Implementing Enterprise Management in the City of Salem

A Readiness Assessment

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Contents

Attachments

Attachment A- Likert Model of Organizational Characteristics
Attachment B- Survey Results: Profile of Organizational Characteristics

i. Executive Summary

The City of Salem, Oregon has done substantial work in developing their first ever organization-wide Strategic Plan. The City sought the assistance of the International City/County Management Association's Leadership ICMA (LICMA) program to assist them with several components of institutionalizing the principles of Salem's Strategic Plan. Specifically, Salem sought assistance in defining best practices in 'enterprise management,' engaging staff and leadership in conversations about the strategic planning process, and providing an assessment of Salem's readiness for enterprise management with near-term, mid-term, and long-term strategies to help facilitate strategic plan implementation by way of a "road map."

Through a combination of employee surveys, one-on-one staff interviews, and several focus groups, the LICMA team observed a relatively healthy organizational climate experiencing standard growing pains associated with a deliberate shift in culture.

The employee surveys showed a profile of an organization which is generally healthy, positive, and supportive, but experiencing a normal amount of departmental "siloing" as can be expected for an organization of Salem's size. These results form a good foundation for future benchmarking within the Salem organization to assess the impacts of future enterprise management efforts on achieving the goal of creating an organizational culture with a more enterprise-wide focus.

The on-site visit included focus groups and one-on-one employee conversations reinforced the survey results. In diving deeper in to the specific issues surrounding Strategic Plan implementation, the LICMA team found a staff base which was generally open to the strategic plan concepts, but wanted and needed more direction about what comes next. Additionally, the on-site work found a group which was not outright opposed to implementing the theories of Priority Based Budgeting to achieve the goals of the Strategic Plan, but could best be described as anxious to see how it will impact their departments directly. Finally, the LICMA team found the City of Salem staff to be generally open to, and supportive, of the concept of collaboration, but there appeared to be a certain amount of institutional inertia which still makes cross-departmental collaboration the exception rather than the norm.

Based on the stated goal of the City of Salem through this project, and the feedback from the on-site work with staff, the LICMA team conducted in depth research to identify six elements which are necessary for successfully implementing change efforts for implementation of enterprise management and Strategic Plan implementation. Additionally, this report examines the profile of Salem's organization against these best practices to identify what gaps exist. This gap analysis then uses the work of the Commonwealth Center for High-Performing Organizations to expand on their six key change levers for achieving high performance in the Salem Organization.

All of this work has resulted in the following "Road Map" to be used by Salem's leadership in further implementing the City's strategic plan throughout the organization.

City of Salem's Road Map

Implementing Enterprise Management in the City of Salem

Short Term/Phase 1
- Organizational Vision & Values: Adopt one set of organizational values for application citywide.
- Leadership Philosophy: Articulate a citywide "leadership philosophy" through a collaborative process with employees.
- Leadership Team Development: Continue to discuss implementation of the enterprise management Salem-wide view.
- Strategic Plan Communications Plan: Embark on a focused education and communication plan related to the strategic plan within the organization.

Medium Term/Phase 2
- Collaboration: Discuss the current cost center tracking policy and determine if revisions are needed.
- Collaboration: Develop a process for reviewing and institutionalizing cross-departmental collaboration when it naturally occurs.
- Strategic Plan Integration: Develop & share systems and processes to support the strategic plan organizationally.
- Citywide Framework: Develop a clear framework for how these various efforts (citywide strategic plan, master plans, budget) tie together.
- Values Behaviors: Have departments work to define behaviors, based on the organizational values and leadership philosophy.
- Values in Action: Gather great examples of the organizational values in action and share with the organization.
- Strategic Plan Tracking: Expand the reporting and tracking system for the Strategic Plan (beyond the tracking in the council policy agenda), in a way that is publicly accessible.

Longer Term/Phase 3
- Organizational Development: Consider dedicating additional resources towards employee/organizational development, housed either in Human Resources or the City Manager's Office.
- Performance Management: Develop performance management and supervisor and manager development training, including a culture that creates opportunities to develop coaching and ongoing performance feedback.
- Organizational Structure: Evaluate organizational structure when appropriate.
- Organizational Structure: Re-implement the employee survey of the Profile of Organizational Characteristics to monitor progress.
- Strategic Plan link to Employee work: Have individual departments should work to articulate the link between employee work and the strategic plan
- Strategic Plan: Update the strategic plan.

1. Background Information

Salem, like many local government agencies, is facing challenges related to the inherent tension between service provision and limited resources. To proactively address the situation, Salem initiated a strategic planning process which culminated in the adoption of the City's first Strategic Plan on October 27, 2017. With the adoption of a good Strategic Plan, Salem's leadership began searching for ways to implement the plan, and measure progress toward that end. In February, 2018, Salem partnered with the International City/County Management Association (ICMA) to bring in a group of four working professionals (part of the Leadership ICMA or LICMA program) from around the country to assist in developing a roadmap to assist in implementation.

Salem's Strategic Plan Background

In January, 2017, Salem initiated a strategic planning process. Among the first steps was a situation assessment which outlined the (internal) strengths and weaknesses and (external) opportunities and threats that were likely to impact the provision of services by the City. The situation assessment was informed by a December 2016 resident survey, results of performance measures and reports, and numerous public engagements. Key themes were identified and allowed the City to frame public discussions thereafter. The City Council adopted the City's first Strategic Plan on October 27, 2017.

The Strategic Plan resulted in the following Vision Statement, which is an aspirational statement about where Salem should be in the future:

> *"A safe and livable capital city with a sustainable economy and environment that is open to all."*

A mission statement is a clear and succinct statement about the purpose of an organization. Salem's Mission Statement is:

> *"The City of Salem provides fiscally sustainable and quality services to enrich the lives of present and future residents, the quality of our environment and neighborhoods, and the vitality of our economy."*

Values help organizations with their thinking and actions. The following Values are included in Salem's Strategic Plan:

- Opportunity. *Salem is proactive and forward-thinking.*
- Compassion. *Salem is fair, equitable, and safe.*
- Responsive. *Salem is at your service, with capacity and partnerships to prepare for the future.*
- Accessibility. *Salem is open and inclusive.*

Finally, a strategic plan identifies actions and/or areas of focus for the next 3-5 years to ensure that the organization is moving toward the Vision statement in ways that are consistent with the values identified. Salem's Strategic Plan includes seven <u>Goals</u>:

- Vision for Growth and Development
  Develop a comprehensive, long-term vision for future growth and development in Salem that has community participation.

- Affordable Housing, Homelessness and Social Services
  - *Implement a Housing First strategy to provide housing security for Salem residents.*
  - *Accessible health and social services for Salem residents.*

- Economic Development & Vibrant Downtown
  - *A greater survival rate for small businesses, growth of existing businesses, and attraction of new businesses.*
  - *A vibrant downtown with low commercial vacancy, improved public amenities and high-quality housing that meets the needs of residents of all ages and incomes.*

- Critical Infrastructure
  Simplify and streamline the City's infrastructure and master planning to better align City Council and community goals for the development and maintenance of a robust infrastructure system.

- Sustainable Services
  Align City services and available resources and maintain fund balance for the future.

- Public Transportation
  A public transportation system that meets community needs.

- Environmental Action
  Prepare a community-wide environmental strategy.

The Strategic Plan is now used as a foundational tool for decision-making and budgeting.

Enterprise Thinking Background
Enterprise Thinking is the process of framing all decisions and actions through the lens of how they affect the City as a whole; including your own position, your own department, other departments, and City partnerships. Put simply, it's shifting from a "me," "I," "department-centric" perspective to a "we" or "organizational" mindset.

The impact of decisions and actions are not always equal. A decision or action which may have a relatively minor impact on one department may have exponentially greater impacts on the

ability of another to achieve the City's overall mission.   While employees and departments should maintain their strong commitment to the core mission of their positions and areas of focus, Enterprise Thinking allows them to recognize that there are opportunities to have an exponentially positive impact on the organization with relatively minimal impact to their own operations.

2. Findings: Profile of Organizational Characteristics

The LICMA Team deployed a two-part approach to learning more about the status of the organization relative to strategic plan implementation. A survey was created and circulated to 105 employees identified as the "Expanded Department Head Group," which includes department executives, as well as several additional tiers of employees and supervisors from throughout the organization. The survey was open between May 8 and May 31, and the response rate was 59%. The LICMA team visited Salem between May 9 & 11, and met with 40 staff members from throughout the organization using 1-on-1 interviews as well as focus group formats. This section of the report summarizes key findings.

2.1 Survey Results - Profile of Organizational Characteristics

Summary of Likert Model Results

The survey was developed based on the Likert Model. The Likert Model format allows for an assessment of the organization's leadership style and how employees are feeling about their work environment. It is our hope that this initial Likert Model survey can act as an initial baseline within the organization and can be replicated in the future to provide a tangible measure of internal employee climate within the organization. It was provided to staff with the following introductory message:

> *The City of Salem is constantly looking to improve, but in order to gauge how well certain efforts move us toward our goals, we first have to know where we're starting from. So this survey will focus on issues internal to the City of Salem as an entire organization, as well as within your area of the organization. This same survey will then be administered again in the future so we can see how we're doing.*

> *This survey should only take about 6-7 minutes, as we're looking for your initial gut-reactions to each question. Honest answers, whether they're good, bad, or indifferent, are what will help make this a useful measurement tool for us moving forward. This survey is entirely anonymous and is being conducted by a small independent group of fellow local government professionals from across the country through a partnership with the International City/County Management Association (ICMA).*

> *Thank you for your help!*

The survey was made up of 18 question, that can be broken out into three general themes; Staffs Ability to Influence; Collaboration; and Organizational Communication. Staff were asked to evaluate each of these questions both from the perspective of the entire organization and from their individual work unit. The survey results are modeled in Attachment A. The blue stars

summarize employee responses regarding their perspective on the entire organization and the red stars do the same about responding to employee's impression of their work unit.

The general method for interpreting the Likert Model in Attachment A is that scores located further to the right are generally considered to be better, or healthier, for an organization while scores further to the left are generally considered less healthy behavior for an organization. These scores should be interpreted on a relative basis, and will be most useful to the City of Salem as a guide post in measuring progress while implementing the "Road Map" to becoming a High Performance Organization. This model shows where Salem sits currently, and will be valuable if the survey is re-administered in 2-5 years so that Salem's leadership can get a general idea of progress made in various organizational health areas. The actual survey questions are available and attached in Attachment B for future use.

Survey Theme Analysis
This section analyzes several key questions under each of the three general themes covered by the survey; Staff's Ability to Influence, Collaboration, and Organizational Communication. The full survey results are available in Attachment B, with question numbers referencing that list.

Staff's ability to influence
When staff were asked questions related to their ability to influence change, process or policy; organization-wide survey results showed a roughly 50/50 split between those who felt like they usually had an ability to influence important aspects of their work, and those who felt like they only had this ability sometimes, rarely, or never. Meanwhile, when those same questions were posed in relation to just being within the employee's work unit, the numbers improved substantially. This is most evident in Questions 4 & 22 in Attachment B.
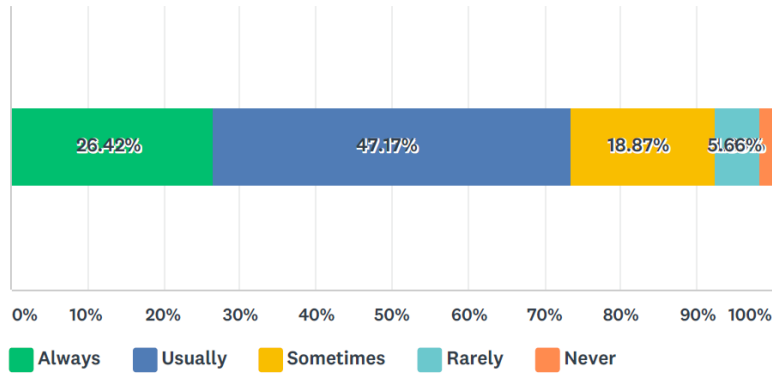
Q4 In the City of Salem as an organization, how often are employees' ideas sought and used constructively?

Answered: 55   Skipped: 7

Always	Usually	Sometimes	Rarely
9.09%	36.36%	38.18%	16.36%

■ Always ■ Usually ■ Sometimes ■ Rarely ■ Never

Q22 In your work unit, how often are employees' ideas sought and used constructively?

Answered: 53   Skipped: 9

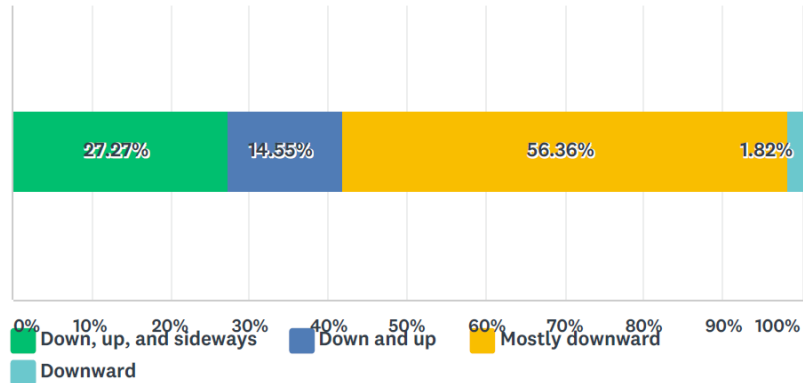|					
■ Always	■ Usually	■ Sometimes	■ Rarely	■ Never
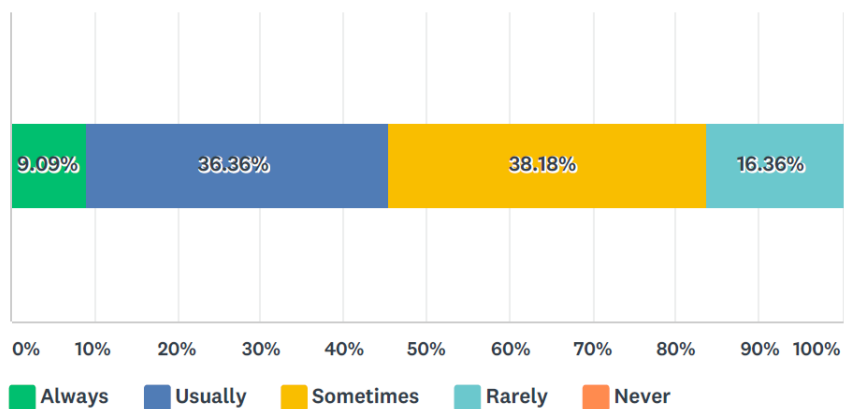
Organizational Communication

Survey results indicate that the majority communication flows in a top-down manner organization-wide, but similar to the findings relative to employees' ability to influence their work, respondents felt like information flowed back and forth in both directions much more within their own units. In Salem, similar to other organizations, staff appear to feel more comfortable both delivering and receiving information within their direct division or unit. Approximately, 65% of respondents indicated that both downward and upward communication is met with a receptive mind. However, in both instances respondents indicated that there is an understanding both from the unit and organizational purview of the challenges facing employees.
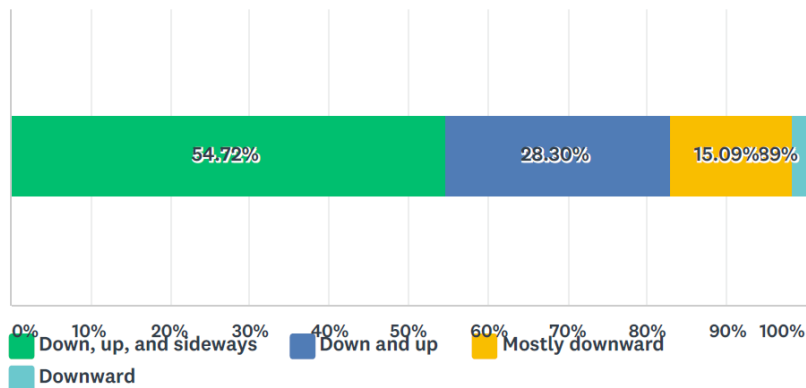
Q8 In the City of Salem as an organization, what is the usual direction of information flow?

Answered: 55   Skipped: 7

Down, up, and sideways	Down and up	Mostly downward	Downward
27.27%	14.55%	56.36%	1.82%

- Down, up, and sideways
- Down and up
- Mostly downward
- Downward

Q26 In your work unit, what is the usual direction of information flow?

Answered: 53   Skipped: 9

Down, up, and sideways	Down and up	Mostly downward	Downward
54.72%	28.30%	15.09%	39%

- Down, up, and sideways
- Down and up
- Mostly downward
- Downward

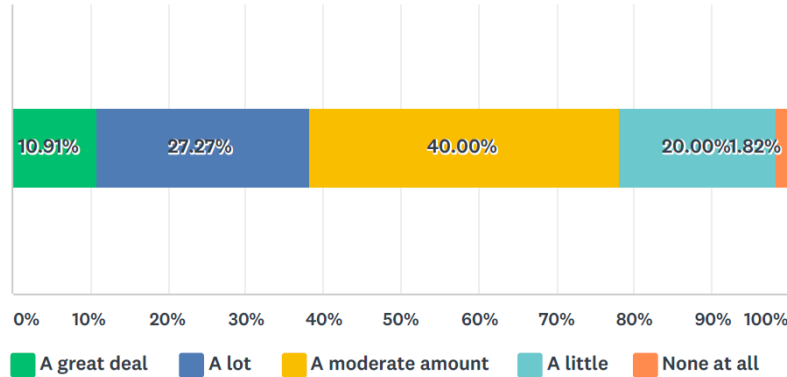**Organizational Collaboration**

The survey asked respondents how much cooperative teamwork exists in the City of Salem as an organization. It is interesting to note that approximately 37% of respondents felt like there was "a lot" or "a great deal" when respondents were looking at the organization as a whole. However, when respondents were asked the same question, but focusing on only their work unit, almost 75% of people responded that there is "a lot" or "a great deal" of cooperative teamwork. The differences in these responses are to be expected, to a certain extent, in any organization, but they do seem to reinforce the fact that there is at least a certain amount of "siloing" taking place. This metric will be very interesting to track long-term as Salem works through its various initiatives to see how responses from employees change with regard to the current state.
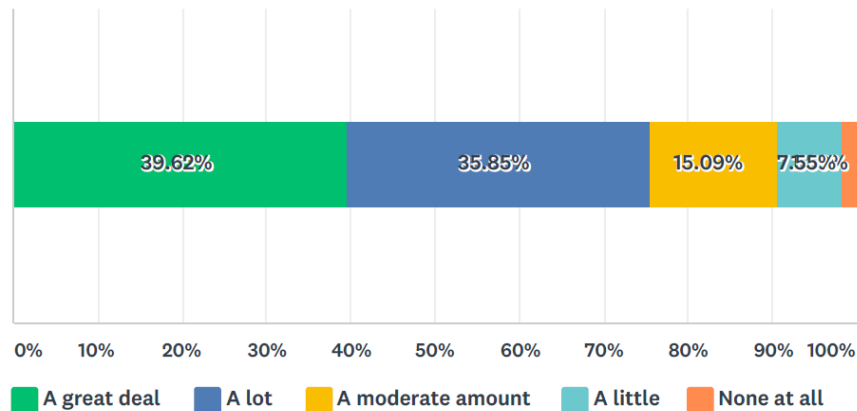
Q7 In the City of Salem as an organization, how much cooperative teamwork exists?

Answered: 55   Skipped: 7

A great deal	A lot	A moderate amount	A little	None at all
10.91%	27.27%	40.00%	20.00%	1.82%

Q25 In your work unit, how much cooperative teamwork exists?

Answered: 53   Skipped: 9

A great deal	A lot	A moderate amount	A little	None at all
39.62%	35.85%	15.09%	7.55%	

2.2 On-Site Visit and One-on-One Discussions

Strategic Plan

Throughout the on-site process, in both the focus groups, as well as the one-on-one interviews, there was a general sense of support, optimism, and curiosity about the strategic planning process, and the theory of enterprise management. Most all staff, from Department Directors, to line-level staff, believed that development of a strategic plan, sticking to it, and communicating it throughout the organization was a positive step to make. There did not appear to be any outright opposition to the Strategic Plan, as currently communicated, however

most all staff who participated would be considered 'curious' about the process and felt like they would have a hard time describing where it is all heading.

The current situation with a staff of people who are "ready and curious" is certainly enviable compared to the alternative potential of having staff who are "tired and disengaged," however Salem should not take this for granted, as spending too much time in this state can generate some disenchantment with the process and lead to disengagement. Additionally, some departments indicated that, to a certain extent, they felt "left out" of the Strategic Plan process. This feeling of being left out, may simply be a byproduct of a difference in expectations, where the department may be just as involved as all others, but was expecting more regular involvement and updates, and therefore feels left out.

There was a certain amount of feedback from the staff that they felt like enterprise management and the strategic planning process is "Steve's Vision" (City Manager, Steve Powers) and they felt like he isn't as involved in carrying it out through the organization as he could or should be. This sentiment appears to come from confusion amongst the staff about how the strategic planning process was formulated, and that they are not understanding that the City Manager is only one component of implementing the larger vision. However, regardless of whether this is the City Manager's vision, the City Council's vision, or truly an 'organizational vision,' it was clear from the staff who participated that there is a perceived vacuum in leadership as it pertains to the plan. Given the current state of general support for implementing any type of logical Strategic Plan, any combination of "Champions" who are used to communicate the vision, celebrate successes, and keep the vision alive and moving would likely lead to a higher probability of a successful implementation than maintaining the status quo.

Priority Based Budgeting
Throughout the on-site process, as with questions centering around the Strategic Plan, when asked about their feelings toward a change to Priority Based Budgeting (PBB), staff was generally not opposed to making changes, but there was clearly some anxiety about the unknown. The anxiety of the unknown seemed to be broken down into two different flavors, uncertainty about how the actual mechanics will work and a fear that the shift in spending policy will prioritize "flavor of the month" issues over basic essential services which may run the risk of being taken for granted.

The fact that there was anxiety surrounding the basic mechanics of how PBB implementation will work seemed to be a bit of the foundation for forming a self-fulfilling prophecy. Throughout interviews with the staff, at all levels of the organization, there was a pervasive, and seemingly unconsciously shared vernacular with regard to using the terms, "we," and, "the city." All staff, whether it was a Department Director or line-level staff, were much more likely to be referring to their own department when they used the term, "we." Whenever staff referred to issues affecting all departments, or even just a handful of different departments, the participants were much less likely to use the term, "we," instead they more often than not, used the term, "the city." This unconscious use of language across all departments and levels of staff who were

interviewed seems to point toward the root cause of anxiety in moving toward a PBB system, in that staff still have a hard time viewing themselves as part of a larger "we" with respect to the organization as a whole, and therefore they are still fearful that implementation of a PBB system means that "we" will lose resources to "the city."

Collaboration

Throughout the onsite visit, staff generally gave the impression that they felt like there was collaboration occurring, but it is sporadic and mostly only between traditional siloes (i.e police and fire, water and sewer, etc.). This gives the impression that staff is open to collaborating and sharing resources with other departments, but mostly just with those which are "within arms-reach." All of this feedback gives us the impression that there isn't any institutionalized resistance to collaboration, but rather there's no institutionalized expectation that collaboration should be considered in all projects and programs. Additionally, the "cost center" accounting policy repeatedly came up as unintentionally sending an institutional message that any cross-departmental collaboration must be more of a transactional relationship.

It became clear through the process that most of the more senior staff have been given a directive to dedicate 1/3 of their time toward focusing on enterprise issues; and while most of them generally agree with the theory, they are also unclear about how to do this. The biggest stumbling block here seems to be an issue of scope. Senior staff feel like they have more than enough to worry about within their own departments, and therefore feel like they lack the "bandwidth" to provide "leadership" to multiple other departments. This is where it may be important to recognize that by spending time on "enterprise" leadership, it doesn't mean that this same time can't also be directly related to one's own departmental issues. An example of this would be the 2017 solar eclipse and its impacts to Salem, where a public works department head (i.e. streets) may be spending time contemplating the traffic impacts of such an event, but can take that time to think about it in the broader enterprise context of its impact on police & fire response. It is a little unrealistic, due to the vast nature of issues impacting the City of Salem, to assume that all issues which arise will impact the entire enterprise; so encouraging leadership staff to take an enterprise view which is realistic in scope may result in better engagement with the intent of spending 1/3 of leadership time on 'enterprise issues.'

> **2017 Eclipse: Natural Enterprise Thinking**
>
> *"The pre-planning for coordination crossed many departments which otherwise may not traditionally be as closely aligned; namely emergency services having to be more closely aligned with public works functions. All of the feedback about the eclipse preparation indicates that those who took part in it view it as having been very valuable."*

Preparation for the 2017 solar eclipse was a specific issue referenced by a number of staff as a good example of broad cross-departmental collaboration. The pre-planning for coordination crossed many departments which otherwise may not traditionally be as closely aligned; namely emergency services having to be more closely aligned with public works functions. All of the

feedback about the eclipse preparation indicates that those who took part in it view it as having been very valuable. It's also clear that many staff hours went in to the pre-planning and coordination efforts for the eclipse; so it would be terrible to lose that institutional memory. We would recommend that, if one hasn't been done already, the City of Salem should conduct a de-briefing from this event, as well as any other major events which naturally arise in the future, in order to identify what processes worked, how they can be adapted to every day usage, and how they can be institutionalized so that they become second nature to the organization.

While the impacts of the 2017 eclipse may not have directly impacted all departments to the extent that it did the public safety and public works functions, this issue may serve as a good example for other departments to think of those major issues which have arisen in the recent past which forced them to collaborate across more than just a couple of departments. An example could be how Community Development, Police, Urban Development, and City Attorney's Office all address code enforcement issues. This slightly broader organizational view in the context of specific issues impacting one's own department may help staff better understand how they should tackle the charge that they spend 1/3 of their leadership time focusing on enterprise issues.

Cost Centers vs. Collaboration

"Many of the staff indicated that the issue of internal billing was such a concern that it prevents them from considering reaching out to other departments for assistance."

A seemingly engrained institutional barrier which makes it more difficult for various departments to spend time on 'enterprise issues' is the concept of "Cost Centers." From a certain perspective, the concept of cost centers are very logical in the sense that budgeting and policy decisions are very difficult to make if staff time from certain departments is being used on issues from other departments. However, throughout the on-site interviews, many of the staff indicated that the issue of internal billing was such a concern that it prevents them from considering reaching out to other departments for assistance. For example, the police may benefit greatly from using the GIS capabilities of the Planning staff for a specific project, but simply the thought that this may generate a bill stops the concept of collaboration before it even begins; when in reality, the planning staff may already have some of these resources, or be able to pull them together very quickly.

Although there are certainly extreme cases where allocating costs correctly between departments probably do make the Cost-Center concept appropriate; the City of Salem should probably examine this issue more deeply and consider the institutional ramifications that this policy has in limiting cross-departmental collaboration.

While the onsite interviews indicate that cross-departmental collaboration is the exception rather than the norm, Salem appears to be in a good position in that there is very little overt opposition to collaboration. Therefore, the City of Salem should try to identify successful internal examples of collaboration when they occur, review them, and try to determine how to institutionalize those

partnerships.   Additionally, Salem's leadership should help various staff throughout the organization better understand the intent and scope of spending 1/3 or leadership time on enterprise issues by tying those issues directly back to their own departments. Finally, the City of Salem should spend further time examining the tradeoffs between the budgeting benefit of the cost center policy, and its impact on cross-departmental collaboration.

3. Best Practice Research: Strategic Plan Implementation & Enterprise Management

Implementing a strategic plan and/or enterprise thinking essentially involves change management. A strategic plan allows an organization or work group to decide on their mission, vision, values, goals, as well as an implementation plan. Enterprise thinking allows an organization to take a holistic approach to the opportunities and challenges before it, and to empower staff to serve as leaders at all levels. Initiating "change that sticks" is an important capability in all organizations. To do it well, requires clear answers to four questions

- Why are we doing this?
- Who is this for?
- What resources and tools do we have at our disposal?
- How are we going to implement/execute?

The following six (6) elements are necessary for successfully implementing change efforts are based on ideas from several sources[1], coupled with LICMA team experience in the area of developing and implementing strategic plans and working towards high performance organizations. The term "leaders" or "leadership team" are used interchangeably and generally refer to the City Manager/Administrator and other members of an executive team.

1. Committed Leadership
Leaders looking to affect positive change through a strategic planning process and/or enterprise thinking must be prepared to go outside and beyond their organizations normal operating practices. This requires committing significant energy to the effort, being personally accountable for success and failure, and investing significant time listening and communicating. Focused investment of limited resources and managing the pace of the effort are also critical components.

2. Communication
Developing a communications strategy and plan at the outset sets the foundation for key messages and helps other stakeholders understand why a different approach is necessary, the key milestones within the effort, and how the message will be shared over time. Within the communications plan (and when the plan is being implemented) it's essential to tell a compelling story about why the change is necessary.

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[1] Phone call with Jan Perkins (Senior Partner, Management Partners) on Tuesday, May 29, 2018; Envisio Blog/Article: Nine Best Practices to Communicate Your Strategic Plan and Align Your Team; HBR - Eight Ways to Communicate Your Strategy More Effectively; and How to affect change in local government - McKinsey Study; and the following books: "Switch" by Chip and Dan Heath; "The Advantage" by Patrick Lencioni; and "Building High-Performance Local Governments" by Pickering, Brokaw, Harnden, and Gardner.

3. Pace-setting and Decision-making

Developing and implementing a strategic plan requires the leadership team to formulate a realistic but aggressive schedule that allows for momentum to build and flexibility when necessary. Similarly, an enterprise thinking mindset also requires the leadership team to strongly consider less hierarchy. The City Manager and other members of the leadership team are responsible for setting the cadence for the effort - if issues arise, it may be necessary to speed things up or slow them down. It's not a set-it-and-forget-it endeavor to manage the pace of change. With respect to the entire organization, it's important to empower individuals at all levels to make decisions appropriate to their area of expertise.

4. Buy-in & Leadership at All Levels

The leadership team has to be compelling with the message about why a strategic plan and/or enterprise thinking model is necessary for the organization. It will be important to craft the message and bring examples to individual work units. Listening carefully along the way will ensure that groups (or individuals) that are not "on board" are identified and a plan is developed to address the situation. It's critical to remember that even highly skilled and loyal employees may struggle with the changes contemplated. Being strategic and thoughtful about individuals who are lagging behind will be an important in the overall outcome. The leadership team must make it clear that team members at all levels are leaders.

5. Tracking and Reporting Progress and Outcomes

The ability to track progress during development of a plan and during implementation is necessary. The right metrics coupled with reporting at the right time can help maintain focus, momentum, and in some cases result in a necessary pause or re-think.

6. Maintaining Perspective

Strategic plans are typically designed with a five or so year implementation plan. It's not critical to get everything right in every plan. Moving most local government organizations in a different direction will take concerted effort over time. Enterprise thinking is also a constant work in progress and allows the organization to proactively shape its future.

4. Gap Analysis & Recommendations

Based on the work of The Commonwealth Center for High-Performance Organizations, Inc; the LICMA team analyzed the Profile of Organizational Characteristics Likert survey results as well as the on-site interviews to develop a "gap analysis", or observations of Salem's readiness for continuing the work of enterprise leadership, as measured against six key "Change Levers" for achieving high performance.

Change Levers
1. Leadership (Leadership Team, Leadership Philosophy, Leadership Functions)
2. Vision (Organizational Vision tied to performance)
3. Values (Organizational values and individual behavioral values)
4. Strategy (Business Strategy/Business Model)
5. Structure (Organizational structure to support the Strategy)
6. Systems (Support systems and work processes to achieve the vision)

Gap Analysis
1. Organizations that have a Leadership Team with an organization-wide expectation, not just their department.

Salem has articulated a citywide leadership expectation for the leadership team. The leadership team charter defines expectations, norms and behaviors, and should be held as a model example for local government. It appears this was done through a collaborative effort, in line with best practices.

Some leadership team members struggle with implementation of these behaviors and expectations, as this role is different than the subject matter expert role they have played in the past. It is recommended that the team continue to discuss implementation of this Salem-wide view. This needs to be a continued effort for change management that will take time. For some leadership team members, a clearer description of the $1/3^{rd}/1/3^{rd}/1/3^{rd}$ approach to their work is needed. Sharing examples from peers on the leadership team may be helpful.

2. Organizations that articulate a leadership expectation for all employees, and have articulated what high performance/enterprise management means to them.

Salem has not clearly defined a leadership expectation for all employees. It is recommended that Salem articulate a citywide "leadership philosophy" through a collaborative process with employees.

Individual employees interviewed have a wide variety of perspectives of their leadership role, ranging from a true citywide view to an individual task-only perspective. The leadership philosophy needs to follow the city's vision and values work, as the leadership philosophy

should be an articulation of the city's desired future view of what leadership at all levels looks like.

Salem's performance management expectations and enterprise leadership view is not equally shared across the organization. This articulation is one of the most difficult steps for an organization, but is a key leverage point for achieving a citywide enterprise leadership approach.

Several city departments have begun to articulate this in various ways. Encouraging this work to continue and sharing across the organization will benefit Salem in advancing this change lever.

Best practice research shows that a year-round approach to performance management, combined with defining success at the individual and workgroup level is essential to workplace performance. Understanding what drives individual employees, and providing those opportunities increases engagement, productivity, and morale.

3. Organizations that show the link between a strategic plan all the way to employee's work.

There is a great opportunity to link Salem's strategic plan to individual employee's work. Best practices and research show that when an employee can align their work to the organization's vision, mission and strategic plan, engagement, productivity and retention increase. Our on-site interviews and surveys of staff indicate that some of the more traditional internal service and external facing departments have a hard time connecting their daily tasks to strategic plan items. However, in our review of the plan, we believe there are action items that apply to all departments in the city.

It is recommended that individual departments should work to articulate the link between employee work and the strategic plan. See the roadmap section below for suggestions of timing on this work, as education and buy-in of the strategic plan will be necessary first. Reviewing the strategic plan at the department-head level with a focus on what pieces each department can lead and/or support may help in breaking down the perception that the plan does not apply to them. Deeper dives into the plan by department heads with managers and supervisors within departments can begin to tease out the links and connections, and will help in developing common themes. Try to articulate directly how day to day work of staff tie to the actions and strategies in the plan, both in terms of the work they already do, or in ways that may change how they do their work.

4. Organizations with clear organizational values (individual values and operating system values).

Salem has articulated organizational values in the strategic plan. In addition, many departments have also articulated values. It is recommended that the city adopt one set of organizational values for application citywide.

Employees reported mixed opinions on the values in the strategic plan, with some believing they are the City Council's values, others stating they are the organization's values. It is recommended that Salem either engage in a citywide collaborative effort to define the organization's values, or begin an effort to adopt the values in the strategic plan as the organization's values.

Once a path is determined, it is recommended that discussions occur with department heads and managers to see how they are already using the values and pull great examples and share with the organization. It should be noted that this alignment process is not easy, and many organizations struggle to successfully execute city-wide alignment. Department-based cultures are typically stronger than the city-wide culture, and adoption of city-wide values that departments can align department-specific behaviors, as well as department-specific mission statements around will take time and deliberate focus.

5. Organizations that have defined behaviors in line with enterprise management.

The leadership team has defined behaviors that align with Salem's approach to enterprise management. However, this behavior definition has not been adopted across the entire organization. It is recommended that departments work to define behaviors, based on the organizational values and leadership philosophy once developed. Best practices research indicates that these behaviors do not have to be universal across the organization, recognizing that municipalities have such a diverse range of services that require different approaches to delivery.

6. Organizations with good feedback and coaching.

Salem appears to have a mixture of approaches to feedback and coaching. This is common across local governments and large organizations. It is recommended that in concert with work on performance management and supervisor and manager development training, that opportunities to develop coaching and ongoing performance feedback be included. There was relatively strong support throughout the on-site interviews for the current Executive Training Group. This could be a good place to start expanding on.

7. Organizations with business strategy/business model.

Salem's strategic plan is a strategic approach to initiatives and work efforts, and tied with the council policy agenda is a model example for local governments. The work to adapt the city's budget to a priority based budget, combined with the strategic plan and framework will serve the organization and community well.

It is recommended that Salem develop a clear framework for how these various efforts tie together. Of particular focus should be how the strategic plan, vision for growth and

development, and department master/strategic plans and priority based budgeting fit together. See examples from other communities as examples.

Employees noted the current business model of cost centers may inhibit collaboration in certain circumstances. It is recommended that the city discuss this current policy and determine if revisions are needed, balancing the need for cost recovery with desired outcomes of collaboration and enterprise-wide leadership at all levels.

8. Organizations with structure focused around supporting the vision and strategy.

Several employees noted that parts of Salem's organizational structure did not make sense, or seem to be based on past circumstances. As a part of continual improvement, it is recommended that Salem evaluate organizational structure when appropriate. It should be cautioned that jumping to structural changes prior to the other areas of organizational development may be tempting. Best practices research shows that organizations are often times tempted to change organizational structure first, when employee collaboration and development may be more effective. Structural changes would focus on what's best for the organization, and not based on individual employee personalities. That said, employee skills and talents can result in work function affinities that prove to be highly effective, and leveraging these opportunities should be considered.

9. Organizations with systems and processes focused on outcomes in the strategy.

Salem has some systems and processes that support the vision and strategy. The combination of the strategic plan and annual council policy agenda is a shining example of systems or processes to support the plan. Additional systems and processes should be developed. Several departments shared examples of effective systems and processes to support the strategic plan. These examples should be shared organizationally.

The structure around the strategic plan, council policy agenda, and tracking at the council level appear to be working well. It is recommended that a reporting and tracking system be expanded (beyond the tracking in the council policy agenda), that is publicly accessible. This should include information about the goal, who's responsible, and the status. Consider adding strategic plan goals or service areas to staff reports, to show how a project, program service or decision links to the strategic plan.

It is also recommended that a communication plan be developed for communicating the strategic plan to the organization. Consider branding for the effort (i.e. "One Salem"), that will be an ongoing effort, not just a one-time discussion or update. This effort will take time, and will need over-communication. Consider a "launch" to the effort, even though the strategic plan has already been published. Keep the messages simple, and constant. Remind the staff that a strategic plan reflects a point in time, that some areas need more focus now vs. another area, and that the plan is a 3-5 year document with updates and refinements along the way.

5. Road Map

This section builds upon the previous section, with a recommended phasing and grouping to the recommendations identified. While a recommendation may fall into one phase, as implementation occurs and the organization evolves, the exact order can be revised, and most actions could occur anytime based on opportunities in the organization.

Short Term/Phase 1
- Organizational Vision & Values: Adopt one set of organizational values for application citywide.
- Leadership Philosophy: Articulate a citywide "leadership philosophy" through a collaborative process with employees.
- Leadership Team Development: Continue to discuss implementation of the enterprise management Salem-wide view.
- Strategic Plan Communications Plan: Embark on a focused education and communication plan related to the strategic plan within the organization.

Medium Term/Phase 2
- Collaboration: Discuss the current cost center tracking policy and determine if revisions are needed.
- Collaboration: Develop a process for reviewing and institutionalizing cross-departmental collaboration when it naturally occurs.
- Strategic Plan Integration: Develop & share systems and processes to support the strategic plan organizationally.
- Citywide Framework: Develop a clear framework for how these various efforts (citywide strategic plan, master plans, budget) tie together.
- Values Behaviors: Have departments work to define behaviors, based on the organizational values and leadership philosophy.
- Values in Action: Gather great examples of the organizational values in action and share with the organization.
- Strategic Plan Tracking: Expand the reporting and tracking system for the Strategic Plan (beyond the tracking in the council policy agenda), in a way that is publicly accessible.

Longer Term/Phase 3
- Organizational Development: Consider dedicating additional resources towards employee/organizational development, housed either in Human Resources or the City Manager's Office.
- Performance Management: Develop performance management and supervisor and manager development training, including a culture that creates opportunities to develop coaching and ongoing performance feedback.
- Organizational Structure: Evaluate organizational structure when appropriate.
- Organizational Structure: Re-implement the employee survey of the Profile of Organizational Characteristics to monitor progress.

- Strategic Plan link to Employee work: Have individual departments should work to articulate the link between employee work and the strategic plan
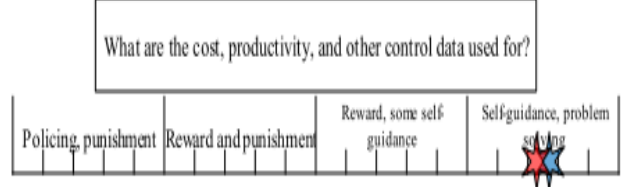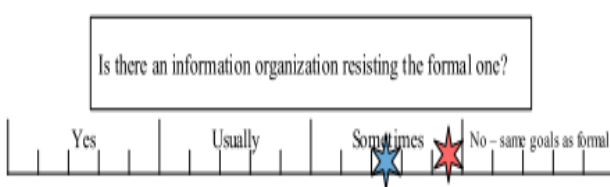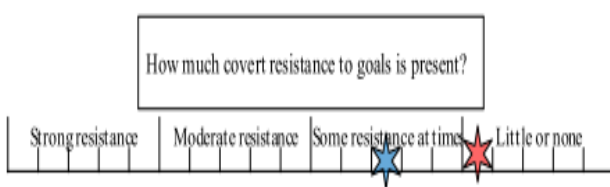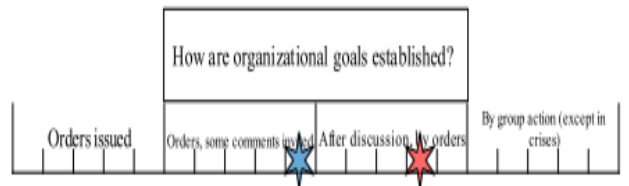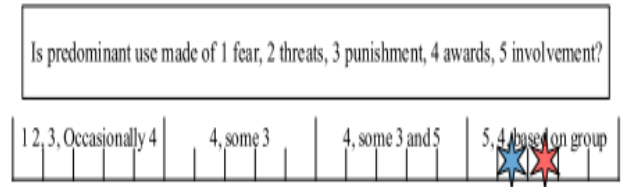- Strategic Plan: Update the strategic plan.
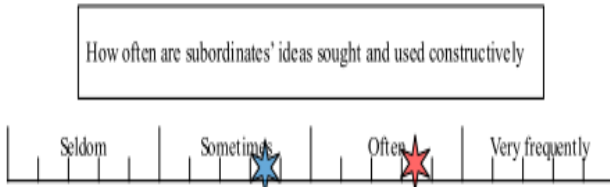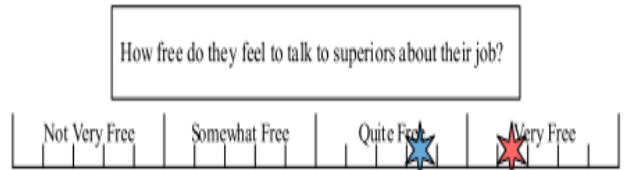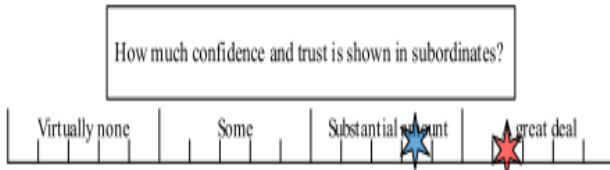
ATTACHMENT A

Likert Model of Organizational Characteristics

ATTACHMENT A
Likert Model of Organizational Characteristics

★ Organization

★ Unit

How much confidence and trust is shown in subordinates?

Virtually none	Some	Substantial amount	A great deal

How free do they feel to talk to superiors about their job?

Not Very Free	Somewhat Free	Quite Free	Very Free

How often are subordinates' ideas sought and used constructively

Seldom	Sometimes	Often	Very frequently

Is predominant use made of 1 fear, 2 threats, 3 punishment, 4 awards, 5 involvement?

1 2, 3, Occasionally 4	4, some 3	4, some 3 and 5	5, 4 based on group

Where is responsibility felt for achieving organization's goals

Mostly at the top	Top and Middle	Fairly general	At all levels

How much cooperative teamwork exists?

Very little	Relatively little	Moderate Amount	Great Deal

What is the usual direction of information flow?

Downward	Mostly downward	Down and up	Down, up, and sideways

How is downward communication accepted?

With suspicion	Possibly with suspicion	With caution	With a receptive mind

How accurate is upward communication?

With suspicion	Possibly with suspicion	With caution	With a receptive mind

How well do superiors known problems faced by subordinates?

Not very well	Somewhat	Rather well	Very well

At what level are decisions made?

Mostly at the top	Policy at top, some delegation	Broad policy at top, more delegation	Throughout but well integrated

Are subordinates involved in decisions related to their work?

Almost never	Occasionally consulted	Generally consulted	Fully involved

What does the decision-making process contribute to motivation?

Not very much	Relatively little	Some contribution	Substantial contribution

How are organizational goals established?

Orders issued	Orders, some comments invited	After discussion, by orders	By group action (except in crises)

How much covert resistance to goals is present?

Strong resistance	Moderate resistance	Some resistance at times	Little or none

How concentrated are review and control functions?

Very highly at top	Quite highly at top	Moderate delegation to lower levels	Widely shared

Is there an information organization resisting the formal one?

Yes	Usually	Sometimes	No – same goals as formal

What are the cost, productivity, and other control data used for?

Policing, punishment	Reward and punishment	Reward, some self-guidance	Self-guidance, problem solving

ATTACHMENT B

Survey Results: Profile of Organizational Characteristics

Q1 What department do you work in?

Answered: 62   Skipped: 0
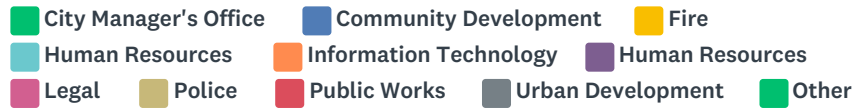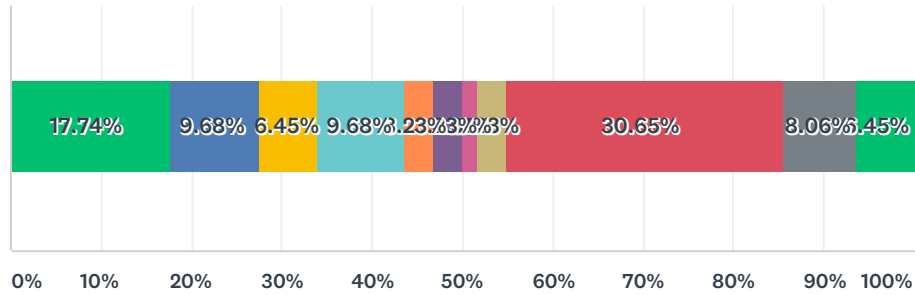
ANSWER CHOICES	RESPONSES	
City Manager's Office	17.74%	11
Community Development	9.68%	6
Fire	6.45%	4
Human Resources	9.68%	6
Information Technology	3.23%	2
Human Resources	3.23%	2
Legal	1.61%	1
Police	3.23%	2
Public Works	30.65%	19
Urban Development	8.06%	5
Other	6.45%	4
TOTAL		62

Q2 In the City of Salem as an organization, how much confidence and trust do you feel is shown in employees?

Answered: 55   Skipped: 7
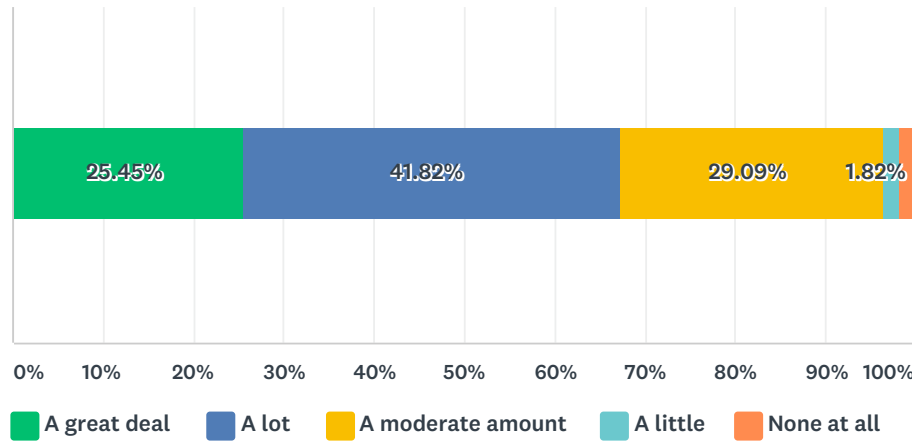
ANSWER CHOICES	RESPONSES	
A great deal	25.45%	14
A lot	41.82%	23
A moderate amount	29.09%	16
A little	1.82%	1
None at all	1.82%	1
TOTAL		55

Q3 In the City of Salem as an organization, how much freedom do you feel to talk to supervisors about their jobs?

Answered: 55   Skipped: 7
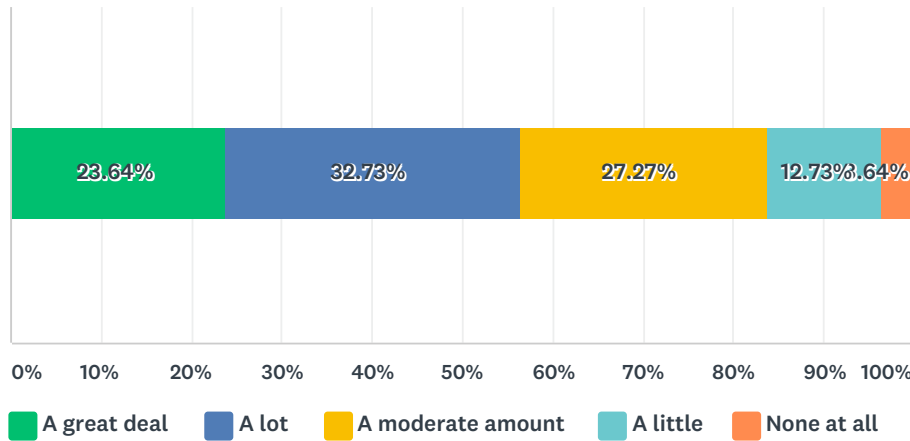
ANSWER CHOICES	RESPONSES	
A great deal	23.64%	13
A lot	32.73%	18
A moderate amount	27.27%	15
A little	12.73%	7
None at all	3.64%	2
TOTAL		55

Q4 In the City of Salem as an organization, how often are employees' ideas sought and used constructively?

Answered: 55   Skipped: 7

| 9.09% | 36.36% | 38.18% | 16.36% |

0% 10% 20% 30% 40% 50% 60% 70% 80% 90% 100%

■ **Always**   ■ **Usually**   ■ **Sometimes**   ■ **Rarely**   ■ **Never**
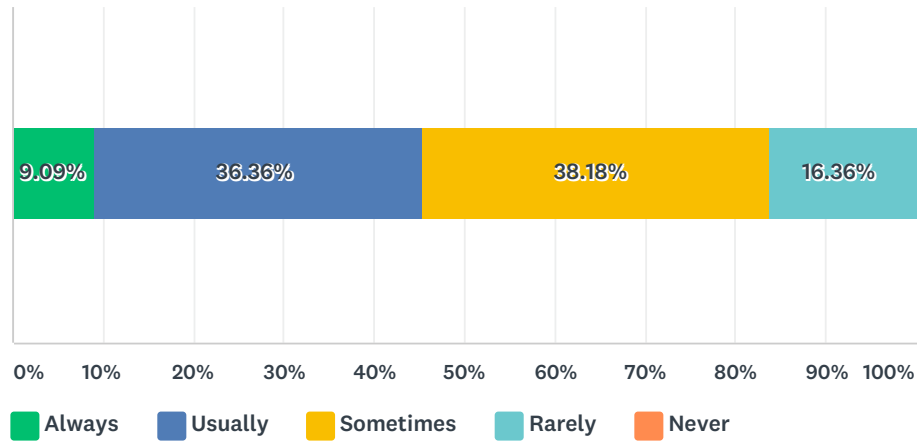
ANSWER CHOICES	RESPONSES	
Always	9.09%	5
Usually	36.36%	20
Sometimes	38.18%	21
Rarely	16.36%	9
Never	0.00%	0
TOTAL		55

Q5 In the City of Salem as an organization, what is predominantly used for motivation?

Answered: 54   Skipped: 8
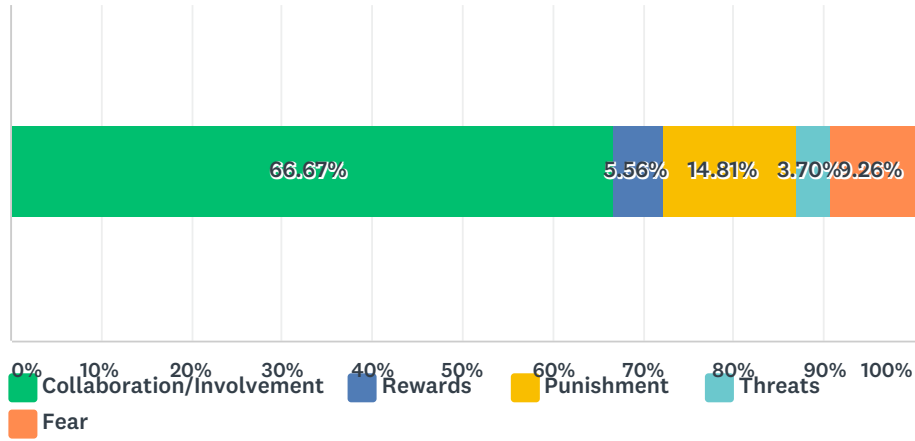
ANSWER CHOICES	RESPONSES	
Collaboration/Involvement	66.67%	36
Rewards	5.56%	3
Punishment	14.81%	8
Threats	3.70%	2
Fear	9.26%	5
TOTAL		54

Q6 In the City of Salem as an organization, where is responsibility felt for achieving the organization's goals?

Answered: 55   Skipped: 7
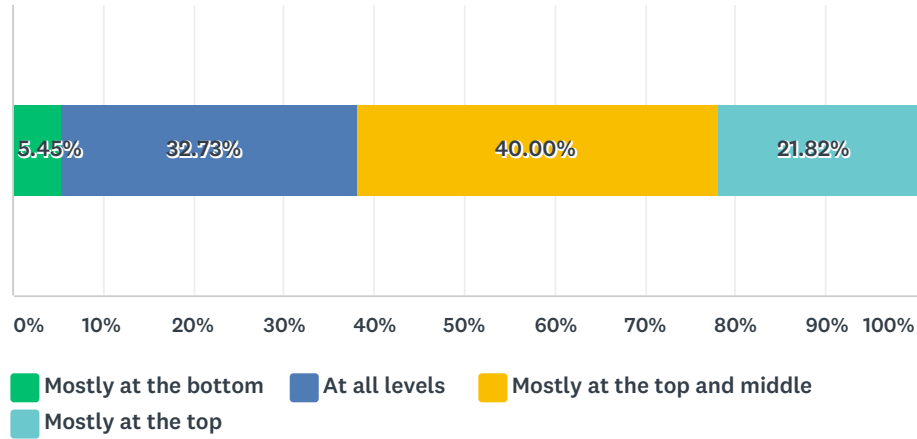
ANSWER CHOICES	RESPONSES	
Mostly at the bottom	5.45%	3
At all levels	32.73%	18
Mostly at the top and middle	40.00%	22
Mostly at the top	21.82%	12
TOTAL		55

Q7 In the City of Salem as an organization, how much cooperative teamwork exists?

Answered: 55   Skipped: 7

10.91%	27.27%	40.00%	20.00% 1.82%

0% 10% 20% 30% 40% 50% 60% 70% 80% 90% 100%

■ A great deal ■ A lot ■ A moderate amount ■ A little ■ None at all
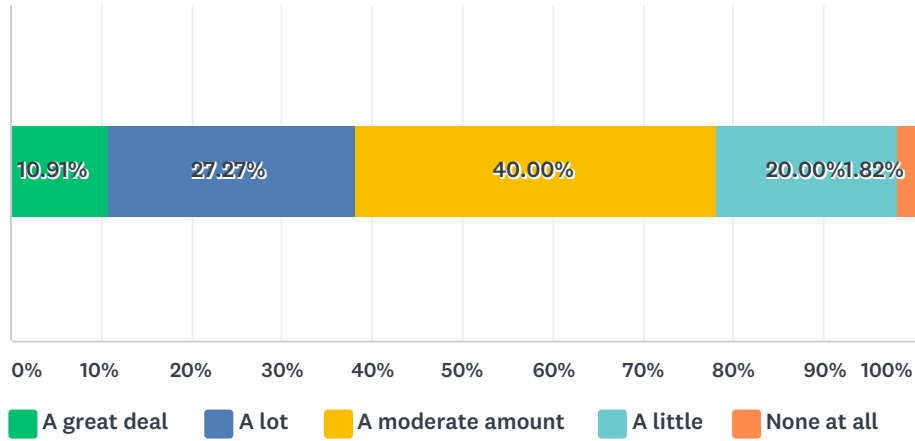
ANSWER CHOICES	RESPONSES	
A great deal	10.91%	6
A lot	27.27%	15
A moderate amount	40.00%	22
A little	20.00%	11
None at all	1.82%	1
TOTAL		55

Q8 In the City of Salem as an organization, what is the usual direction of information flow?

Answered: 55   Skipped: 7
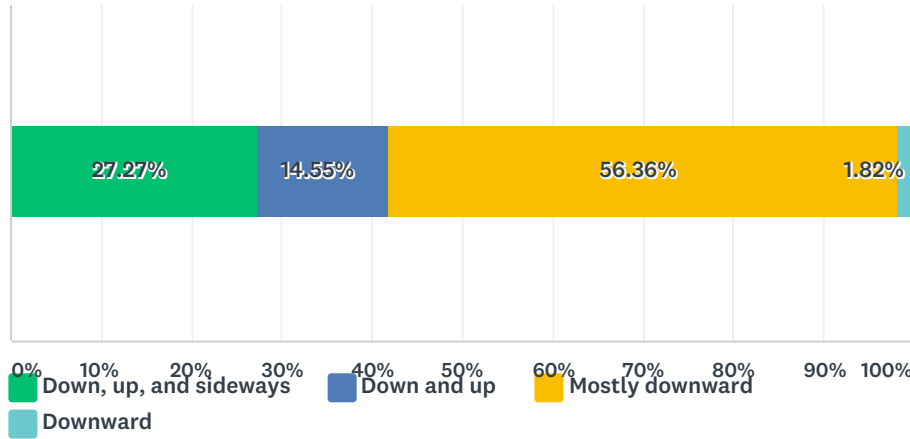
ANSWER CHOICES	RESPONSES	
Down, up, and sideways	27.27%	15
Down and up	14.55%	8
Mostly downward	56.36%	31
Downward	1.82%	1
TOTAL		55

Q9 In the City of Salem as an organization, how is downward communication accepted?

Answered: 55   Skipped: 7
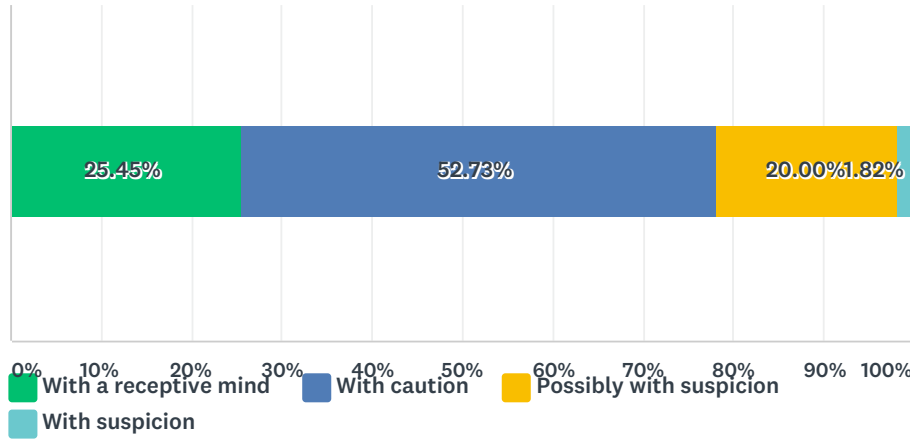
ANSWER CHOICES	RESPONSES	
With a receptive mind	25.45%	14
With caution	52.73%	29
Possibly with suspicion	20.00%	11
With suspicion	1.82%	1
TOTAL		55

Q10 In the City of Salem as an organization, how is upward communication accepted?

Answered: 55   Skipped: 7
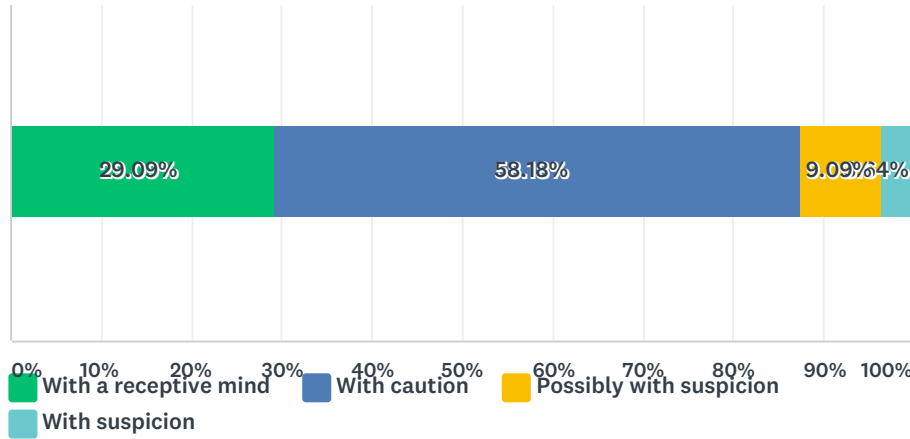
ANSWER CHOICES	RESPONSES	
With a receptive mind	29.09%	16
With caution	58.18%	32
Possibly with suspicion	9.09%	5
With suspicion	3.64%	2
TOTAL		55

Q11 In the City of Salem as an organization, how familiar are supervisors with problems faced by employees?

Answered: 55   Skipped: 7
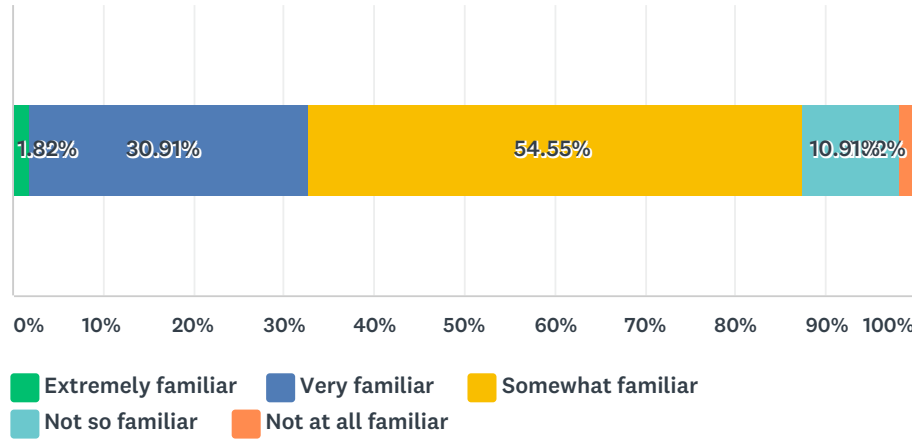
ANSWER CHOICES	RESPONSES	
Extremely familiar	1.82%	1
Very familiar	30.91%	17
Somewhat familiar	54.55%	30
Not so familiar	10.91%	6
Not at all familiar	1.82%	1
TOTAL		55

Q12 In the City of Salem as an organization, at what level are decisions made?

Answered: 55   Skipped: 7

🟩	**Throughout, but well integrated**
🟦	**Broad policy comes from the top with lots of delegation**
🟨	**Broad policy comes from the top with little delegation**
🟦	**Most all decisions are made at the top**
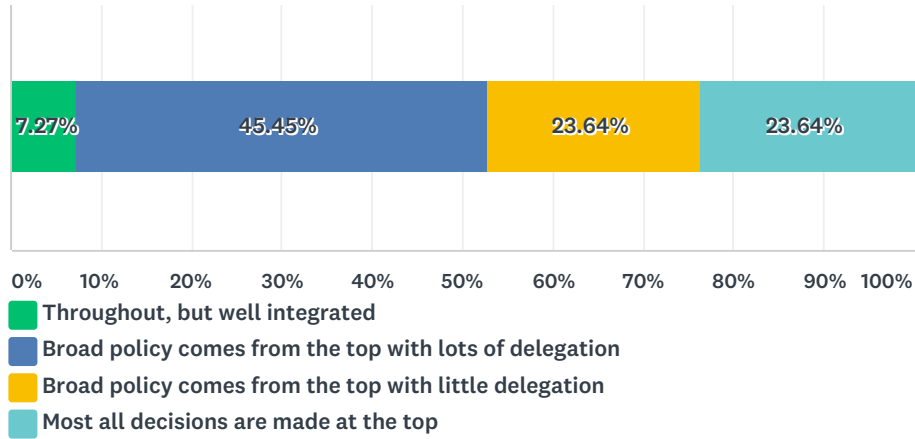
ANSWER CHOICES	RESPONSES	
Throughout, but well integrated	7.27%	4
Broad policy comes from the top with lots of delegation	45.45%	25
Broad policy comes from the top with little delegation	23.64%	13
Most all decisions are made at the top	23.64%	13
TOTAL		55

Q13 In the City of Salem as an organization, how involved are employees in making decisions related to their work?

Answered: 55   Skipped: 7
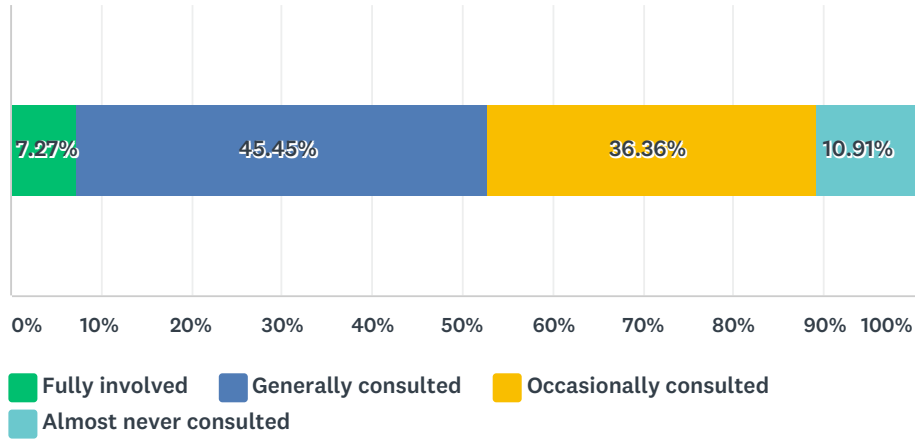
ANSWER CHOICES	RESPONSES	
Fully involved	7.27%	4
Generally consulted	45.45%	25
Occasionally consulted	36.36%	20
Almost never consulted	10.91%	6
TOTAL		55

Q14 In the City of Salem as an organization, how much does the decision-making process contribute to motivation?

Answered: 55   Skipped: 7
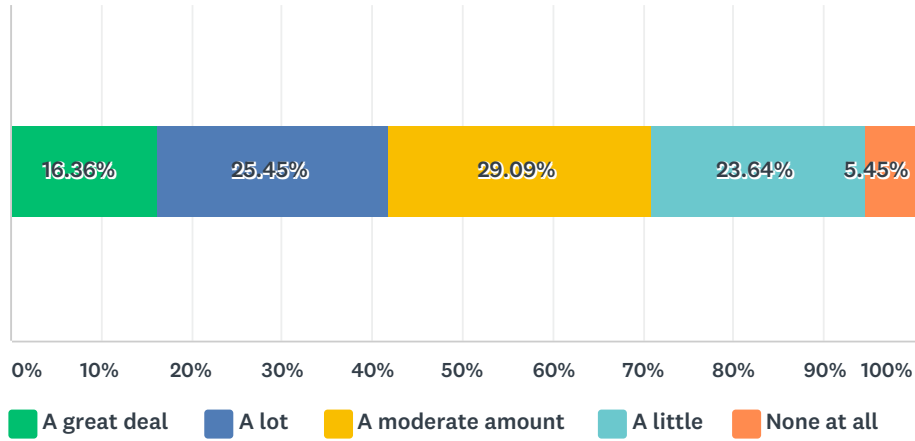
ANSWER CHOICES	RESPONSES	
A great deal	16.36%	9
A lot	25.45%	14
A moderate amount	29.09%	16
A little	23.64%	13
None at all	5.45%	3
TOTAL		55

Q15 In the City of Salem as an organization, how are organizational goals established?

Answered: 55   Skipped: 7
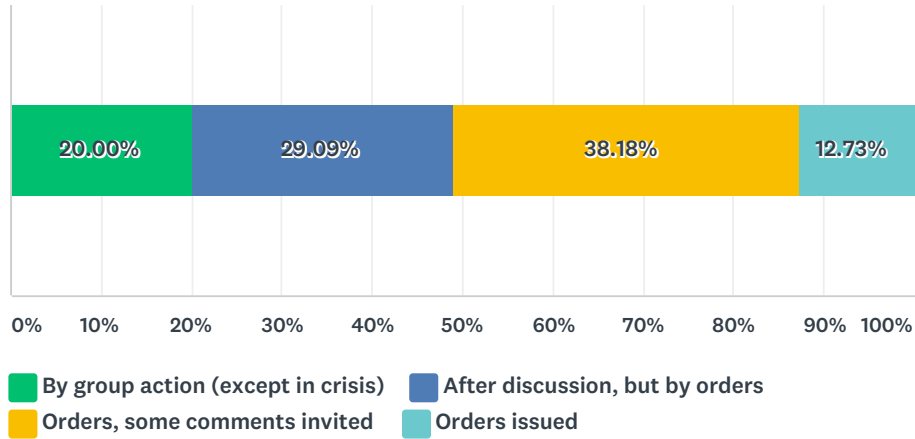
ANSWER CHOICES	RESPONSES	
By group action (except in crisis)	20.00%	11
After discussion, but by orders	29.09%	16
Orders, some comments invited	38.18%	21
Orders issued	12.73%	7
TOTAL		55

Q16 In the City of Salem as an organization, how much covert resistance to goals is present?

Answered: 55   Skipped: 7
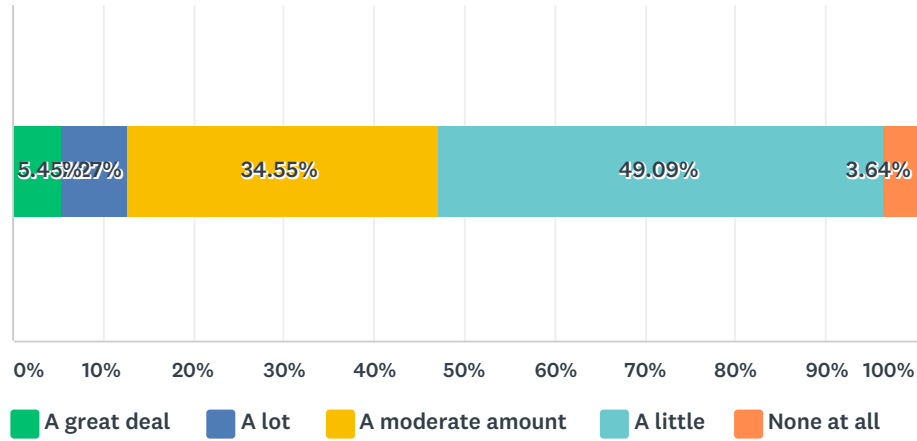
ANSWER CHOICES	RESPONSES	
A great deal	5.45%	3
A lot	7.27%	4
A moderate amount	34.55%	19
A little	49.09%	27
None at all	3.64%	2
TOTAL		55

Q17 In the City of Salem as an organization, how concentrated are review and control functions?

Answered: 55   Skipped: 7
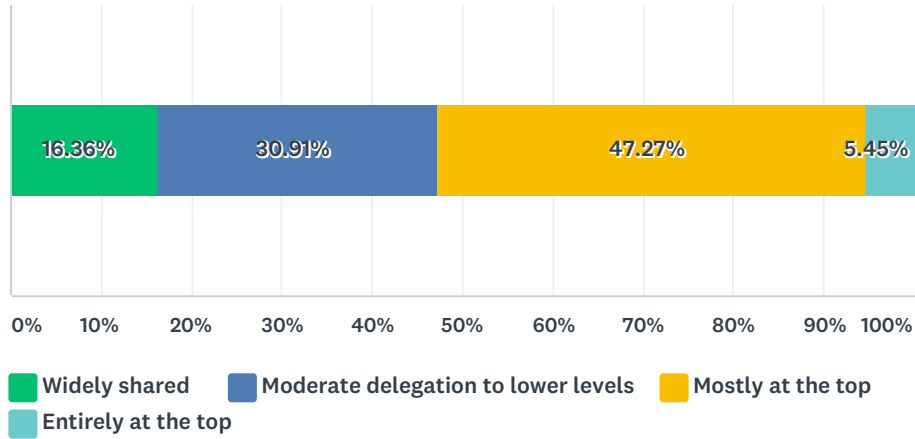
ANSWER CHOICES	RESPONSES	
Widely shared	16.36%	9
Moderate delegation to lower levels	30.91%	17
Mostly at the top	47.27%	26
Entirely at the top	5.45%	3
TOTAL		55

Q18 In the City of Salem as an organization, is there an informal organization resisting the formal organization?

Answered: 55   Skipped: 7

Always	Usually	Sometimes	Rarely	Never
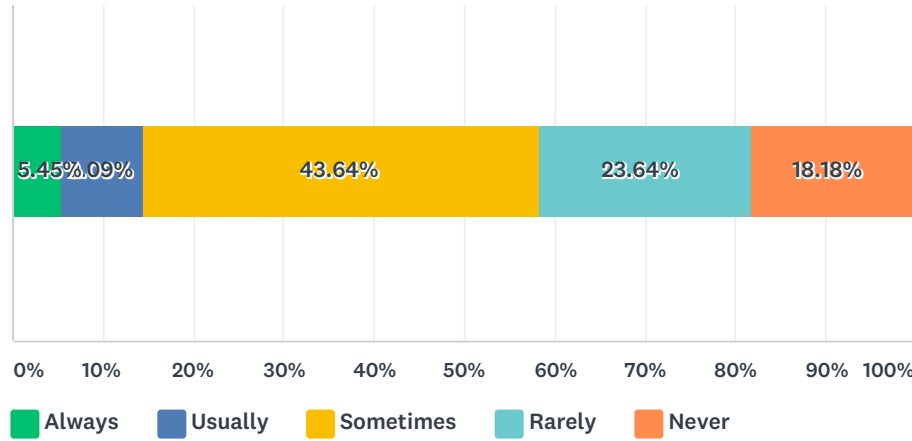
ANSWER CHOICES	RESPONSES	
Always	5.45%	3
Usually	9.09%	5
Sometimes	43.64%	24
Rarely	23.64%	13
Never	18.18%	10
TOTAL		55

Q19 In the City of Salem as an organization, what are the cost, productivity, and other control data used for?

Answered: 53   Skipped: 9
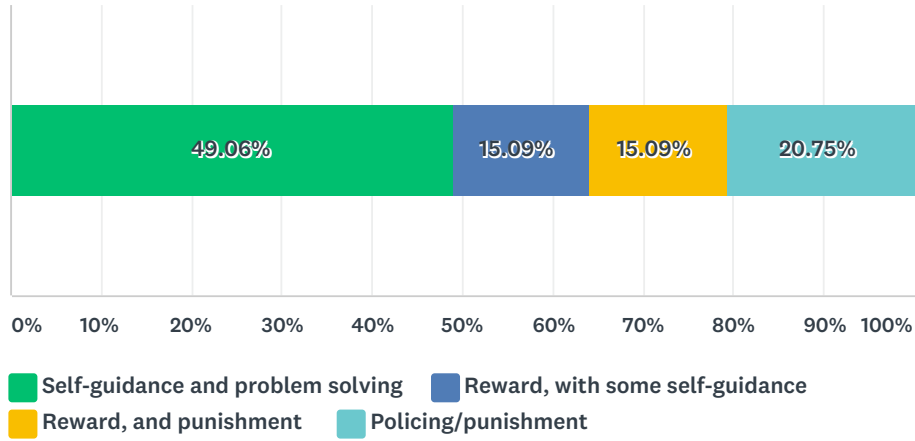
ANSWER CHOICES	RESPONSES	
Self-guidance and problem solving	49.06%	26
Reward, with some self-guidance	15.09%	8
Reward, and punishment	15.09%	8
Policing/punishment	20.75%	11
TOTAL		53

# Q20 In your work unit, how much confidence and trust do you feel is shown in employees?

Answered: 53   Skipped: 9

| Bar chart segments | |
| 49.06% | 26.42% | 15.09% | 7.55% |

0% 10% 20% 30% 40% 50% 60% 70% 80% 90% 100%

■ A great deal ■ A lot ■ A moderate amount ■ A little ■ None at all
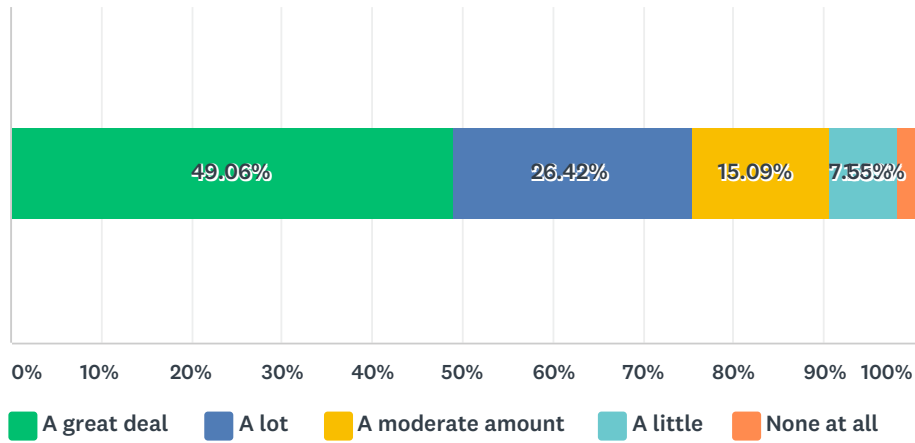
ANSWER CHOICES	RESPONSES	
A great deal	49.06%	26
A lot	26.42%	14
A moderate amount	15.09%	8
A little	7.55%	4
None at all	1.89%	1
TOTAL		53

Q21 In your work unit, how much freedom do you feel to talk to supervisors about their jobs?

Answered: 53   Skipped: 9
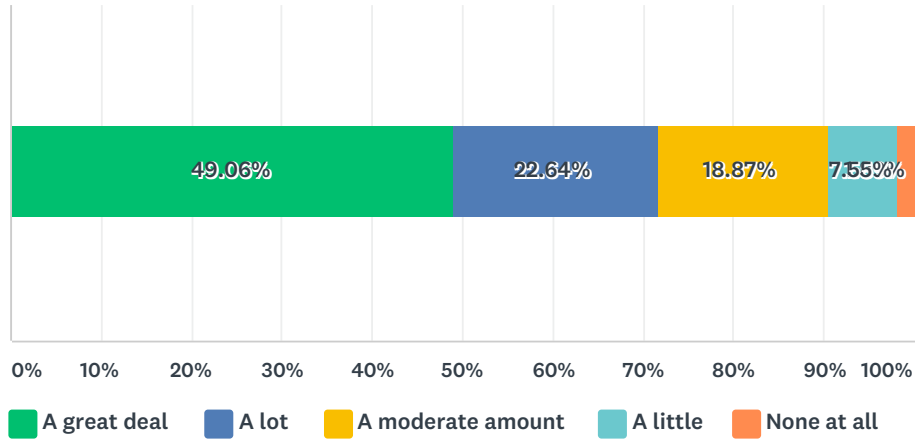
ANSWER CHOICES	RESPONSES	
A great deal	49.06%	26
A lot	22.64%	12
A moderate amount	18.87%	10
A little	7.55%	4
None at all	1.89%	1
TOTAL		53

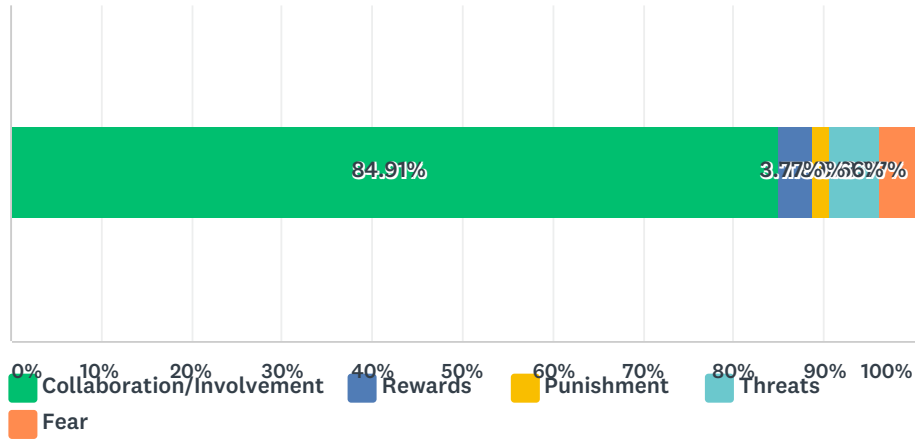# Q22 In your work unit, how often are employees' ideas sought and used constructively?

Answered: 53   Skipped: 9
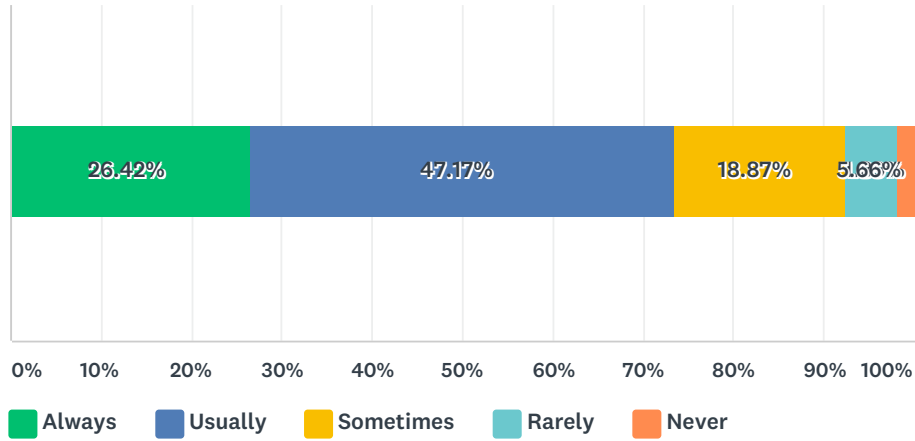
ANSWER CHOICES	RESPONSES	
Always	26.42%	14
Usually	47.17%	25
Sometimes	18.87%	10
Rarely	5.66%	3
Never	1.89%	1
TOTAL		53

Q23 In your work unit, what is predominantly used for motivation?

Answered: 53   Skipped: 9

ANSWER CHOICES	RESPONSES	
Collaboration/Involvement	84.91%	45
Rewards	3.77%	2
Punishment	1.89%	1
Threats	5.66%	3
Fear	3.77%	2
TOTAL		53

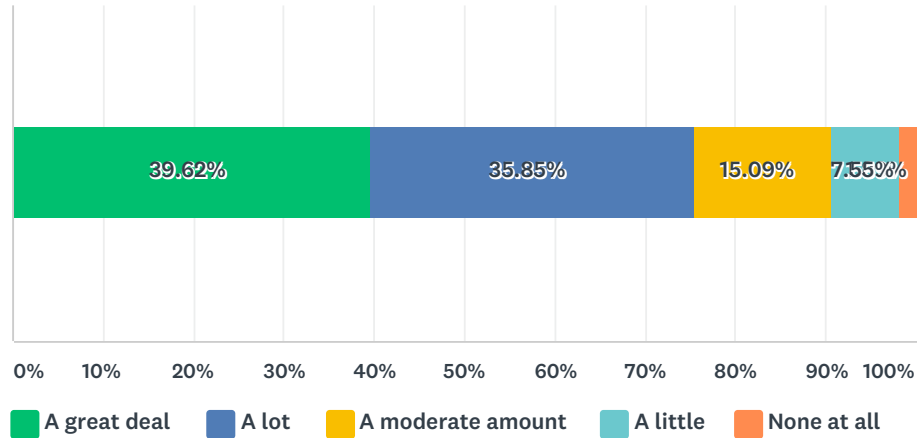# Q24 In your work unit, where is responsibility felt for achieving the organization's goals?

Answered: 53   Skipped: 9
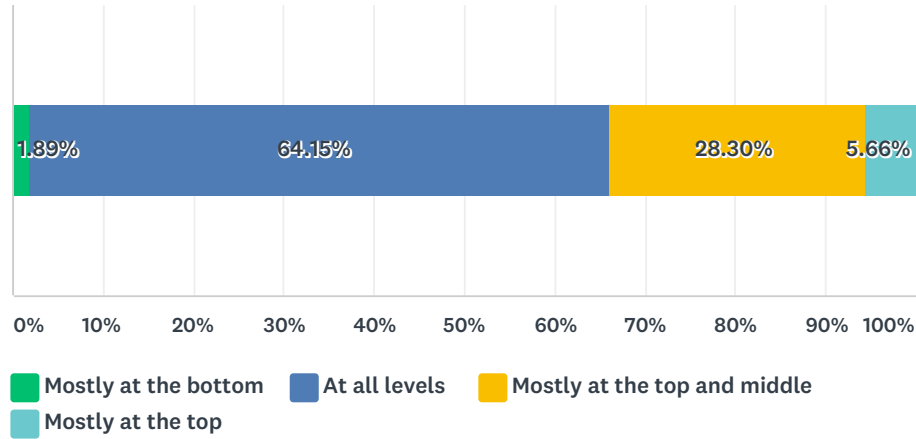
ANSWER CHOICES	RESPONSES	
Mostly at the bottom	1.89%	1
At all levels	64.15%	34
Mostly at the top and middle	28.30%	15
Mostly at the top	5.66%	3
TOTAL		53

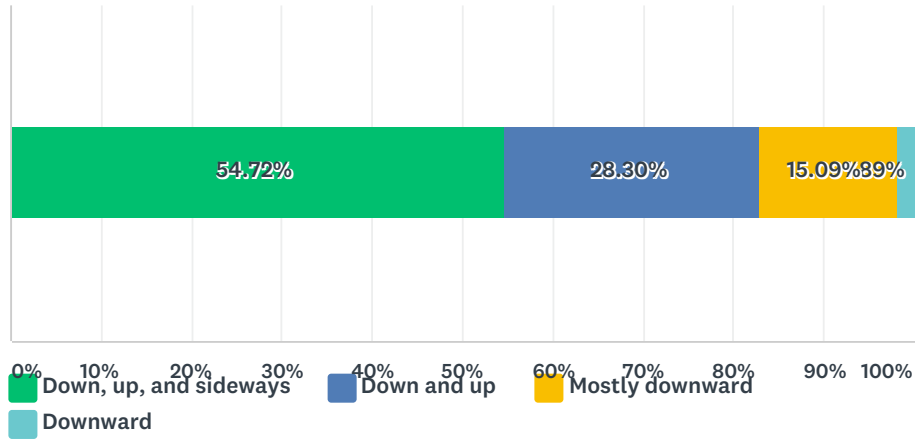# Q25 In your work unit, how much cooperative teamwork exists?

Answered: 53   Skipped: 9

ANSWER CHOICES	RESPONSES	
A great deal	39.62%	21
A lot	35.85%	19
A moderate amount	15.09%	8
A little	7.55%	4
None at all	1.89%	1
TOTAL		53

25 / 37

Q26 In your work unit, what is the usual direction of information flow?

Answered: 53   Skipped: 9

| 54.72% | 28.30% | 15.09%|89% |

0% 10% 20% 30% 40% 50% 60% 70% 80% 90% 100%

■ Down, up, and sideways ■ Down and up ■ Mostly downward
■ Downward

ANSWER CHOICES	RESPONSES	
Down, up, and sideways	54.72%	29
Down and up	28.30%	15
Mostly downward	15.09%	8
Downward	1.89%	1
TOTAL		53

Q27 In your work unit, how is downward communication accepted?

Answered: 53   Skipped: 9
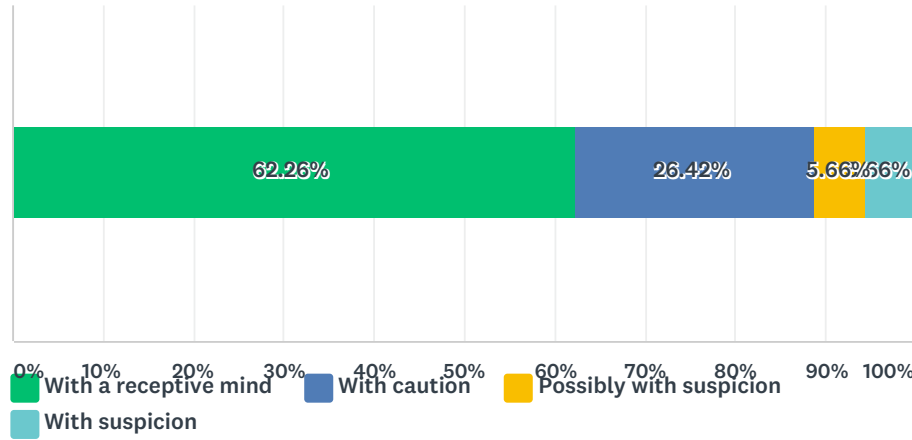
ANSWER CHOICES	RESPONSES	
With a receptive mind	62.26%	33
With caution	26.42%	14
Possibly with suspicion	5.66%	3
With suspicion	5.66%	3
TOTAL		53

Q28 In your work unit, how is upward communication accepted?
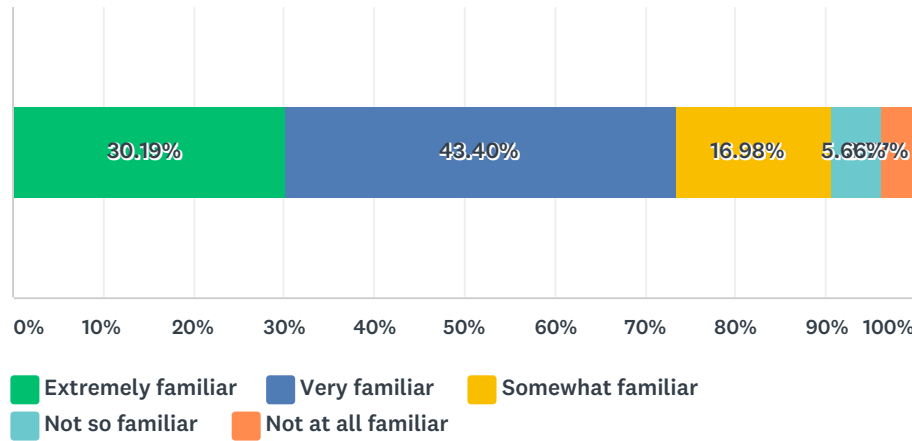
Answered: 53   Skipped: 9
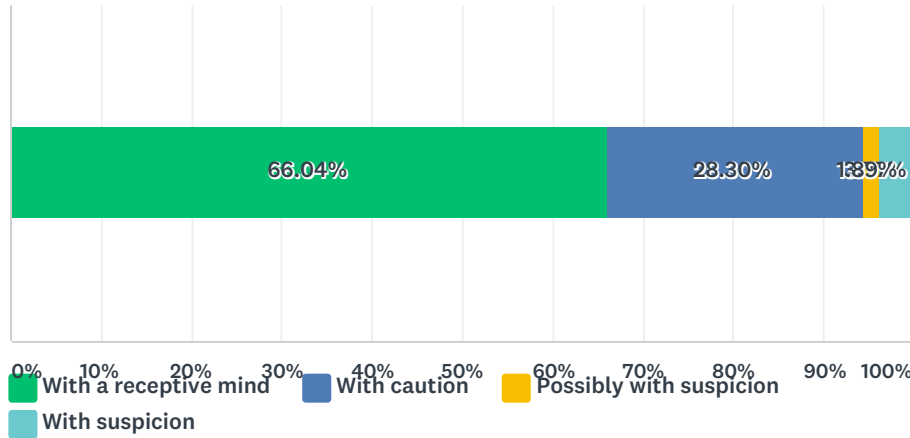
ANSWER CHOICES	RESPONSES	
With a receptive mind	66.04%	35
With caution	28.30%	15
Possibly with suspicion	1.89%	1
With suspicion	3.77%	2
TOTAL		53

Q29 In your work unit, how familiar are supervisors with problems faced by employees?
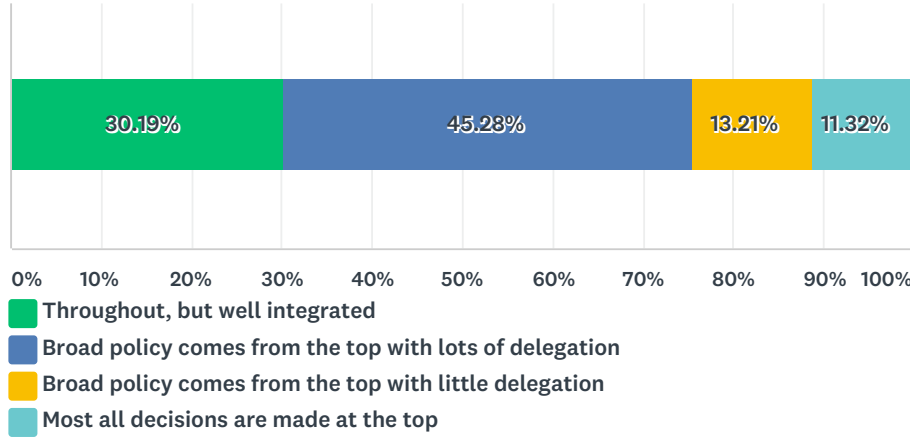
Answered: 53   Skipped: 9

ANSWER CHOICES	RESPONSES	
Extremely familiar	30.19%	16
Very familiar	43.40%	23
Somewhat familiar	16.98%	9
Not so familiar	5.66%	3
Not at all familiar	3.77%	2
TOTAL		53

Q30 In your work unit, at what level are decisions made?

Answered: 53   Skipped: 9

ANSWER CHOICES	RESPONSES	
Throughout, but well integrated	30.19%	16
Broad policy comes from the top with lots of delegation	45.28%	24
Broad policy comes from the top with little delegation	13.21%	7
Most all decisions are made at the top	11.32%	6
TOTAL		53

# Q31 In your work unit, how involved are employees in making decisions related to their work?

Answered: 53   Skipped: 9
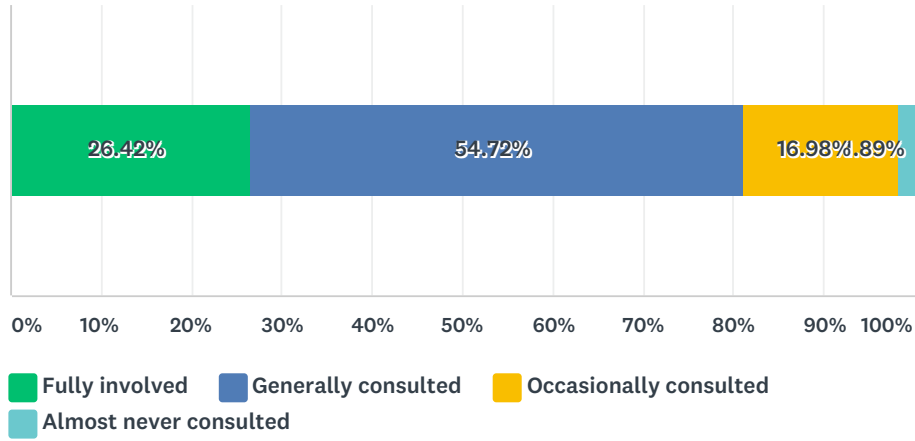
ANSWER CHOICES	RESPONSES	
Fully involved	26.42%	14
Generally consulted	54.72%	29
Occasionally consulted	16.98%	9
Almost never consulted	1.89%	1
TOTAL		53

# Q32 In your work unit, how much does the decision-making process contribute to motivation?

Answered: 53   Skipped: 9

| A great deal | A lot | A moderate amount | A little | None at all |
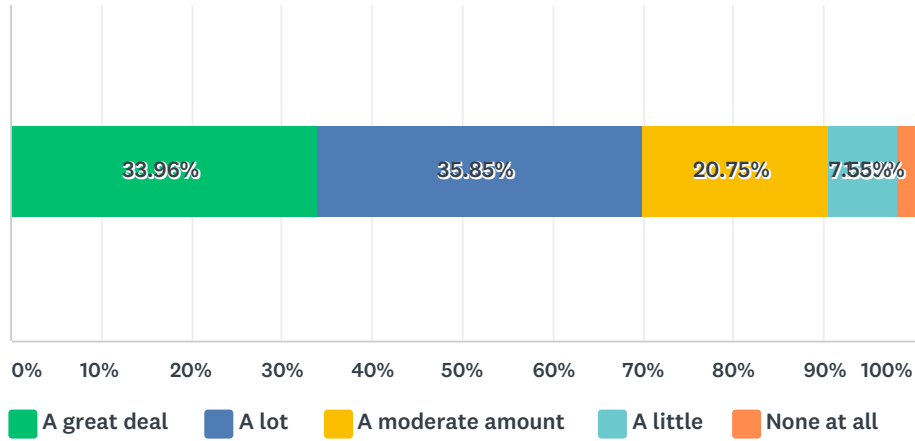
ANSWER CHOICES	RESPONSES	
A great deal	33.96%	18
A lot	35.85%	19
A moderate amount	20.75%	11
A little	7.55%	4
None at all	1.89%	1
TOTAL		53

Q33 In your work unit, how are organizational goals established?

Answered: 53   Skipped: 9
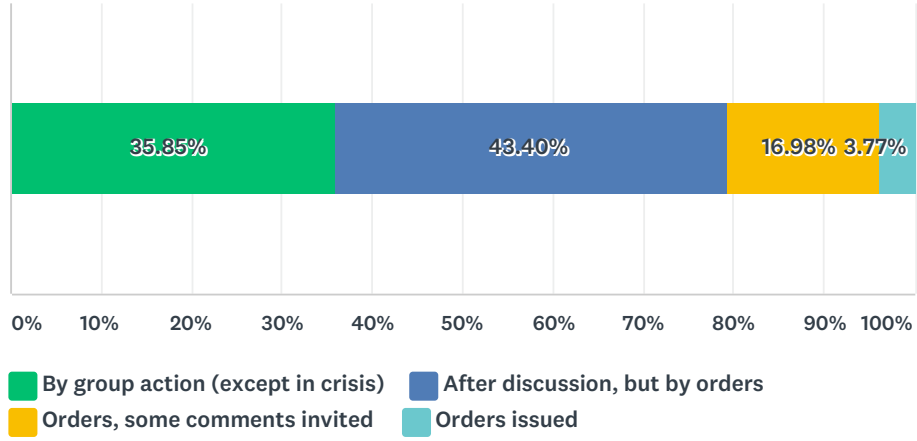
ANSWER CHOICES	RESPONSES	
By group action (except in crisis)	35.85%	19
After discussion, but by orders	43.40%	23
Orders, some comments invited	16.98%	9
Orders issued	3.77%	2
TOTAL		53

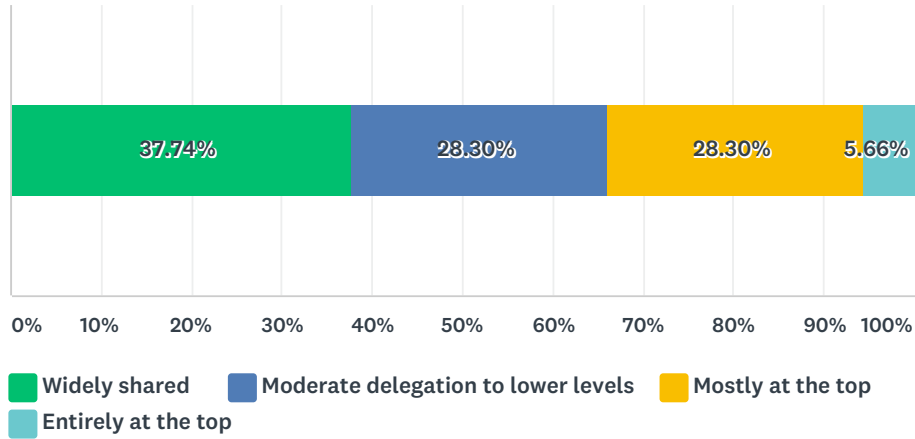# Q34 In your work unit, how much covert resistance to goals is present?

Answered: 53   Skipped: 9
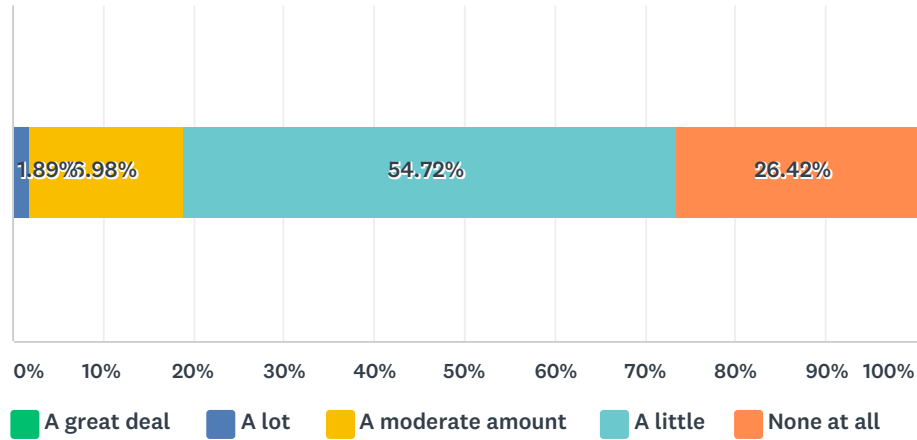
ANSWER CHOICES	RESPONSES	
A great deal	0.00%	0
A lot	1.89%	1
A moderate amount	16.98%	9
A little	54.72%	29
None at all	26.42%	14
TOTAL		53

Q35 In your work unit, how concentrated are review and control functions?

Answered: 53   Skipped: 9

	Widely shared	Moderate delegation to lower levels	Mostly at the top	Entirely at the top
	37.74%	28.30%	28.30%	5.66%

- Widely shared
- Moderate delegation to lower levels
- Mostly at the top
- Entirely at the top

ANSWER CHOICES	RESPONSES	
Widely shared	37.74%	20
Moderate delegation to lower levels	28.30%	15
Mostly at the top	28.30%	15
Entirely at the top	5.66%	3
TOTAL		53

Q36 In your work unit, is there an informal organization resisting the formal organization?
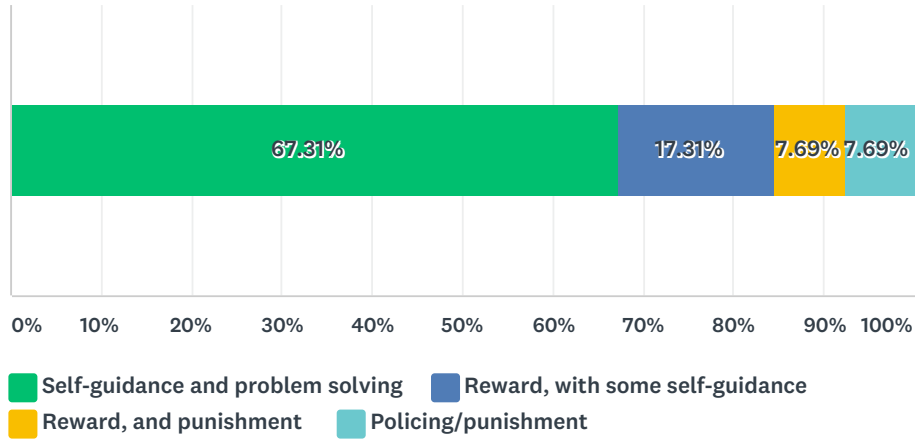
Answered: 53   Skipped: 9
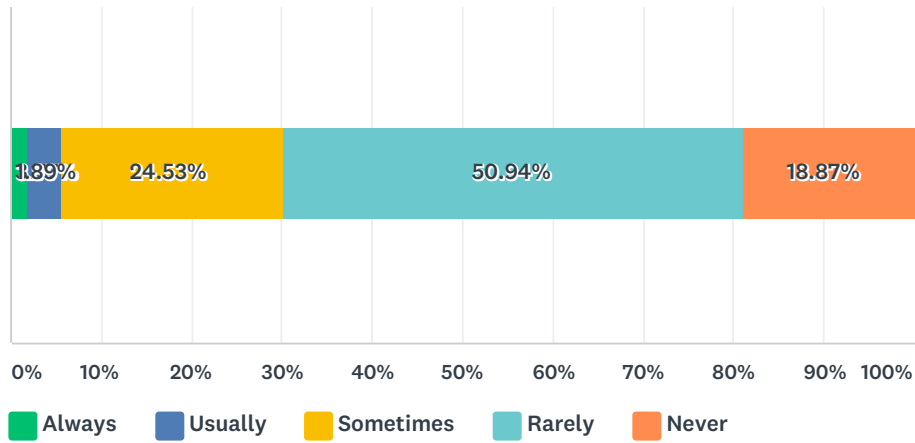
ANSWER CHOICES	RESPONSES	
Always	1.89%	1
Usually	3.77%	2
Sometimes	24.53%	13
Rarely	50.94%	27
Never	18.87%	10
TOTAL		53

Q37 In your work unit, what are the cost, productivity, and other control data used for?

Answered: 52   Skipped: 10

ANSWER CHOICES	RESPONSES	
Self-guidance and problem solving	67.31%	35
Reward, with some self-guidance	17.31%	9
Reward, and punishment	7.69%	4
Policing/punishment	7.69%	4
TOTAL		52