort to grow a constructive culture is proceeding. A representative of the Center for Health and Safety Culture interviewed 17 supervisors between December 2, 2015 and January 19, 2016. These 17 supervisors were randomly selected from among all 78 supervisors that had completed the Leadership Workstyle Survey conducted by ITD’s training department. The supervisors interviewed were from each of the six Districts, Headquarters, and DMV. A total of 20 supervisors were recruited to participate; one refused, and two did not respond to repeated emails and a phone message. Each interview participant was read an informed consent statement (Appendix A) before beginning the interview. The interviews were conducted over the phone and lasted between 20 minutes and 45 minutes.

## Results

The majority of those who participated in the interviews was very courteous and polite. Most engaged in the process, considered the questions and their responses, and shared valuable insights. From the interviewer's perspective, the process was very positive.

1. On a scale of 1 to 10 (1 extremely poorly to 10 extremely well), how is the effort to grow a constructive culture at ITD proceeding? Why? Maximum: 9 Minimum: 3 Average: 6.7

Overall, participants thought the effort was proceeding well now, although it was confusing at the beginning.

Some shared that it was more difficult at the beginning and that the ITD training classes helped. However, some felt it was still ambiguous and raised questions such as "Can people be fired in constructive culture?" and "How do I follow tight regulations in a constructive culture?"

Some shared that while there was a focus on being more constructive, there was a disconnect with behaviors at higher levels of the organization and behaviors within headquarters. Like the managers, supervisors questioned whether decision making power was truly moving to lower levels or not.

Some supervisors shared that staff are confused about efforts to be more constructive and the elimination of positions.

Supervisors are now aware of what "constructive" means and are judging actions by those above them using this new lens.

2. Does constructive culture matter? Why/Why Not?

Every respondent affirmed that a constructive culture was important to them individually. They spoke authentically and a few spoke passionately.

The interviewer was impressed with the degree to which they all spoke authentically about why this mattered to them. While their statements were not as strong as those from the managers, they all saw value in being constructive. Overall, they felt a constructive culture resulted in a better place to work, more effectiveness, more innovation, more productivity, better service, and more engagement.

3. What barriers prevent being constructive at ITD?

The major barriers identified were time and competing efforts.

Some supervisors indicated that older rules and processes need to be changed.

Some indicated that new technology to enhance productivity has not worked as promised and thus created challenges.

Some indicated that shifting to learning from mistakes as opposed to being penalized will take time.

Some indicated that the behaviors of the Executive Team and the Senior Leadership Team are not viewed as constructive and this bolsters resistance among those who are struggling with the changes. In particular, participation in decision making was mentioned.

Some indicated that the reduction in workforce size and increase in productivity demands make thinking about change hard. The perception by some is that no time is available to explore new ways of doing things.

4. Do you believe that your immediate supervisor supports the effort to grow a constructive culture? Why or why not?

For the most part, participants indicated that their immediate supervisors supported the effort.

A few indicated that their immediate supervisor was struggling and that change takes time.

5. Do you believe that those you supervise support a constructive culture? Why or why not?

For the most part, those interviewed said yes. However, they felt these were significant changes for some of their staff members, and it would take time.

Some indicated that those who were resistant were looking for counter-examples (especially among behaviors of those at higher levels) and used these as justifications to not change.

Some indicated that a few staff are viewing the overall change effort as an initiative that will “end” soon, and thus they are just trying to “wait it out.”

The effort is much easier with new employees.

6. Are you actively working on being Constructive? Why?/Why Not?

Overall, most respondents said yes. They related their efforts to the ITD training. The details of what that looked like were much less specific than among managers. A few indicated it was in their performance plans.

7. Have you participated in training or assessments to identify how you can be more constructive as a supervisor? Have you shared the results with your immediate supervisor? How would you describe your progress? What are barriers to your progress? What would enable your progress?

All acknowledged that they had engaged in an assessment. Some had shared it with their immediate supervisors. They indicated a range of engagement by their manager.

Some felt it was hard to find the time to spend on this. They tended to be heavily focused on meeting expectations and improving productivity.

Some indicated that self-assessment tools might be helpful. Something they could do in small amounts of time on their own.

8. What support or tools would help you better foster a constructive culture within your work group?

Very, short simple self-assessment tools – “how would you react to this?” scenarios.

More support and engagement by Senior Leadership Team (SLT) members with technicians.

Some felt that when an SLT member develops real relationships with the technicians, it goes a long way to building morale and supporting efforts the supervisors are trying to initiate.

Continue with communication training.

Training on how to deal with employees who are NOT constructive.

Training on how to communicate and navigate change (at a personal level).

Revisit flex-time policy. Flex-time could be a good reward with minor cost, and it bolsters trust.

Providing brief email refreshers that remind supervisors of what was learned during the trainings and helps connect the dots between all the training pieces (like personality styles, constructive communication, etc.).

Reminders to staff about pay raises that occurred in the recent past as well as how our salaries compare to other state agencies. Some supervisors indicated that staff has forgotten about the raises and don't realize that ITD is paying better than many other state departments.

9. Outside of the constructive culture project, what additional training would you like to have?

Design / Construction guidance – roles and duties for various positions

Particular training on inspections

Training on basic CAD skills

Opportunities to share notes with similar positions in other districts

Training on coaching

Performance management

Hazardous training and incident response training

Written communication

Cold weather concrete construction

## Conclusion

Seventeen interviews completed among randomly selected supervisors at ITD revealed that progress has been made at growing a Constructive Culture. From their perspective, most of this progress has occurred only recently, and the effort became real as managers, supervisors and staff participated in training classes led by the ITD training department.

The supervisors value a constructive culture and believe their immediate supervisors do as well – although engagement in efforts to support their growth in constructive behaviors by their immediate supervisors varied.

The supervisors believe that most staff support the effort, although some are resistant and many need additional time and training. As staff members have become more knowledgeable about constructive behaviors, they are judging the actions of higher level leaders within ITD.

Looking forward, supervisors indicated the need for continued improvement among leaders above them (as the behaviors of these leaders are now scrutinized by all staff as to whether they are constructive or not) and the need for time. They also indicated that demands for greater productivity competed for time and energy to focus on the culture effort.

In general, efforts to grow a constructive culture among ITD supervisors are progressing, and there appears to be an authentic desire and commitment.



## Appendix G

# Outstanding Customer Service for a DOT

*The following is a brief written by the Center for Health and Safety Culture to inform ITD's efforts to develop additional measures for outstanding customer service.*

Public sector organizations repeatedly are asked to do more with less and adhere to the customer service standards of private sector entities to better serve the public. Historically, demands for measuring customer service in the public sector grew out of the performance management movement. This movement emphasized the importance of output measures and performance targets with the ultimate goal of increasing efficiency. Measuring consumer behavior and understanding customer problems began in the 1960s within the private sector.<sup>(1)</sup> In the 1970s there was a push by elected officials and government officials in the public sector to streamline the policy formulation process to make it more rational and systematic. This desire led to increased uses of performance management measures such as customer satisfaction with public goods and services and a better understanding of overall satisfaction with public organizations.

Departments of Transportation (DOTs) face unique challenges that require extra attention when determining public satisfaction with services. Public entities do not have customers in the same sense as private companies. Public entities are established to serve citizens and contribute to the overall public good. The drivers of public sector entities are inherently different from the drivers of private sector entities. Public sector entities are driven by public interest, and private sector entities are driven by market forces and competition. Dull and Lebowhl caution that "identifying what determines overall driver satisfaction with a non-rivalrous, non-excludable public good like the condition of state highways, poses significant challenges over and above those faced by businesses attempting to market products for private consumers."<sup>(2)</sup> These challenges include the need to address multiple customers, multiple services, and multiple definitions and measurements of customer service while maintaining democratic values that oftentimes are competing with one another. Even with these inherent challenges, departments of transportation must engage in the difficult task of understanding, defining, and measuring customer service in order to better serve citizens. This paper examines the complex issues and unique challenges that state departments of transportation face when measuring customer service, provides an overview of the standard definitions of the terms involved, provides examples of what DOTs are doing currently to measure customer service, and briefly discusses potential methods to collect data.

### Challenges of Measuring Customer Service

The task of measuring customer service for public sector organizations is complex and challenging. There are multiple "customers" and multiple services as well as multiple definitions and measurements of customer service. Customers for public organizations can be both internal and external. Internal customers can be defined as anyone who works for the organization including co-workers,

management, and contractors. External customers are citizens of the state or area the organization serves, businesses, state and local governments, contractors or vendors, law enforcement, and the legislature. Having a diverse set of customers makes creating a standardized measure for the organization very difficult. Another issue that makes a public organization's interactions with its "customers" more complex is that interactions with citizens are often forced.<sup>(3)</sup> Citizens do not have a choice of which DMV to visit or on what roads to drive. They are a captive customer<sup>(3)</sup> which is an element to customer interactions that a private sector organization does not have. The main driver of increasing customer satisfaction in the private sector is to increase revenue and reduce the cost to serve customers.<sup>(4)</sup> In the public sector, the main driver is not increasing revenue but rather providing better quality of life to its constituency.

In addition to having a diverse set of customers, DOTs offer multiple services ranging from licensing, enforcement, safety, and mobility, which can include air, rail, and roadways. Offering multiple services complicates the issue of measuring customer service. Also, a general lack of standardized measurements, multiple measurements, and different definitions further complicate the assessment of customer service. It is often left to the DOT to determine what measurements are valuable to them and which definitions apply to their work. This leaves a lot of room for interpretation as well as complicates the problem further. However, the reasons to measure customer service outweigh the challenges. These reasons include funding requirements, performance tracking, and strategic planning as well as other internal benefits. For example, increasing customer service will result in reduced customer turnover, lower employee turnover, enhanced reputation and public image, and reduced failure costs.<sup>(1)</sup> Overall, the desire to increase customer satisfaction in a DOT is to better serve the public by meeting or exceeding internal and external customers' expectations. The next sections define customer service as well as provide examples of how DOTs are measuring customer service.

## Definitions of Key Terms

Customer Service can be defined as "a series of activities designed to enhance the level of customer satisfaction,"<sup>(5)</sup> or an intentional focus to meet and exceed the needs of their customers and build long lasting relationships. Customer service can embody a variety of terms including customer satisfaction and service quality. Customer satisfaction measures how products or services provided by an organization meet or exceed a customer's expectations.<sup>(4,1)</sup> Customer expectations are defined as needs, wants, and preconceived ideas a customer has about a service. Specifically, transportation agencies often focus on a customer's perception of reliability, safety, convenience, and overall quality of the services provided.<sup>(6)</sup> Research has shown that the key to achieving customer satisfaction is consistency.<sup>(4)</sup>

Another aspect of customer service that transportation agencies are measuring is service quality. Service quality is the comparison of the expected service and the perception of the service received. A customer's expectations of service develop from personal needs, past experiences, and word of mouth.<sup>(7)</sup> For a DOT, providing quality service requires constantly adjusting to customer expectations.<sup>(1)</sup> Fitzsimmons described the dimensions of service quality that contribute to the actual quality measurement by a customer during service.<sup>(7)</sup> These elements are

- *Reliability*: Perform promised service accurately and consistently;
- *Responsiveness*: Willingness to help customers promptly;
- *Assurance*: Ability to convey trust and confidence; employees seem knowledgeable;
- *Empathy*: Ability to be approachable, showing you care and understand the customer's needs and frustrations; and
- *Tangibles*: Qualities of the physical aspects of the service.

A transportation agency can measure and work to improve all these elements of service quality. The comparison of the actual quality during service with a customer's prior expectations determines the level of satisfaction. Setting up processes to measure both service quality and customer satisfaction will lead to a more comprehensive understanding of customer service.

Another important term to better understand customer service is the public good. The public good is the well-being of the public. The role of public administrators is to serve citizens to advance the public good. Public agencies like DOTs are not selling goods but rather promoting the quality of life of their citizens.<sup>(8)</sup> There are limitations to the customer analogy in public sector organizations. The customer analogy is grounded in economic and business theory, a culture of capitalism, and a metanarrative of production and individual maximization. To make meaningful decisions about what to measure and how, public employees and administrators have to realize that the private sector "customer" differs from a public sector customer. The private sector metanarrative has dehumanized people and contributed to a loss of the spirit behind public service.<sup>(8)</sup> It will take an understanding of both private sector customer service measurements with a public sector attitude to shift the focus from measuring customer satisfaction to measuring improvements to quality of life.<sup>(9)</sup> Shifting the focus to measuring improvements to the quality of life helps align with the core purpose of any public sector entity - to improve and enhance the lives of the citizens.

Understanding why and what DOTs should measure leads to more informed, responsive, and effective decisions which improve transportation within a state. An important outcome of this process is to create a richer understanding of community values. Engaging citizens in the process of defining measures of customer service is valuable. This will help DOTs collect data that measures quality of life and the quality of interaction with citizens. Ultimately, the drive to better understand these measures must originate and start internally. Public managers need a clear understanding of the goal for collecting data, and, to be effective, the end results must adjust the quality of the service provided. The next section reviews examples of what DOTs are currently measuring.

## Examples of Measures of Public Good

### Minnesota Department of Transportation

DOTs across the country have started to measure aspects of customer service, and the majority of these DOTs are using surveys to collect this information.<sup>(2, 6, 10)</sup> Fewer DOTs are collecting data that measure the public good. Miller reviewed and presented highlights from DOTs that were adapting to the changes of the 21<sup>st</sup> century and better able to meet the needs of the public they were serving.<sup>(10)</sup> For example,

the Minnesota Department of Transportation (MnDOT) uses technology to measure the public good. MnDOT created an online customer community creating multiple ways for the department to engage with citizens to collect feedback including surveys, brainstorming, discussions, live chats, and image galleries. This process has helped to create deeper understanding of the citizens the department serves. Miller describes the benefits of this online community as nimble, responsive, affordable, proactive, innovative, transparent, collaborative, and iterative. All of these process improvements have helped create a community of road users who can connect with the department and each other about their concerns. This tool allows MnDOT an opportunity to better understand which services they offer are valued by citizens of Minnesota.

## **Examples of Measures of Customer Interactions from Other DOTs**

### **Wisconsin Department of Transportation**

Wisconsin DOT conducted both focus groups and surveys to better understand what was important to Wisconsin citizens and which attributes of customer service increased satisfaction with the department.<sup>(11)</sup> The following areas were of primary interest to their customers:

- Contact with the DMV in person;
- Contact with DMV by phone, mail or online;
- Encountering state highway construction or maintenance while driving;
- Receiving motorist assistance by the state patrol;
- Being stopped by the state patrol for a traffic violation; and
- Owning property or residing in a community affected by state highway contraction.

These areas were used to guide development of survey questions. The department then conducted telephone surveys of randomly-selected citizens across the state. They used the results to determine what was important to Wisconsin citizens and what attributes increased satisfaction.

### **Michigan Department of Transportation**

The Michigan Department of Transportation<sup>(12)</sup> uses a single customer satisfaction number as a measurement of overall satisfaction with the department. The baseline measurement came from a 2011 Attitudes and Perception Survey of Michigan adults that asked how satisfied they were with the job MDOT was doing. The answer choices used a five-point scale. Analysis of responses resulted in a customer satisfaction number of 73 percent. In 2013, citizens were asked to participate in a similar online customer satisfaction survey. The department also developed a user cost delay number to calculate overall satisfaction. The user cost delay number is calculated based on several speed monitoring systems across the state. This measure requires technology to be installed, may be expensive to obtain, and not meant for areas that are more rural.

## Methods to Collect Data

Many DOTs used customer satisfaction surveys because surveys tend to provide the most direct response feedback from citizens. Data collection methods vary from state to state. A meta-analysis conducted of market oriented research of public transport agencies by Molander, Felleson, Friman and Skålen found, “that surveys and questionnaires are commonly used by practitioners as a tool for generating subjective passenger data.”<sup>(13)</sup> Dull and Lebwohl cautioned that the survey instrument should be collecting data that gauges customer sentiment and is a valuable to managers who are using the data.<sup>(2)</sup> They discuss a process for engaging in qualitative formative research in order to better understand the attributes that the Department’s customers value and can be rated. It is important to understand the attributes that are the drivers of overall customer satisfaction.

Some DOTs are using other measures including reducing traffic congestion, maintaining or reducing travel times, user cost delay numbers, public forums, focus groups, customer comments/complaints, and congestion measures.<sup>(2, 6, 10, 11)</sup> More recently, DOTs are focusing on improving customer satisfaction through improved customer interaction using social media.<sup>(10)</sup> These DOTs are trying to engage the public in conversation to gather feedback through social media.

## Conclusion

Measuring customer service begins by understanding what customer’s value. Measures of customer service are contextual and subjective. Measures gathered should be meaningful and useful to leaders and managers. Some questions to ask when evaluating potential measures include:

1. Are managers able to use the information to inform decision making?
2. Do the measures assess attributes that contribute to overall customer satisfaction?
3. Are the measurements collecting information about improvements to quality of life (increasing the public good)?
4. Are the results communicated in a user friendly way?

Developing a better understanding of customer service will lead to more informed, responsive, and effective decisions.<sup>(9)</sup>

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