

STRATEGIC PLAN



PERFORMANCE MANAGEMENT Implementation Work Plan

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Contents

01 - Introduction	1
Directive from Management Team	1
Other considerations	3
02 - Preferred performance management model	6
Cascading model and organizational alignment	6
Factors impacting performance management implementation	9
03 - Initiation process	13
Define roles of involved parties in context of initiation process	13
Define prioritization for phased initiation process by work area/office/division	15
Conduct kickoff communications/educational campaign	17
Facilitate development of work area/office/division recommendations	19
Confirm work area/office/division recommendations	21
04 - Implementation process	23
Document performance management plan	23
Conduct rollout communications/educational campaign	25
05 - Conclusion	27
06 - Appendix 1: Internal case studies	30
Office of Maintenance salt/labor management dashboard	30
Motor Vehicle Division call center	32

01 Introduction



In fall 2014, the Iowa DOT released a revised **strategic plan**. Foundational to the plan were revised mission and vision statements for the department.

Mission: Getting you there safely, efficiently, and conveniently.

Vision: Smarter, Simpler, Customer Driven

The mission statement is an expression of the department's purpose, which is to provide and maintain the best possible transportation system, while the vision statement is an expression of what the department should strive for as we work to achieve that system. This focus will allow us to maintain the high level of performance that the public has come to expect.

As part of this new strategic plan, five key initiatives for change were identified. Each initiative is being implemented one at a time, with implementation being led by teams of Iowa DOT staff. The first initiative to be undertaken was performance management.

An important early step in the change process signaled by the new strategic plan is understanding who we are and what we do, which can be illuminated by measuring performance. Improvement then requires the use of performance measures to identify necessary changes.

While the practice of performance measurement provides us with a base to work from, the department must work toward a standard practice of managing performance. Developing a measurement culture will help all levels of the department understand the importance and success of their work.

This leads to the purpose of this work plan, which is to provide the Iowa DOT with a process for initiating and implementing performance management across the department.

Directive from Management Team

On Oct. 6, 2014, members of the performance management implementation team (PMIT) met with Management Team to gain a better understanding of what was expected through this implementation process. From the outset, it was made very clear that this effort *is not* about individual employee evaluation, but rather how we do our work. In addition to this, Management Team identified many other critical points, which the PMIT synthesized into a set of guiding project parameters.

Project parameters

The new performance management framework must:

- Provide more focus and alignment than current performance measurement activities.
- Emphasize organizational improvement.
- Apply down to the work unit level, not to individual performance.
- Not be punitive or used for investigation.
- Have two audiences: internal and external.
- Have communications and educational components.
- Encourage a culture of active use.
- Be understandable and presentable to a new employee.

After establishing these parameters, the PMIT looked to define performance management for the department in the most basic terms. It was defined as:

“Using information to improve our work.”

This sounds simple enough – and in some ways performance management is very straightforward – but there is a lot wrapped up in those six words.

- **Using:** A mindset and approach of utilizing information about our work, not periodically but continuously.
- **Information:** Data related to our work that is useful for understanding performance.
- **Improve:** To change with purpose – to monitor, adjust, and validate performance to be more in line with expectations.
- **Work:** The tasks, processes, and programs we engage in to fulfill the mission of the department.

In essence, paraphrasing the department’s vision statement, this performance management initiative is intended to enhance the department’s ability to **know** its work, **improve** its work, and meet or exceed **expectations**. Unfortunately, because too often we don’t fully know and understand our work, we cannot grasp the associated expectations.

Deliverable and timeline

After receiving direction from Management Team and defining the project parameters that would guide the initiative, the PMIT shifted its focus to defining a deliverable. This discussion centered on the need to ultimately define a process for initiating and implementing performance management.

Among the points made by Management Team during the October 2014 meeting was that this

group would not be responsible for defining the specific performance measures that would be utilized by various work areas, offices, and divisions. Instead, the focus should be on the process for getting to that point. With this in mind, the PMIT presented Management Team with the concept of a work plan, which was agreed to as the appropriate deliverable.

Following the newly-adopted *Determine-Develop-Deliver* approach for strategic initiative work, the PMIT worked to identify approaches best suited to implement performance management at the Iowa DOT. As documented in this work plan, consideration went well beyond simple performance measurement and included many components designed to support the implementation and continued maturation of performance management principles.

In addition to providing a work plan to Management Team, this report is intended to facilitate a discussion of concepts that the PMIT believes are important to consider. This discussion should further define the process that will be put in motion, up to and including components of implementation. Additional work may be needed to flesh out certain concepts and materials (e.g., recognition programs and educational materials).

The PMIT expects that this work plan and the product of any future discussions, will be provided to the group assigned with overseeing the plan's *delivery*. The PMIT also expects that they will not necessarily be the group responsible for overseeing implementation. This issue of defining the roles of involved parties is addressed later in this work plan.

Regarding timeline, Management Team did not provide a specific due date for this deliverable. They emphasized the importance of this initiative, with the number one priority being the identification of a process that will ultimately lead to the successful initiation and implementation of performance management. Instead, a general timeline for having a tangible product of this effort by the end of the state fiscal year (June 30, 2015) was communicated.

Other considerations

Consultant support for implementation

During the development of this work plan, the possible need for consultant support for the initiation and implementation process was frequently discussed. It was rarely discussed as a primary topic, but often spun off of conversations related to necessary staffing and resources. The common sentiment among the PMIT was that existing department staff with adequate expertise in performance management is too limited to appropriately guide the initiation and implementation process. As a result, the PMIT believes there is a role for consultant support, which would also provide the benefit of bringing an unbiased third-party perspective.

Should consultant support be utilized, it will be critically important that the department maintains ownership of the process. The first key step in doing this is the development of this work plan, which was completed by Iowa DOT staff. As staff, we have defined what we believe to be the most appropriate process for initiating and implementing performance management across the

department. This effort has not involved or been directly influenced by outside parties. Should consultant support be sought out, however, this work plan will provide a detailed basis for any associated requests for interest or proposals.

The alternative to seeking consultant support would likely be directing additional internal resources to the initiation and implementation process. The PMIT feels strongly that this process is outside of the scope of what could be properly administered by a part-time committee. In addition, even if there was a desire to redirect existing staff, expertise in performance management would likely be inadequate when it comes to addressing the complexities of facilitating the development and active use of performance measures for all areas of the department.

Ancillary benefits of overall process

As the PMIT developed the process that is outlined in this work plan, there were a handful of important ancillary benefits of the process were identified. The most notable of these was the possible identification of redundant or unnecessary processes within the department's overall operations. As part of the core process, each work area, office, and division will go through a baseline assessment that will involve the following key steps.

1. Review of primary work functions.
2. Review of any current performance measurement practices.
3. Review applicability to future performance measurement activities.
4. Develop recommendations for continuing or discontinuing various practices.
5. Assessment of potential implementation barriers.

Given the nature of this process, which is intended to vet work functions for the purpose of defining what can and should be measured, it may reveal some redundant or unnecessary processes. The team views this as an important ancillary benefit of the overall process, which will increase the department's ability to be smarter, simpler, and more customer driven.

Cultural awareness

As the conclusion to this Introduction, the PMIT felt it was important to leave the reader with the notion of how this effort, as well as other change initiatives, will be influenced by the department's culture. Culture can have both positive and negative impacts on change initiatives, so the key will be drawing on the positive while still addressing the negative.

In exploring this subject, the PMIT identified a very applicable **video interview** related to leading change management. The video features DeAnne Aguirre with Strategy&, a leading strategy firm that helps clients "develop practical strategies to address their biggest challenges."

According to Aguirre, culture is critically important in leading change. She states that most change management programs deal effectively with the formal aspects of an organization; decision-making, process flows, and structure. However, many programs fail to deal with culture, or how the organization gets things done, which is influenced by the individual employee's beliefs, feelings, and actions.

Aguirre concludes that change managers should leverage the organizational culture by:

- Focusing on the organization's cultural strengths.
- Taking advantage of the organization's informal leaders.
- Creating a coherent environment with no conflicting messages.

The PMIT strongly endorses these concepts as being critical for successfully leveraging (rather than struggling against) the department's organizational culture. This should be at the forefront of all future deliberations and discussions related to the implementation of performance management across the Iowa DOT.

Cascading model and organizational alignment

Early in the process of developing this work plan, the PMIT presented to Management Team the idea of using a “cascading” model to support the implementation of performance management across the department. This section outlines the key role cascading plays in creating and supporting organizational alignment.

Performance pyramids

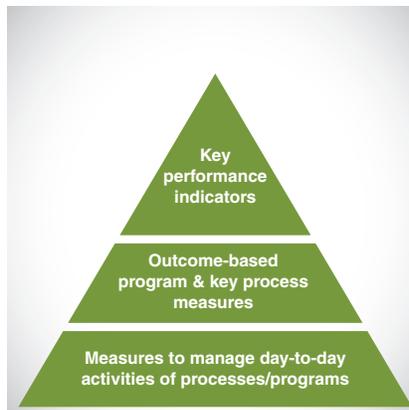
Many individuals are familiar with or have been exposed to variations of a performance measurement pyramid. These pyramids illustrate the various levels of an organization and the differences that exist between the levels.

These differences can be distinguished by a variety of things:

Types of goals or objectives identified at each level.



Types of measures typically used at each level.



While useful, the pyramids themselves do not explicitly outline the relationship or alignment between the various levels, nor do they illustrate the effort required to link and align the work and associated performance measures from one level to the next.

Though the team discussed a preference for avoiding the use of a pyramid theme for performance management, it is useful for exploring the end result of this common organizational structure, which is the cascading of information from one level of the organization to the next. This cascading, including the communication of desired goals, work, and outcomes, is necessary to align and improve organizational performance.

Combination of things, such as level of data utilized, roles, and responsible parties.



Focus of a cascading model

As other examples of this model demonstrate, a cascade can be based on performance measures that are used to evaluate performance at one level of the organization while relating to all other levels. Cascading, though, can be based on several other factors, including:

- Organizational structure (i.e., department/division/office/work unit).
- Specific work expectations.
- Intended outcomes or results.

One of the PMIT's key deliverables was a model of performance management that supports organizational improvement, including process improvement. To maximize the benefits of organizational alignment gained through cascading, while also maintaining process flexibility, a focus on the ultimate desired outcomes or results is preferred. This allows for changes in *how* things get done, while maintaining a focus on achieving and reviewing progress toward desired outcomes or results. (Note: For the remainder of this section, the term outcome will be used.)

To further illustrate the concept of cascading, it is helpful to examine it within the context of the two critical subcomponents of this model, which are vertical and horizontal alignment.

Vertical alignment

One definition of vertical alignment is the coordination of work products (i.e., outcomes) through all levels of an organization in order to support the “higher” mission-related outcomes (as illustrated in the graphic to the right). In other words, the goal of vertical alignment is to keep the work of the organization focused on its ultimate purpose. Analysis of performance information that is focused on these outcomes supports a broader organizational review of performance.

Periodic review and vetting of the “linkages” of outcomes should be done to verify if accomplishing certain outcomes in fact supports outcomes at higher levels of the organization. This helps to ensure that organizational efforts are focused on what is important, or whether attention is being paid to the “right” things.

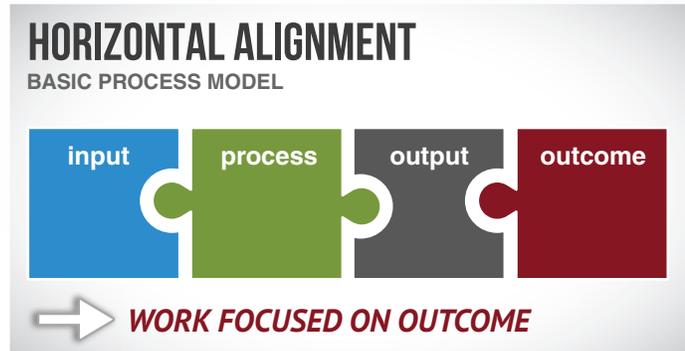
The effort to cascade outcomes would involve discussions related to what needs to be done, why it needs to be done, what has to happen in order to be successful, and what indicators will be used. This should allow for the vertical alignment of work and associated performance measures. These discussions could be expanded to include issues such as related data needs, reporting requirements, possible barriers, etc. All of this information provides background and context to assist in evaluating performance.



Horizontal alignment

To date, much of the department’s history related to agencywide improvement efforts has been tied to process-level efforts. Whether it was the utilization of process improvement facilitators and teams or efficiency tools, these efforts aimed at improving how we deliver products and services.

The coordination of efforts and resources related to a process in order to identify the best way to deliver what is expected is the intent of horizontal alignment. Using “outcome” to encapsulate what is expected, a basic process model (see above) can represent horizontal alignment.



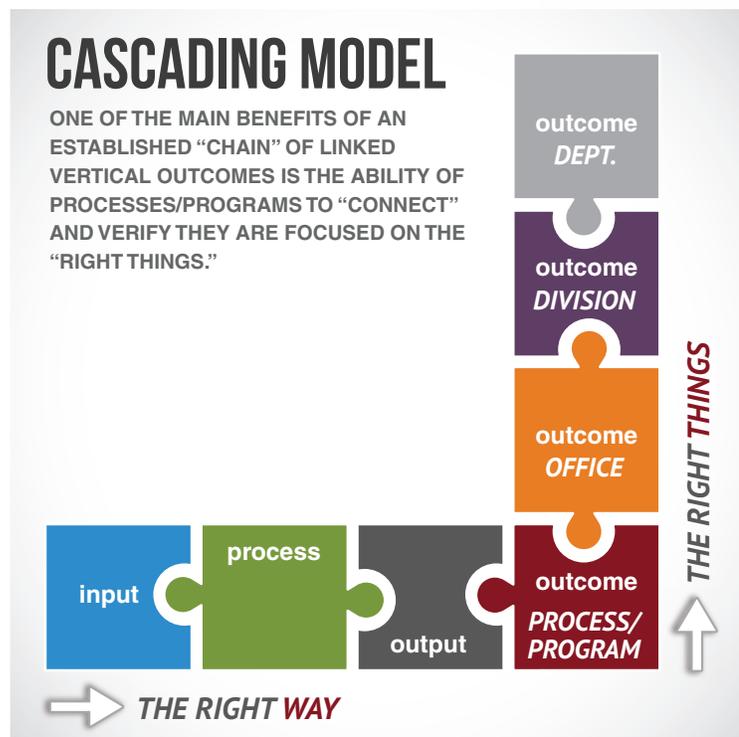
Benefit of a cascading model

Understanding that true improvement is change with purpose, every process needs to be associated with an expected outcome. In the short term this can be done locally or horizontally with the process owner working with their supervisor to determine what outcomes need to be met. However, in order to achieve organizational alignment, a set of outcomes should be developed that is linked vertically. A cascaded set of outcomes allows for work at all levels to improve and better align with the desired outcomes of the organization.

The following presents succinct way to summarize these concepts.

- **Vertical alignment** is about “doing the right things.”
- **Horizontal alignment** is about “doing things the right way.”

Organizationally, there is a need to develop the capacity to evaluate processes and how well they are meeting expected outcomes, while also being equipped to make the necessary improvements. The cascading of purpose-driven outcomes through the organization provides a way to align and improve organizational performance and, as importantly, provide processes and programs the direction they need to guide improvement efforts.



Factors impacting performance management implementation

Many factors can positively or negatively impact the successful development and implementation of a performance management system. The PMIT utilized a review of literature examining factors shown to impact the implementation of performance management in an organization. This section presents some general thoughts and specific factors to be considered.

General thoughts

Beyond identifying a list of key factors, the review revealed some overarching concepts. These included:

- Factors can be either barriers or enablers depending on their presence, absence, or degree of implementation.
- Factors can have different levels of influence and may not be applicable in all situations.
- Negative factors (i.e., barriers) can be overcome or mitigated.
- Factors can be interrelated and impact each other.

Key factors to consider

The PMIT has identified the following as key factors when looking to implement performance management at the Iowa DOT.

Leadership

The support and efforts of leadership can make or break any initiative. To achieve successful implementation, the department's Management Team will need to not only voice support but also be active participants. Consideration should be given to:

- Leadership becoming well educated in and understanding of department performance management practices.
- Management Team defining and communicating the department's vision, mission, goals, and objectives.
- Management Team being actively engaged in the implementation of a performance management model, its communication throughout the department, and the utilization of performance measurement.

Awareness and training

The ability of current and future employees to both understand and utilize the concepts and tools of performance management will be critical to the success of the initiative. Consideration should be given to:

- All levels of the organization understanding the “whats, whys, and hows” of performance management within the department.
- Educational programs and opportunities, tailored to varying experience and skill sets, that are necessary to equip and refresh employees.
- Specific training based on current practices, in addition to general training related to performance management.
- Assessment tools to assist work units in understanding their strengths, weaknesses, and area(s) of focus related to performance management.

Culture

Culture is important because it defines who we are and greatly influences our ability to get work done. Culture can be slow to change, which means that supporting and incentivizing desired behavior is necessary to progress from good intentions to an established way of doing business. Consideration should be given to:

- Adopting performance management – the use of information to improve our work – as a fundamental way of thinking.
- Supporting behavior that creates a measurement-friendly culture where information is seen as an asset that can be used for improvement.
- Utilizing formal organizational recognition to support measurement, improvement, and innovation.
- Supporting opportunities for more informal recognition among employees and work units.

Information usage

How the information generated through this initiative is used will likely be an indicator to the workforce that could either help or hinder implementation. Consideration should be given to:

- Organizational improvement through the implementation of a performance management model and the use of performance information.
- Process improvement where performance information is used to improve the delivery of products and services and to demonstrate impact and benefit.
- System improvement through regular and iterative review of the department’s performance management system.

Resources

The performance management initiative will introduce new practices, and the level of success toward implementation will be greatly influenced by the resources that can be brought to bear. Consideration should be given to:

- Providing immediate resources to facilitate the creation of materials and support for general instruction.
- Ensuring sufficient resources are provided to support the staffing, expertise, and tools to develop and sustain performance management efforts.
- Identifying and supporting internal experts/champions to leverage skills and available tools for performance management efforts, perhaps including a work unit dedicated to performance management.
- Allowing adequate flexibility to accommodate a variety of work and performance management tools.

Data systems and tools

The ability to collect, store, analyze, and report data is a linchpin in any performance improvement or performance management initiative. Consideration should be given to:

- Assessing the strengths and weaknesses of vendor-based versus internally-developed performance management tools.
- Evaluating the cost and benefit associated with collecting, storing, analyzing, and reporting various types of performance data.

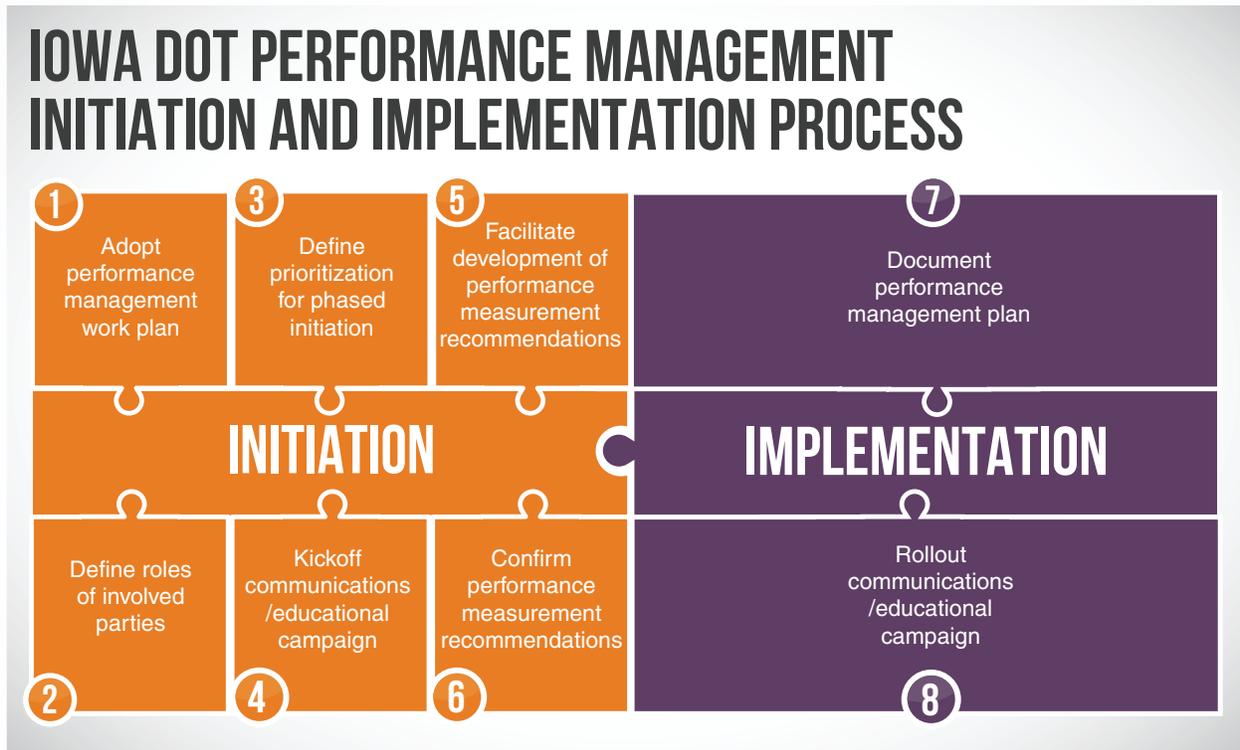
Performance measurement system design

Often the first place that discussions start, system design is purposefully listed last to emphasize the amount of discussion and work that should take place prior to developing performance measures. Consideration should be given to:

- How well the work of the organization is understood and aligned (i.e., mission and goals are clear and actionable and aligned to identified desired outcomes).
- The degree to which performance measures help understand and improve our work (horizontal alignment), and how well our work supports desired outcomes (vertical alignment).
- The degree to which measures are associated with important aspects of performance and whether measures are valid and reliable.
- Balancing data needs with issues of data quality, availability, usefulness, and cost.

Having laid the groundwork through the introduction of this effort and the presentation of a preferred performance management model, the following two sections represent the process components of the work plan (see Figure 1). The PMIT has identified these as the key elements of the initiation and early implementation processes.

Figure 1: Iowa DOT performance management initiation and implementation process



03 Initiation process



Key steps

The key steps involved in the process include:

- Identify all involved parties.
- Define roles of all involved parties.
- Assign specific tasks to involved parties (optional).

Estimated time requirement

2-3 weeks

Description

The first critical step in initiating performance management across the department will be to identify the involved parties and their respective roles. The PMIT views this as largely a Management Team function, but did spend some time discussing a list of possible parties to consider. These parties include the following.

- Management Team
- Temporary internal steering committee
- Consultant team
- Work area/office/division champions
- Standing resource evaluation and enhancement team

It is envisioned that the primary role of **Management Team** would likely be in defining and communicating the department's vision for performance management. In addition, Management should provide support for and empower all phases of the implementation and ongoing maturation processes.

The **temporary internal steering committee** would serve as the more hands-on oversight body, which will be necessary to ensure that Management Team's vision is being fulfilled. They would not be the day-to-day implementers of performance management, but they would be in place to ensure the department's interests are being met.

The day-to-day implementation activities would be facilitated by the **consultant team**. For the reasons outlined in the Introduction to this work plan (e.g., strained staff and resources, limited internal expertise, etc.), it is believed that consultant support will be needed to appropriately guide the initiation and implementation process.

The consultant team would then work with identified **work area, office, and division champions** as their primary contacts for initiation and implementation. These individuals, who would preferably have some level of exposure to or knowledge of performance measurement/management, would likely be preselected to aid the facilitation of this process.

Finally, the need for a **standing resource evaluation and enhancement team** was discussed, which would be tasked with providing ongoing support for performance management after the initiation and primary implementation. In the absence of outside expertise (i.e., consultant support), a standing team would be necessary to ensure that all areas of the department are adequately equipped for ongoing performance measurement responsibilities.

This standing team would likely need to have a reasonably representative makeup in order to have a well-rounded understanding of department business practices. In addition, some level of cross-divisional access would be beneficial in order to more effectively support a multitude of unique performance measurement processes.



Key steps

The key steps involved in the process include:

- Define criteria for prioritizing a phased initiation process.
- Review department functions against these criteria.
- Assign prioritization to desired level of specificity (i.e., work area/office/division).

Estimated time requirement

3-4 weeks

Description

Once Management Team has addressed the task of identifying the parties that will be closely involved in initiating performance management across the department, Management Team should begin considering the need for a phased initiation process. Recognizing that this initiation process cannot be reasonably expected to begin immediately and simultaneously across all areas of the department, the PMIT identified a need for defining a prioritization.

While the PMIT views this as a logical function of Management Team, the team did spend some time discussing some possible **criteria for determining this priority order**. The majority of the conversation focused on the issues of risk and public exposure. An initial list of criteria to consider when evaluating various department functions could include:

- Level of risk (e.g., bridge design/maintenance/inspection may involve high risk).
- Level of public exposure (e.g., issuing drivers licenses may involve high public exposure).
- Level of complexity (e.g., Information Technology systems development/management may involve high complexity).

After these criteria have been defined, Management Team can then begin identifying those department **functions that meet one or more of these measures**. Those functions that meet multiple criteria are likely to be high priority, while those that do not meet any of the criteria may be able to be addressed later in the performance management initiation and implementation process.

One challenging aspect of this process may be in determining a reasonable and acceptable **level of detail for this prioritization**. For example, the prioritization may apply down to the work area level, or it may be more reasonable to take it only to the office level. This will likely be a product of available time on the part of the Management Team, and whether or not some level of this priority determination will be delegated to other supervisory staff.



Conduct kickoff communications/ educational campaign

Leaders

Director and Management Team

Steering committee, resource team, consultant team

Key steps

The key steps involved in the process include:

- Develop and deliver kickoff message.
- Develop and provide guidance and resources to work areas/offices/divisions.
- Engage in ongoing communications throughout initiation and implementation process.

Estimated time requirement

6-8 weeks (for short-term activities)

Description

In presenting its vision for performance management, Management Team made it very clear that communications would need to be a critical element in the initiation and implementation process. The PMIT considered this during all discussions leading to the development of this work plan, and assumed that communications efforts would be continual. That said, the team did identify two points in the overall process for more focused and deliberate communications and educational efforts.

The first of these efforts would occur early in the process, before the day-to-day initiation activities are being facilitated by the consultant team. This effort could be categorized as the **kickoff message**, which would be defined by Management Team. The primary components of these communications could include:

- Highlight purpose and benefits of performance management.
- Outline overall expectations and objectives for the initiation process.
- Outline the process and general timeline.

The PMIT also identified this as the logical point in the process for providing more tangible **guidance and resources** to all areas of the department, with the simultaneous message of the communications and educational aspects being “here is what we’re doing and why, and here are some resources to assist with this effort.” The delivery method for this educational effort would likely include multiple means, but the content could include:

- Basic performance management concepts and the preferred model.
- Expectations related to developing performance measurement recommendations.
- Types of performance measures to consider.
- Characteristics of good performance measures.

This educational effort would involve the temporary internal steering committee, the consultant team, and the standing resource evaluation and enhancement team. More focused educational efforts could be targeted to the identified work area, office, and division champions, particularly if these are individuals with some level of exposure to or knowledge of performance measurement/management.

Again, the PMIT assumed that this first of two more focused and deliberate communications and educational efforts would be supplemented by other **ongoing efforts**. These ongoing efforts could involve outlets such as email updates from management, blog posts, Yammer posts, and even informal Q&A sessions facilitated through a town hall meeting format.



Key steps

The key steps involved in the process include:

- Conduct baseline assessments down to work area level.
- Identify what can and should be measured for each work area.
- Develop recommendation identifying critical performance measures by work area.
- Develop recommendation for active use of critical performance measures.

Estimated time requirement

12-18 months

Description

This phase of the performance management initiation process represents the most labor-intensive phase of the overall effort. As a result, this is also where two previously presented concepts will come into play: consultant support and a prioritization for a phased initiation process. Because this effort will represent the first intensive, day-to-day, hands-on work toward implementing performance management, it will require a significant commitment of resources.

This phase of the process will begin with a **baseline assessment**, starting in those areas of the department that have been identified as a priority by Management Team. At a minimum, this baseline assessment would include:

- Review of primary work area functions.
- Review of any current performance measurement practices, including:
 - Associated requirements (e.g., statutory).
 - Successes and shortcomings.
- Review applicability to future performance measurement activities.

- Develop a recommendation for continuing/discontinuing/enhancing various practices.
- Assessment of potential implementation barriers (may relate to previously identified factors impacting implementation).

Note that this baseline assessment has the potential to identify redundant or unnecessary processes within the department's overall operations. These items would be excluded from any measurement, but should also be flagged for further examination by Management Team.

Following the baseline assessment, the consultant team would work cooperatively with each work area to conduct a broader review of **what can and should be measured**. First and foremost, this analysis should consider what is most meaningful to the work area within the context of their primary functions. It should also consider the recommendations that were developed out of the baseline assessment, as well as data availability and performance analytics tools/capacity.

After completing both the baseline assessment and a broader review of what can and should be measured, the consultant team would work cooperatively with each work area to **develop a recommendation identifying critical performance measures**. These critical measures would be developed with consideration for the concept of vertical alignment, which was presented previously as part of the cascading model. That is work area measures should relate or link to office measures, which should link to division measures, which should link to the department's mission and vision.

Finally, and perhaps most importantly, the consultant team would work cooperatively with each work area to **develop a recommendation for the active use of performance measures**. This recommendation would include internal and possibly external or public uses. The uses will vary based on each work area's functions, but perhaps also based on the aspects of risk, public exposure, and complexity that Management Team may use to define the prioritization. Ultimately, the measures and their uses should help each area of the department **know** and **improve** its work in order to meet or exceed **expectations**.



Confirm work area/office/division recommendations

Leaders

Steering committee, resource team, consultant team

Key steps

The key steps involved in the process include:

- Confirm performance measurement recommendations.
- Coordinate with work area/office/division champions as needed.
- Finalize performance measurement recommendations.

Estimated time requirement

12-18 months (concurrent with development of recommendations)

Description

As staff from each area of the department completes the development of recommendations related to identifying critical performance measures and the active use of those measures for their work area, the PMIT determined it would be beneficial to conduct a **confirmation of the recommendations**, particularly as it relates to the issue of vertical alignment. This would not be a review and approval of the recommendations, but rather a validation that the process has considered all of the relevant information.

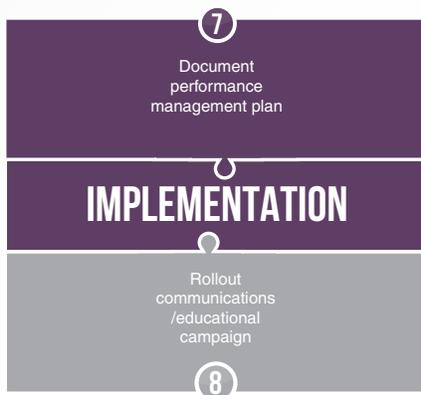
This confirmation process, which would cooperatively involve the steering committee, resource team, and consultant team, would take into consideration:

- Primary work area functions.
- Current performance measurement requirements, if any.
- Linkages/vertical alignment and relation to strategic plan.
- Uses and accountability practices.

It is expected that this confirmation could occur relatively quickly due to the consultant team's involvement in the development of the initial recommendations. The greatest benefit of the confirmation process would come through the participation of the steering committee and resource team, which would provide additional staff perspective while ensuring that Management's vision is being fulfilled and the department's interests are being addressed.

Should this confirmation process observe that any of the above considerations were not fully examined, this would initiate an **iterative coordination process** with the appropriate work area/office/division champion until all parties are satisfied. Once all parties are satisfied, the recommendations would be considered **final recommendations**.

04 Implementation process



Document performance management plan

Leader

Consultant team

Key steps

The key step involved in the process is the development of the department performance management plan document.

Estimated time requirement

2-4 months

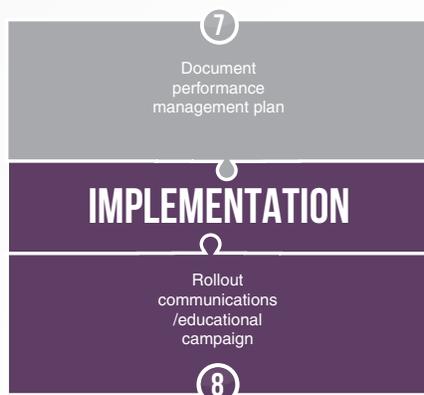
Description

Once performance measurement recommendations from all areas of the department have been confirmed and finalized, they will serve as the primary input to a final **department performance management plan**. At this point in the process, each area of the department will have an understanding of the role they will play in the department's performance management process. The plan will serve as documentation of this understanding, with the expectation being that the plan will be periodically reevaluated.

At a minimum, the performance management plan would include:

- Final performance measurement recommendations for all areas of the department.
- Illustration of linkages/vertical alignment of performance measures and relation to strategic plan.
- Description of internal and external/public uses for performance measures.
- Process for status/progress reporting for performance measures.
- Description of associated communications efforts.
- Description of associated educational efforts, including new employee orientation.
- Process for periodic re-evaluation of the performance management plan.

For clarification, it is important to highlight the **difference between this work plan and the performance management plan** discussed in this section. Simply put, this work plan identifies a process for the successful *initiation* of performance management across the department. The performance management plan will document the *outcomes* of this process and position the department to proceed with full *implementation*.



Conduct rollout communications/ educational campaign

Leaders

Director and Management Team

Steering committee, resource team, consultant team

Key steps

The key steps involved in the process include:

- Develop and deliver rollout message.
- Provide additional guidance and resources to work areas/offices/divisions as needed.
- Engage in ongoing communications throughout initiation and implementation process.

Estimated time requirement

6-8 weeks (for short-term activities)

Description

As indicated in the discussion related to the initial communications and educational campaign, the PMIT assumed that such efforts would be done on a continual basis. However, the team identified two points in the overall process for more focused and deliberate communications and educational efforts. The first, categorized as the kickoff message, would occur early in the process. The second, which is the subject of this section, would occur later following the conclusion of the initiation process and the completion of the performance management plan.

This effort could be categorized as the **rollout message**, which would be defined by Management Team. The primary components of these communications could include:

- Review of the initiation process.
- Highlight critical elements of the performance management plan.
- Outline overall expectations and objectives for the implementation process.
- Announce “go” for implementation.

Regarding education, the discussion related to the initial communications and educational campaign also indicated the utilization of the kickoff stage for providing tangible guidance and resources to all areas of the department. That initial guidance would focus on providing a basic level of understanding and equipping all areas of the department for developing performance measurement recommendations.

As part of the later rollout stage, and throughout implementation, **guidance and resources would be provided on an as-needed basis**. As the support from the temporary internal steering committee and consultant team is phased out, ongoing support would be provided at the discretion of the standing resource evaluation and enhancement team.

Once again, the PMIT assumed these two more focused and deliberate communications and educational efforts – the kickoff and the roll-out – would be supplemented by other **ongoing efforts**.

05 Conclusion

As indicated in the introduction to this work plan, one of the key factors affecting the implementation of any initiative is an organization's culture. The importance of culture, and the work environments in which employees function, is a recurring theme in the department's Leadership4Change and Adapting4Change classes, as well as many other resources.

Culture is important because it not only helps to define a group or organization, but it also impacts its ability to perform. Working in an unhealthy environment greatly reduces individual and team productivity, as well as the sense of contribution and value. You could think of culture as the lubricant in which all of our work is done – if the lubricant is broken down, the parts will soon break down as well.

A key question to ask is how do we communicate and reinforce aspects of the work environment that are necessary to successfully implement performance management? How do we move from concepts of values and models, turn them into desired behaviors, and ultimately establish them as standard practice?

Culture does not shift overnight. Even with a reputation for working hard to meet the needs of Iowa's citizens, successfully shifting the entire department to a measurement-friendly culture will require significant effort and resources. If seen as a one-time initiative, performance management will not be successful. To help build and sustain a culture supportive of performance management, efforts can be categorized into four parts: know, show, reinforce, and support.

Know

After adopting a roadmap outlining the implementation of key practices designed to make the department more focused on performance management, significant effort must be made to educate staff on what is being done, why it is being done, and how it translates to their work. Continuous communication with employees regarding the status of implementation, examples of good practice, and when adaptations are needed will be critical. Ideally, communication will extend beyond the use of standard venues, like the department blog, to all layers of the organization, as the department leverages skills gained through Face2Face training.

Show

After explaining the "what" and the "why," work must shift quickly to make certain there is clarity regarding what is expected of employees. Given the diverse functions of the department, there is a wide range of work performed by the many work units around the state. As a result, in order to shift all areas of the organization toward more measurement-driven work and decision-making, multiple examples and tools may be needed to highlight expectations and drive the learning home.

Reinforce

Once employees begin to engage in performance management practices, it will be critical that they see signs of organizational commitment supporting those practices. Consideration should be given to training and recognition programs (beyond the current years of service recognition) that are designed to reinforce desired behaviors.

Ideas include providing support for and recognition of:

- Early adopters.
- Champions of performance management principles.
- Programs/processes that display significant improvement.
- Innovative programs/processes.
- Creating venues/means where ideas and innovations can be shared.
- Training to identify more effective recognition programs.

Support

The long-term success of implementing performance management across the department lies with the organization believing leadership will truly “walk the walk.” This involves not only making needed resources (e.g., funding, materials, staff, time) available throughout the initial implementation, but maintaining these resources in order to provide ongoing support. This ongoing support could include expert staff to assist individual work units; training in the areas of performance measurement, analytics, and process improvement; and making available the tools and resources to collect, analyze, store, and report performance information.

With the push for performance management, the organization will be taking major clues from the actions of top leadership. All levels of the organization will be looking to the department’s Management Team and asking questions like:

- Will they become champions of performance management?
- Will they become practitioners of performance management?
- Will they commit permanent organizational resources to support and improve performance management efforts?
- Will they be patient enough to allow acceptance of concepts and skill development, yet persistent enough to continuously seek the next steps?
- Will they create new ways to support innovation and the proliferation of good ideas?

This is not to say that all responsibility lies with top leadership. In fact, to be successful, management can’t do this work in isolation. A critical piece of the resourcing issue to be addressed is how to identify and leverage what Dr. John Kotter called a “guiding coalition.”

Final thoughts

For performance management to take root within the department in a way that will yield meaningful results, initial efforts will need to be sustained. Ongoing evaluation of progress will be needed to ensure the department's efforts support turning concepts to behaviors, behaviors to standard practice, and standard practice to an established way of thinking. This will not happen easily, but building a culture around knowing and improving our work is necessary if we are to be successful at implementing performance management.

Office of Maintenance salt/labor management dashboard

In advance of the FY 2012 winter season, the Office of Maintenance initiated the development of a salt/labor management “dashboard.” The following summarizes the efforts related to the development of this performance measurement tool within the context of changes, objectives, reasons, and effect, also known as “CORE.”

- **Changes:** the use of annual reports generally related to winter operations was replaced with a dashboard that now produces “expected” salt and labor use for each maintenance area for each day based on established guidelines. This dashboard then compares expected use to actual use.
- **Objectives:** the Office of Maintenance desired more timely information that didn’t require waiting until well after the winter season. The office also wanted to move away from salt allocations based primarily on historical usage.
- **Reasons:** operations budgets were extremely tight at the time the dashboard was initially developed. This issue, combined with a system that provided high salt users with large budgets and low salt users with low budgets, provided impetus for the change.
- **Effect:** the level of understanding regarding performance measurement has increased; data quality and forecasting models have improved; and, most importantly, salt and labor usage have become more efficient.

This case study from the Office of Maintenance is an excellent internal example of using information to improve work. It’s also a good example of performance measurement that has matured over time. The initial dashboard was spreadsheet-based and developed around a two-week reporting period (see Figure 2). Over the course of a few years and through significant stakeholder input, the dashboard evolved into an online system that is now Dundas-based and utilizes much more mature forecasting models (see Figure 3).

Over time, there have been many lessons learned that have affected winter operations practice and the Office of Maintenance itself. For example, as salt use first started being tracked, it became clear that urban garages were experiencing more difficulty in hitting their usage targets than rural garages. Conversations made it clear that all garages were making good faith efforts to improve practice. As a result, the Office of Maintenance began reviewing a model that generates expected use based on level of road (i.e., A, B, C). Analysis so far shows that a more predictive model could be generated using traffic volumes for each roadway instead.

In addition to many lessons learned, the level of conversation regarding performance measurement has raised over time. Many initial questions and doubts have been answered, and efforts have shifted to how to improve the quality of information generated. With the increase in the quantity and quality of data, the Office of Maintenance has delved deeper into the analytics needed to turn the data into usable information.

Efforts prior to the salt dashboard did touch on some basic performance measurement concepts. However these were done primarily at a system level with annual timeframes that didn't allow for good review of practice. Current measurement now extends to the individual garage for individual storm events, which provides the opportunity to review and improve practice through more targeted efforts.

Figure 2: FY 2012 winter season dashboard

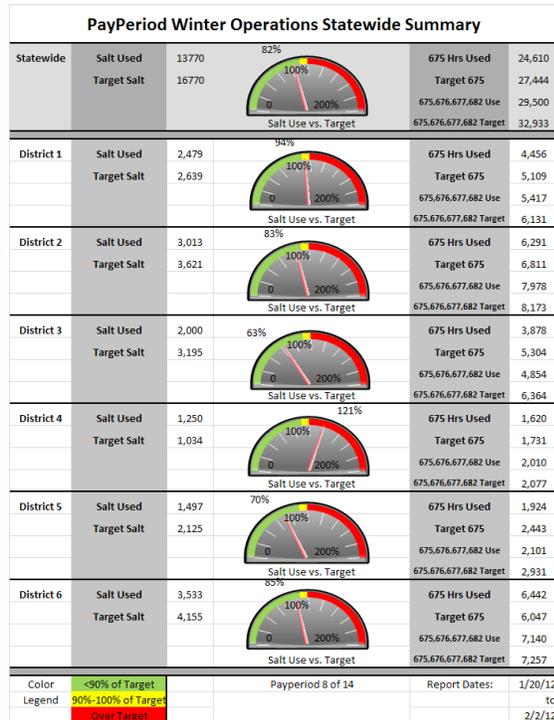


Figure 3: FY 2014-15 winter seasons dashboard



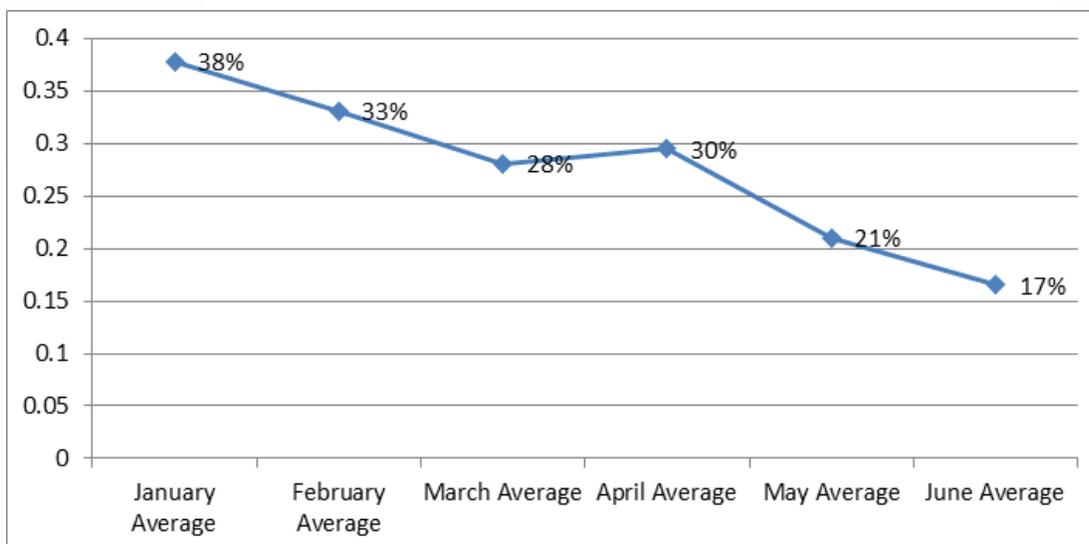
As the process has matured, Management's continual interest in and use of the dashboard has reinforced the value of generating valid, reliable, and timely information. Use of the dashboard has also increased consistency in how various treatment methods are utilized across the state. Ultimately, this internal performance measurement effort has led to better knowledge and management of limited resources. As the Office of Maintenance and the Districts continue their work to collect better data, the burden will shift to expanding our capabilities and experience in using more advanced analytics.

Motor Vehicle Division call center

In an effort to improve service levels and reduce customer wait times, Motor Vehicle Division conducted a study to determine ways to improve their performance. The following summarizes this performance measurement effort within the context of changes, objectives, reasons, and effect, also known as “CORE.”

- Changes:** Additional training was provided to call center staff to better equip them to answer questions immediately, without the need for research or assistance from others. Staff was provided a visual indicator of how many calls were waiting. Thresholds were added to the call count software to flash yellow or red depending on the length of the wait time. Certain staff members were also given the ability to change their assigned tasks on demand to assist if other areas were behind. Call center staff are now shown the overall performance of the call center as well as daily performance measures.
- Objectives:** The Motor Vehicle Division wanted shorter call wait times and a lower rate of abandoned phone calls.
- Reasons:** The yearly average call wait time had increased to 8 minutes and 31 seconds with 34.5 percent of callers hanging up before their call was answered. Staff was not being informed of current call wait times, but was allowed to see the total number of callers on hold in the queue. In addition, staff was not able to adjust their assigned tasks to assist where needed, and was not aware of their daily performance measures.
- Effect:** The level of understanding regarding performance measurement has increased, staff is receiving better training, and service levels have improved (see Figure 4).

Figure 4: Percent of calls abandoned six-month performance analysis, 2014



2014 STRATEGIC PLAN



HOW THE IOWA DOT OPERATES DAY-TO-DAY

OUR MISSION

Getting you there safely, efficiently, and conveniently.

OUR CORE VALUES

Iowa DOT employees will demonstrate:

- Safety** – put safety first in everything we do.
- Respect** – treat everyone with honor, dignity, and courtesy.
- Integrity** – earn and demonstrate trust through transparent and ethical actions.
- Teamwork** – work together through effective communication, collaboration, and accountability.
- Leadership** – create vision, inspire others, and set an innovative pace for our customers and the transportation industry.

WHERE THE IOWA DOT IS GOING

OUR VISION

Smarter, Simpler, Customer Driven

ONE IOWA DOT TEAM KEY INITIATIVES FOR CHANGE

Initiatives will be worked on one at a time and led by a key initiative team.

Team members will be made up of Iowa DOT staff members who have a unique relationship to the initiative being worked on at that time.

Performance management

Data integration

Portfolio and project management

Organizational communication

Workforce and knowledge management

Visit: www.iowadot.gov/strategicplan

TO LEARN MORE ABOUT THE STRATEGIC PLAN AND PROGRESS OF KEY INITIATIVES

AS IOWA DOT EMPLOYEES – ONE IOWA DOT TEAM

WE COMMIT TO:

SAFETY



- Understanding and following procedures developed to keep employees safe.
- Looking out for the welfare of ourselves, co-workers, and customers.
- Listening to concerns and observations raised by others.
- Reviewing situations for potential dangers.
- Continually working to improve safety performance in our area.

RESPECT



- Listening to understand.
- Acting in a professional manner.
- Treating co-workers as we expect to be treated.
- Learning from the diversity in the workplace.
- Being accepting of others who raise questions.

INTEGRITY



- Always acting in an ethical manner.
- Acting as we expect others to act.
- Dealing with people honestly and directly.
- Following through on the things we say we will do.
- Responding to communication in a timely fashion.

TEAMWORK



- Valuing the input of those we work with.
- Interacting collaboratively with others.
- Supporting open discussion.
- Holding ourselves and others accountable.
- Working to accomplish the goals set by and for the people we work with.

LEADERSHIP



- Having the courage to raise questions.
- Focusing on those things that are important.
- Taking advantage of opportunities to improve.
- Taking responsibility for our work and that of our work unit.
- Encouraging and supporting ways to better serve our customers.