



# Internal Audit Report: 2022 Citywide Culture Survey



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# Citywide Culture Survey Report

## ENGAGEMENT OBJECTIVE

Assess the current state of the culture across the City.

## BACKGROUND

Culture has a significant impact on the performance of an organization and its ability to achieve its strategic vision. Culture has more to do with “how” an organization does what it does and less with “what” it does. Internal Audit frequently conducts culture assessments as part of its regular audit engagements. In our 2022 audit plan, we decided to conduct a citywide culture survey to establish a baseline for the City’s culture with the intention of repeating the exercise annually to gauge the extent of culture changes over time. The survey was issued in combination with an employee engagement survey developed by Human Resources. This survey was the first time that citywide culture and employee engagement assessments were performed. Human Resources will issue its engagement survey report separately.) [For more on the importance of culture to an organization, see [What is Culture and Why Is It Important?](#)]

The survey instrument assesses culture in relation to the following characteristics.

- Leadership
- Motivation
- Teamwork
- Communication
- Decision Making
- Goals
- Control

We added three questions related to a culture of Safety at management’s request.

Many well-run organizations develop a set of corporate values. These values become the foundation upon which the organization will execute its mission to achieve its ultimate vision. For example, the City of Aurora has the Core 4 Values: Integrity, Respect, Professionalism, and Customer Service. Organizations should not confuse values as being the culture. Culture is a much larger, all-encompassing concept. There is a connection between culture and values; the values should be evident in the behaviors exhibited in an organization’s culture, helping to shape it. A culture without a shared set of values struggles for performance consistency.

Internal Audit adapted a culture assessment tool based upon the work of Rensis Likert as developed by the Commonwealth Centers for High-Performance Organizations.<sup>i</sup>

Internal Audit surveyed 2,957 full-time staff across the city (all full-time staff employed when the instrument was released.) We received 1,386 responses, a response rate of 46.87%. The survey instrument was open for three weeks, from Friday, March 4, 2022, through the close of business on Friday, March 25, 2022. We provided the survey link via email and sent weekly reminders during the three weeks. In addition, the survey was accessible via the link on a computer, laptop, or any portable device 24/7.

The citywide survey results provided a 95% confidence level with a margin of error of +/-2%. We consider this to be a representative sample. The table below shows the response rates and margin of error by each department.

We received heavy anecdotal feedback from across the organization while the survey instrument was open that may provide a partial explanation for the low response rate. It aligned on three specific themes:

- Lack of Time
- Didn't Trust Anonymity Promise
- Nothing Will Happen Anyway

The report is divided into two parts:

Part One provides our observations on the culture survey results and our recommendations.

Part Two provides research supported leading practices for how to better understand the concept of culture, its facets, and how to make improvements.

<b>Department of Office</b>	<b>Participation Percentage</b>	<b>Margin of Error (95% Confidence Level)</b>
Public Works	80.60%	3%
Aurora Water	58.92%	4%
Aurora Police Department	24.79%	6%
PROS	62.07%	5%
Aurora Fire Rescue	20.73%	9%
Information Technology	98.28%	2%
Housing and Community Services	80.88%	6%
Finance	72.00%	7%
Library and Cultural Services	65.75%	8%
Court Administration	41.38%	13%
Communications	89.66%	6%
City Attorney's Office	48.08%	14%
Human Resources	67.65%	11%
Aurora911	29.03%	20%
Planning and Development Assistance	60.98%	12%
Judicial	41.67%	24%
City Manager's Office	100.00%	0%
City Clerk's Office	87.50%	14%
Office of the Public Defender	35.29%	33%
Office of Development Assistance	85.71%	16%
Office of the Internal Auditor	75.00%	33%
Mayor and City Council	66.67%	49%
Office of Diversity, Equity, and Inclusion	100.00%	0%
Office of Oil and Gas	66.67%	49%
Office of International and Immigrant Affairs	100.00%	0%
<b>Totals</b>	<b>46.87%</b>	<b>2%</b>

## AUDITORS' CONCLUSION

We learned many lessons in undertaking this survey. In hindsight, we lacked adequate resources to dedicate to analyzing the data and drafting this report expediently. We plan to address this by evaluating the use of a third-party service for future surveys.

Despite identifying numerous areas of concern during our data analysis, we also identified positive aspects of the culture to celebrate and replicate. We have summarized our observations on the results from each question in Part One below. Then in Part Two, we offer research on leading practices to inform future actions.

We conclude that there are many opportunities to improve the culture within the city. We found aspects of the culture that were functioning well and others needing attention. Culture change is a massive undertaking. Now is not the time for a wholesale culture change. We are recommending gradual steps, addressed department by department in an iterative approach. We believe that Management should employ a way forward that begins with the most important issues and continues steadily to avoid losing critical momentum. There is a portion of staff who does not expect much to change because of this engagement. We strongly recommend that Management demonstrates to staff that the issues identified in this report are important and that there is a willingness and thoughtful approach to address the problems collaboratively. We also conclude that only in this manner does the culture have any chance of improving. A sense of urgency broadly communicated to employees and with follow-up communications could prevent further weakening of the culture.



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Internal Audit Manager

## MANAGEMENT’S RESPONSE

Building and maintaining strong organizational culture is essential in achieving desired goals. The Culture Survey has presented the City with a unique opportunity to reinforce our values as an organization with a focus on the City’s greatest asset, our employees. City Management agrees that intentional and incremental steps are needed to engage employees, build leadership capacity in the organization, provide opportunities for recognition, and reinforce our city values.

In July 2022, City Management presented a multi-pronged approach for employee retention, engagement and recruitment. The approach balances short-term and on-going strategies to retain and attract talent while enhancing overall employee engagement and city culture. The approach focuses on three areas: business processes, culture and engagement, and monetary items. Each area has specific strategies identified which have been informed by the Culture and Employee Engagement Survey results as well as other employee engagement forums. Many strategies have been implemented and/or are currently underway.

City Management is developing a more detailed plan for 2023 incorporating the recommendations in the Citywide Culture Survey Report. The plan will include:

- Continued efforts to enhance connections and communication between staff and leadership
- Implementation of a comprehensive employee performance management program
- Enhanced employee training, development, engagement and empowerment at all levels
- Focus on employee recognition and appreciation to cultivate a sense of organizational pride

City Management and Department Directors will be engaging their staff in discussing the results of the survey. Staff will also be engaged in collaborative goal setting for their departments to enhance connection within their teams. Progress will be evaluated through annual culture and engagement surveys.

## Part One: Observations on the Culture Survey Results

### EXECUTIVE SUMMARY

*“We cannot become what we need to be by remaining what we are.”*

—Max De Pree

We have reviewed the results of a baseline survey to assess the current state of the City’s culture and included our observations and recommendations below. In summary, we believe:

- The work environment has changed, and the City’s culture needs to adjust accordingly. The City would benefit from developing a 21st-century mindset toward organization, operation, and culture. A playbook already exists for a modern-day hybrid organization.<sup>ii</sup>
- Managers and Supervisors need to be better trained in the core competencies necessary for success in their roles. The City would benefit from Managers actively spending more time engaging with and directly managing their staff and less time in meetings, their offices, micro-managing their direct reports, and less time “in the weeds” by delegating more responsibility and authority to their staff.



- The City would benefit from instituting a practice of regular and continual discussion to establish relationships between Managers and Supervisors and Staff to build trust and establish psychological safety. These are critical components for productivity, staff retention, and effective teams.
- While toxic culture may not be widespread across the City, it does exist in pockets. These pockets need to be identified and addressed to prevent them from metastasizing.
- Providing positive, encouraging feedback—even in cases where performance improvement is needed—should become a City habit. Feedback should be clear, specific, actionable, personalized, regular, timely, and delivered to build up the individual.
- Employee engagement in operations and decision-making will improve overall employee satisfaction, retention, and performance.
- With more responsibility should also come greater accountability. Effectual accountability is lacking in the City.

### **Covid, Generational Change, and the Culture Survey Results**

The global workplace is just beginning to emerge from a cataclysmic shift in perspective. The COVID-initiated events of the last three years, experienced worldwide, were unprecedented—national lockdowns; intense economic uncertainty; supply chain interruptions; mandatory remote work for office workers; physical distancing for field workers; massive employee turnover; personal and familial isolation; extreme mental health stress. A loss of a sense of control, and an ever-present degree of uncertainty marks our lives. We continue to experience grief worldwide, with 6.5 million deaths at this writing, with 1 million of those in the United States alone. Apart from those who lived through World War II, most people alive today have never experienced such organizational and community stressors to this degree.

Employees responded to these events in unpredictable ways. For example, workers reprioritized their career values on a massive scale resulting in a search for greater meaning and work/life balance via flexible work arrangements. Workers were willing to change jobs and even relocate geographically to reduce living costs and improve their quality of life or just to be near family. Some ditched the traditional office-based employee careers to strike out on their own. They aimed to recapture some degree of perceived control over their economic and personal lives and to engage in work more closely related to their values.

It is tempting to dismiss any negative survey results as purely due to Covid, considering the stressors employees endured (and continue to endure.) Covid has altered corporate cultures because it altered the perspectives of the workers who experienced the pandemic’s distress. (Consider the resulting Great Resignation and the current phenomena of “quiet quitting.”) We do not dismiss the notion that there may be a “Covid effect” in the responses to some questions. The shared worldwide trauma of the Covid-19 pandemic impacted the workplace in profound ways that remain unsettled. For example, we have not taken the opportunity for corporate or community grieving and catharsis from the pandemic or the social upheavals that coincided in our country and community.

We believe that the behaviors exhibited in the survey results existed in the culture before the pandemic and that the last three years’ experience illuminated and possibly magnified them. For this report, our starting point is that the state of the culture expressed in the survey results is our current reality; this reality is what the city must address.

One thing is sure—the work world has changed, and many voices (“experts” we would call them) are claiming we are never going back to the way things were before, no matter how long we wait or how much we might desire a

return to “normal.” The reason? More has been going on in the workplace during the last three years than the pandemic effects. Generational shifts in the workplace are bringing demands for change to which leaders would be wise to pay attention. Millennials are now the largest generational percentage in the U.S. workforce. The pandemic is likely to be their defining generational moment (hopefully, it is the worst they will face.) The Bureau of Labor and Statistics projects that between 2019 and 2029, Millennials in the workforce will increase by 4.5 million, the largest gain for a single age group<sup>iii</sup>. Following on their heels is Gen Z, who is just now beginning to infiltrate the workforce. Their expectations for a work culture (see bullets below<sup>iv</sup>), differ from predecessors and are strengthened by recent events.

- Generation Y, also known as Millennials, are described as ambitious, philanthropic, open-minded, and data driven, who value responsibility, quality managers, and opportunities to explore all facets of their role. Millennials prefer digital communications, such as instant messaging, text, and email. They seek challenges that push them to grow and a fun work-life balance. As an employer, they thrive on building relationships, data-driven results, and flexible work arrangements. By 2025, millennials will comprise 75% of the global workforce. [emphasis added]
- Generation Z is the newest addition to the workforce and are described as universal, innovative, and open-minded, who value diversity, individuality, creativity, and personalization. Like Millennials, they favor digital communications with an emphasis on social media. Gen Zers are addicted to technology, new-age concepts, and innovation, so employers should offer multiple projects to increase collaboration and innovation, work-life balance, and opportunities to develop independence. However, 84% of Gen Z expect their employer to provide formal training.

## THE SURVEY INSTRUMENT

Internal Audit adapted the culture assessment tool based upon the work of Rensis Likert as developed by the Commonwealth Centers for High-Performance Organizations.<sup>v</sup>

Likert documented his philosophies of management in his work *The Human Organization*. In the preface, he stated, “This volume is intended for all those who are interested in applying the results of quantitative research to improve the management of the human resources in an enterprise.”<sup>vi</sup> He describes four philosophies or systems of management. The accompanying characteristics for each are in the table below.

We developed the survey questions and responses to assess the cultural characteristics listed in the Background section above to the characteristics of the four systems shown in the table below.

*How do Likert's management systems relate to culture?*

Likert uses the terms "leaders" and "leadership" for managers and their responsibilities, regardless of level. For the City, this group includes all Directors, Managers, and Supervisors. In the survey, *Manager/Supervisor* meant anyone formally responsible for overseeing one or more person's work, regardless of their organizational level. A *Direct Supervisor* meant the person to whom any individual reported directly. *Staff* was anyone who did not meet the definition of *Manager/Supervisor* above.

The work of "management" includes the following skills, abilities, and behaviors.<sup>vii</sup> These could be considered the minimum core competencies for any manager.

- The ability to model and analyze systems and processes for effectiveness and efficiency.

- Performance planning, implementation, monitoring, and analysis, including objectives, action steps, targets, benchmarks, measurement, and analysis capabilities (commensurate with their levels within the organization)
- Project management and execution
- Staff development and coaching of those under their oversight to achieve peak performance
- Understanding outcomes and the ability to conduct variance analyses between expected and actual outcomes
- Open communication skills upward, laterally, and downward

Additionally, in a post-Covid hybrid work environment, we would consider the following skillsets as necessary for leaders to succeed<sup>viii</sup>:

- Facilitate virtual coordination to sustain connection and manage staff performance without devolving to micromanagement
- Facilitate face-to-face collaboration to develop a shared understanding, relationships, and trust
- Facilitate innovative thinking and shared learning
- Acculturation that reinforces norms and builds shared identity
- Dedication to a shared sense of purpose and community
- As is sometimes said, “Leaders do the right things; managers do the right things right.” How these management skills are executed affects the culture, since corporate culture is “how we get things done, together.”

#### *How do we interpret the survey results?*

Likert found that organizations that leaned more toward a System 4 management philosophy tended to perform better than under the other systems. Additionally, his research demonstrated that applying System 4 principles produces a culture of higher performance and higher employee satisfaction. Ideally, an organization wants to move toward higher System 4 results. Therefore, our recommendations are intended to help the city move toward a System 4-dominated management style to improve the culture and enhance performance.

The heat map results tables below highlight where the survey results’ highest, lowest, and middle ranges lie for each row of responses. Green represents the highest percentages in the row, red represents the lowest, and the shaded yellows or combinations of red-yellow or green-yellow represent the midranges. The gradations between the systems reflect that organizations do not tend to fit under one system, but aspects of their culture may float across systems. Accordingly, the percentages should not be construed as absolute measures. A single percentage needs evaluation against other percentages for that question and the specifics of what the question seeks to understand. Just because the highest percentage for a question is under a System 4 response does not mean there is no need for additional work. The City must also remember that these results are from a baseline year survey.

They should be a starting point for citywide dialogue. [For more information on Likert’s work, see [Rensis Likert’s Management Systems](#) in Part Two.]

	<b>System 1 (Exploitative Autocratic)</b>	<b>System 2 (Benevolent Autocrat)</b>	<b>System 3 (Consultative)</b>	<b>System 4 (Participative)</b>
<b>EMPLOYEE MOTIVATION</b>	Security Money	Status	Growth Recognition	Identity Achievement Influence
<b>TEAMWORK</b>	None	Little	Some	Much
<b>COMMUNICATION</b>	Down Only	Mostly Down	Up and Down	Up, Down, Sideways
<b>DECISION MAKING</b>	Boss Alone	Boss Mostly, some technical at lowest level	Boss Focused: Asks, Decides, Explains	Team Based
<b>GOAL SETTING</b>	Top Down	Top Down	At Top, with Consultation	Group Participation
<b>EMPLOYEE ATTITUDES</b>	Hostile	Mixed (toward negative)	Mixed (toward positive)	Favorable
<b>OUTPUT</b>	Mediocre	Fair to Good	Good to Excellent	Excellent

The results in the tables below include four data cuts:

- Manager/Supervisor responses for all Council appointee operations
- Staff responses for all Council appointee operations
- Aurora Police Department (APD), and
- Aurora Fire Rescue (AFR).

We are aware of specific interest in these two public safety operations and chose to separate their results. We also know their cultures are uniquely different and characterized as paramilitary operations with a strong command and control structure. We anticipated that we might see significant differences in responses because of this distinction; however, as seen below, APD and AFR responses generally mirrored the responses of the rest of the city. We also note that these public safety agencies are currently undergoing leadership changes. The survey results reflected the staff's perceptions when the previous chiefs occupied their respective leadership positions.

## **SURVEY RESULTS AND OBSERVATIONS**

We offer the following observations regarding the survey responses by cultural characteristics.

## Leadership

*The leadership and other processes of the organization must be such as to ensure a maximum probability that in all interactions and in all relationships within the organization, each member, in light of their background, values, desires, and expectations, will view the experience as supportive and one which builds and maintains their sense of personal worth and importance. This is the principle of supportive relationships.*<sup>ix</sup>

	System 1 Exploitative Autocratic	System 2 Benevolent Autocratic	System 3 Consultative	System 4 Participative
How much confidence and trust does your direct supervisor show in you?	No confidence or trust	Low confidence and low trust	A moderate amount of confidence and trust	A great deal of confidence and trust
Manager/Supervisor	0.34%	2.76%	16.21%	80.69%
Staff	2.41%	4.69%	19.90%	73.00%
Aurora Police Department	3.35%	6.70%	13.88%	76.08%
Aurora Fire Rescue	1.04%	6.25%	20.83%	71.88%

Respondents report a moderate to a high degree of perceived trust by their direct supervisors. If true, this is excellent. According to Paul Santagata, Head of Industry at Google, “There’s no team without trust.”<sup>x</sup> [To understand the importance of *Trust* in an organization, see [The Importance of Trust](#) in Part Two.]

	System 1 Exploitative Autocratic	System 2 Benevolent Autocratic	System 3 Consultative	System 4 Participative
How free do you feel to talk to your direct supervisor about your job?	I don’t feel free at all	Somewhat free	Moderately free	Very free
Manager/Supervisor	4.14%	9.31%	16.55%	70.00%
Staff	6.34%	12.93%	15.72%	65.02%
Aurora Police Department	8.61%	12.92%	11.48%	66.99%
Aurora Fire Rescue	8.33%	11.46%	18.75%	61.46%

Here is an example of where the high percentages in the “Very free” column could be written off as an acceptable rating with no more attention necessary. But if there were a question where one would expect much higher percentages in the “best” response category, it would be this one. We would have expected the results to have been higher given the previously referenced perceived trust responses and the nature of the Manager/Supervisor-Staff relationship. If anyone should be discussing issues regarding the job, it should be Managers and Supervisors with Staff and on a regular basis! Where are the meaningful contacts by the Managers and Supervisors with their Staff? *We believe this is evidence of a possible trust issue.* In the open-ended comments, some staff recognized their departments for making them feel supported and included. However, there was a perception in other areas that management either did not know, understand or care what staff thought (these related to management at all levels.) Words and phrases such as “ignored,” “criticized,” “disrespect,” “no recognition at all,” “mistreated,” and “no positive feedback” were sprinkled throughout the comments.

“Cultures that don’t value and nurture openness and connection become dysfunctional and eventually toxic.”<sup>xi</sup> In his book *The Culture Code*, author Daniel Coyle examines how being connected contributes to an environment of *psychological safety*<sup>xii</sup>, which is “the foundation on which strong culture is built.”<sup>xiii</sup> “In a now famous study by Google, psychological safety was identified as the single most important factor in differentiating great performing teams from the merely good ones.”<sup>xiv</sup> [emphasis added]

“Getting to know your team members personally ... will give [Managers/Supervisors] insight into what motivates and drives them—just the information [they] need to achieve new levels of employee engagement. [Managers/Supervisors] will be able to provide meaningful recognition and feedback, and employees will feel the authenticity.”<sup>xv</sup> [See [Connection and Psychological Safety](#) in Part Two.]

	System 1 Exploitative Autocratic	System 2 Benevolent Autocratic	System 3 Consultative	System 4 Participative
How often do managers/supervisors seek out and constructively use your ideas and those of your peers?	Never	Sometimes	Often	Very frequently
Manager/Supervisor	3.79%	28.28%	30.69%	37.24%
Staff	9.76%	40.30%	26.36%	23.57%
Aurora Police Department	13.88%	43.54%	22.49%	20.10%
Aurora Fire Rescue	14.58%	46.88%	23.96%	14.58%

These results show the most prevalent responses cross Systems 2, 3, and 4. For Staff, the highest concentration is in System 2. The split is almost 50/50 between combined Systems 1 and 2 and combined Systems 3 and 4 for Staff responses. Managers and Supervisors perceived higher System 3 and 4 behaviors, yet still, almost one-third perceived System 2 and below. The open-comment responses support these results. Commenters reported feeling undervalued, having their input ignored even when solicited, their ideas not taken seriously, and that their opinions were not wanted or welcomed. Given the high perception percentage under System 2 by Staff, they may perceive that leadership does not believe they have the competence to be creative or solve problems effectively.

For APD and AFR, the highest concentration is in System 2. Over half of the responses exist in the combined Systems 1 and 2.

When an organization does not actively seek out and use the ideas of its staff, opportunities are lost. Organizations lose the opportunity to enhance staff’s connection to their work and deprive them of the chance to contribute to operations in a personally meaningful way. Consequently, an organization may miss out on its best information sources while eroding trust and degrading performance. Likert emphasizes in his *principle of supportive relationships* the importance of creating an environment that reinforces the concepts of personal worth, sense of significance, and human dignity. Actively pursuing and using staff ideas is a way to apply that principle. [See [Rensis Likert’s Systems of Management](#) in Part Two.]

Actively seeking out and employing staff’s ideas provides the following benefits:

- Increased staff well-being and retention
- Increased staff ownership of ideas

- Access to innovation and better information
- Improved productivity

## Motivation

*Workplace recognition motivates, provides a sense of accomplishment, and makes employees feel valued for their work. Recognition not only boosts individual employee engagement, but it also has been found to increase productivity and loyalty to the [organization], leading to higher retention.<sup>xvi</sup> A substantial body of research findings demonstrates that the greater the loyalty of members of a group towards the group, the greater is the motivation among the members to achieve the goals of the group, and the greater is the probability that the group will achieve its goals.<sup>xvii</sup>*

	System 1 Exploitative Autocratic	System 2 Benevolent Autocratic	System 3 Consultative	System 4 Participative
Which of the following manners most closely resembles how managers/supervisors in your work group motivate staff to do their work?	Fear, threats, punishment, and occasional rewards	Rewards and some actual or potential punishment	Rewards, occasional punishment, and some involvement in guiding the operations	Rewards and involvement in guiding the operations
Manager/Supervisor	8.28%	4.83%	25.17%	61.72%
Staff	13.69%	7.86%	18.50%	59.95%
Aurora Police Department	23.44%	9.57%	25.84%	41.15%
Aurora Fire Rescue	32.29%	9.38%	14.58%	43.75%

Results for APD and AFR show that only 40% perceive managers/supervisors motivate by using rewards and involvement to guide operations. Also, the Public Safety groups had higher responses for managers/supervisors using fear, threats, and punishments to motivate.

The best managers promote a recognition-rich environment, with praise from every direction and everyone aware of how others like to receive appreciation. The best methods of recognition are not “one size fits all.” Recognition and gratitude are best received and most effective personalized. The ability to personalize appreciation and recognition requires that Managers and Supervisors build meaningful relationships with their Staff.

How a Manager or Supervisor chooses to motivate their staff directly results from what they believe about their staff and the nature of work. If they believe that staff is lazy, selfish, dishonest, or inept, they are likely to believe they are best motivated by fear, intimidation, or punishment. They may also use money or job security to motivate staff. If they believe that staff is motivated by the work itself, by being good at it, and knowing what needs to be done and how, they will often allow staff the freedom to work independently and reap the rewards of a job well done. They will recognize good work (which can include but does not require monetary rewards), provide more challenging opportunities for growth, and show the staff member how what they do contributes to the larger picture giving them a sense of contribution and connection. [For more information on this topic, see [Motivating Staff](#) in Part Two.]

	System 1 Exploitative Autocratic	System 2 Benevolent Autocratic	System 3 Consultative	System 4 Participative
At work, are you given the opportunity to do what you do best every day?	No, not really	Some days, but not most	Most days, but not all	Every day
Manager/Supervisor	5.52%	11.03%	46.55%	36.90%
Staff	7.10%	11.53%	39.54%	41.83%
Aurora Police Department	15.79%	17.70%	37.32%	29.19%
Aurora Fire Rescue	9.38%	13.54%	36.46%	40.63%

Most respondents perceive that they have the opportunity to do what they do best every day. But, as we will see in subsequent question responses, there's a desire for even greater staff involvement.

Has someone at work talked to you about your progress or performance in the last six months?	Yes	No
Manager/Supervisor	81.03%	18.97%
Staff	83.65%	16.35%
Aurora Police Department	67.94%	32.06%
Aurora Fire Rescue	68.75%	31.25%

Performance feedback—clear, specific, personal, regular, and timely—is critical to improving employee performance. Managers and Supervisors should regularly engage their staff regarding their performance throughout the year, not just during the semi-annual performance cycle, and not just to provide criticism. Additionally, Managers and Supervisors should look for ways to positively encourage their staff and recognize them for work well done. Positive words often generate positive responses.

The City maintains a semi-annual performance cycle. Based on the final annual performance evaluation data for 2021, we learned that 23% of eligible employees did not receive an evaluation. However, according to Section 2.3 Performance Evaluation Policy, *City of Aurora Employee Manual*, it is required for Career Service employees. The evaluation is the basis upon which pay adjustments and performance bonuses are determined. We know some staff within the 23% received pay increases without a formal evaluation. (Different criteria apply to APD and AFR.)



## Teamwork

*Team building is key to the success of your employees. When there is tension or rifts between the members of your department, it can slow down processes, severely hamper creativity and decrease overall employee satisfaction—things that you definitely want to avoid.<sup>xviii</sup> The capacity to achieve cooperative teamwork improves an organization’s productive capability.<sup>xix</sup>*

	System 1 Exploitative Autocratic	System 2 Benevolent Autocratic	System 3 Consultative	System 4 Participative
How well do you and the members of your work group work together as a team?	Extremely not well	Somewhat not well	Somewhat well	Extremely well
Manager/Supervisor	0.72%	3.61%	39.35%	56.32%
Staff	2.53%	6.74%	32.87%	57.87%
Aurora Police Department	2.58%	7.73%	34.54%	55.15%
Aurora Fire Rescue	1.11%	2.22%	25.56%	71.11%

The current perception regarding Teamwork is respectable with most of the responses perceiving Systems 3 and 4.

	System 1 Exploitative Autocratic	System 2 Benevolent Autocratic	System 3 Consultative	System 4 Participative
My teammates _____ contribute high quality work effort.	Rarely	Sometimes	Often	Always
Manager/Supervisor	1.03%	10.34%	43.45%	45.17%
Staff	2.66%	14.20%	36.63%	46.51%
Aurora Police Department	3.83%	12.92%	44.02%	39.23%
Aurora Fire Rescue	2.08%	9.38%	41.67%	46.88%

Respondents’ perceptions regarding the quality of their teammates’ work are respectable. [See also [Cultivating Teamwork, Responsibility, and Accountability](#) in Part Two.]

## Communication

*Different communication styles and ineffective use of communication tools are contributing to the lack of clarity about responsibilities...and certainly adding to workplace stress levels.<sup>xx</sup>*

	System 1 Exploitative Autocratic	System 2 Benevolent Autocratic	System 3 Consultative	System 4 Participative
In this question, “information” includes directions, work results, notices about various important topics, alerts, etc. How does this information in your work group usually flow?	It only comes down from managers or supervisors	It mostly comes down from managers or supervisors	It comes from managers or supervisors above me and, if I am a manager or supervisor, from staff below me	Information comes from all directions
Manager/Supervisor	8.62%	25.52%	18.62%	47.24%
Staff	17.36%	39.29%	3.04%	40.30%
Aurora Police Department	13.40%	25.84%	5.26%	55.50%
Aurora Fire Rescue	25.00%	38.54%	7.29%	29.17%

AFR results show more than 60% of responses in System 1 and System 2.

The best flow of information is when it flows up, down, and across an organization, department, division, or work group. As a result, management and staff are better informed and are (hopefully) carrying on helpful dialogue and sharing critical information. Conversely, if there is no information sharing across the organization, this reinforces silos and robs others outside—and sometimes inside—of a department, division, or work group of needed information.

Multi-directional communication leads to improved cooperation within and between teams. It can also improve teamwork as groups share practices and information; it makes collaboration more productive.

	System 1 Exploitative Autocratic	System 2 Benevolent Autocratic	System 3 Consultative	System 4 Participative
How is information (e.g., directions, work results, notices about various important topics, alerts, etc.) from any manager/supervisor received in your work group?	It isn't trusted; it is never questioned	It may or may not be trusted, rarely questioned	It isn't trusted, but it is openly and candidly questioned	It is generally trusted and can be openly and candidly questioned
Manager/Supervisor	1.72%	22.41%	6.55%	69.31%
Staff	3.42%	26.49%	6.34%	63.75%
Aurora Police Department	7.66%	36.36%	10.53%	45.45%
Aurora Fire Rescue	6.25%	39.58%	15.63%	38.54%

Results for APD and AFR show skepticism around how information is received, with less than half of respondents viewing information as trusted.

Trust is a critical component of communication. Information perceived as incomplete, intentionally vague, deceptive, insincere, contradictory, or that doesn't make sense to the intended audience will be looked upon with skepticism. The ability to question information and openly discuss it without fear of embarrassment or rejection contributes to psychological safety in the workplace. [See also [The Importance of Communication](#) in Part Two.]

	System 1 Exploitative Autocratic	System 2 Benevolent Autocratic	System 3 Consultative	System 4 Participative
How accurate is information that you and your coworkers share with managers/supervisors above you?	They are not given the truth	They are told what they want to hear and nothing more	They are told what they want to hear, but sometimes given more information	They are given all the facts, whether the news is positive or negative
Manager/Supervisor	0.34%	1.72%	8.28%	89.66%
Staff	1.01%	4.44%	13.05%	81.50%
Aurora Police Department	4.31%	9.09%	14.35%	72.25%
Aurora Fire Rescue	4.17%	14.58%	12.50%	68.75%

The perceived ratings are very high and clustered under System 4. We question whether this rating is entirely accurate. It may be, but staff may also be reluctant to respond, given their expressed fear of retribution if identified with a specific comment. We learned, anecdotally, that some staff were purposefully going to respond to the survey in ways they thought would give management what they wanted to hear. We cannot identify where or whether this happened; however, response rates this high for this question in the context of the responses to other questions give us pause.

	System 1 Exploitative Autocratic	System 2 Benevolent Autocratic	System 3 Consultative	System 4 Participative
To what extent are managers/supervisors above you aware of the problems you and your peers face in your jobs?	Often unaware	Moderately aware of problems	Aware of some problems; unaware of others	Generally, quite well aware of problems
Manager/Supervisor	11.38%	20.34%	23.10%	45.17%
Staff	11.28%	25.22%	17.11%	46.39%
Aurora Police Department	14.35%	20.57%	23.44%	41.63%
Aurora Fire Rescue	30.21%	13.54%	31.25%	25.00%

We see in these results an insufficient awareness by Leadership of the problems their staff face. Additionally, the AFR results are significantly lower than all other respondents, indicating a need for more intentional interaction by AFR leadership with staff.

A Manager's or Supervisor's lack of awareness could result in critical problems going unaddressed, especially in situations where sharing bad news with those above the employee sparks fear of retribution. As we noted in

question two under Leadership, if anyone should discuss issues regarding the job, it should be Managers and Supervisors with Staff and regularly!

It is a failure to execute their leadership responsibilities properly if Leaders are unaware of the problems their staff face on the job. A failure to effectively manage staff is a contributing factor to higher turnover. As often quoted, “Employees don’t leave companies; they leave bad bosses.” Poor management practices by managers and supervisors are often due to inadequate training for their roles. According to a 2018 study by WestMonroe, 34% of managers receive no manager-specific training. In a survey of 3,000 American workers conducted by GoodHire, an overwhelming majority (82%) of all respondents said yes, they would consider quitting because of a bad manager.<sup>xxi</sup>

Human Resources exit survey data for 2021 and 2022 shows that of the 126 survey respondents (all operations except APD) in 2021, 24% cited their supervisor as a reason for leaving. For 2022, of the 86 survey respondents (all operations except APD) through August 2022, 28% cited their supervisor as a reason for leaving.

The City’s Human Resources leadership recognizes a training gap for managers and supervisors; they are actively working on the issue.

### Decision Making

*As the pace of change increases, the ability of leaders to make high-quality decisions quickly and accurately is a critical leadership capability. Bad decisions can put organizations in jeopardy for obvious reasons.<sup>xxii</sup>*

*We are coming to recognize with increasing clarity that the capacity of an organization to function well depends both upon the quality of its decision-making processes and upon the adequacy and accuracy of the information used.<sup>xxiii</sup>*

	System 1 Exploitative Autocratic	System 2 Benevolent Autocratic	System 3 Consultative	System 4 Participative
At what level in your Department or Office are decisions normally made?	All decisions are made by the top manager	Most decisions are made by the managers or supervisors	In general, decisions are made by the managers or supervisors with some input from staff	Decision-making, regardless of the issue, is made collaboratively with input from across the Department or Office
Manager/Supervisor	11.72%	21.03%	51.72%	15.52%
Staff	17.36%	29.91%	42.71%	10.01%
Aurora Police Department	32.06%	26.32%	33.49%	8.13%
Aurora Fire Rescue	27.08%	35.42%	30.21%	7.29%

Collaborative decision making is not perceived as a pervasive practice despite evidence showing that it often leads to better decisions. [See also [Decision Making, Employee Engagement, and Performance Improvement](#) in Part 2.]

The Public Safety decision-making hierarchy differs from normal city operations, as reflected in the results. Therefore, APD and AFR leadership should identify appropriate methods to expand decision-making to all levels.

	System 1 Exploitative Autocratic	System 2 Benevolent Autocratic	System 3 Consultative	System 4 Participative
Are you involved in decisions related to your work?	I am never asked for my input	Occasionally I am asked for my input	Regularly I am asked for my input	I am always asked for my input
Manager/Supervisor	1.38%	20.69%	59.31%	18.62%
Staff	12.93%	43.85%	34.35%	8.87%
Aurora Police Department	20.10%	44.02%	29.67%	6.22%
Aurora Fire Rescue	17.71%	52.08%	21.88%	8.33%

Participative decision making leads to higher performance. Managers and Supervisors perceive that they are asked more frequently for their input on decisions related to their work than Staff.

Staff and Public Safety perceptions that they are only occasionally asked for input on decisions related to their work, along with the perceived low level of awareness by Leadership of the problems their staff face on their job leads us to believe that Leadership may be making important decisions in unnecessary ignorance.

The benefits of including staff in decision making include<sup>xxiv</sup>:

- Improved morale. Involvement gives employees a sense of power and connection.
- More inputs. By broadening participation, the decision maker takes advantages of the strengths of the staff which may offset weaknesses they may have.
- Participatory decision making is a way to improve teamwork as well as build better relationships and trust.
- When everyone has some involvement in a decision, it leads to greater commitment to make the result a success.
- The more decisions a leader can delegate, the less time they need to spend on them, freeing them up to attend to other matters.

	System 1 Exploitative Autocratic	System 2 Benevolent Autocratic	System 3 Consultative	System 4 Participative
Does it matter to you how decisions are made in your work group?	Doesn't matter to me at all	It matters a little but not much	It matters most of the time, but not always	It matters to me very much
Manager/Supervisor	1.03%	4.83%	40.34%	53.79%
Staff	3.04%	13.18%	37.64%	46.13%
Aurora Police Department	1.44%	16.75%	36.84%	44.98%
Aurora Fire Rescue	3.13%	5.21%	38.54%	53.13%

It matters to all employees how decisions are made, which may also impact how well those decisions are carried out. See the question below.

	System 1 Exploitative Autocratic	System 2 Benevolent Autocratic	System 3 Consultative	System 4 Participative
Does the decision-making process change how you feel about carrying out any decisions made?	Not at all	Some	More often than not	Very much
Manager/Supervisor	27.93%	41.72%	8.97%	21.38%
Staff	23.57%	40.43%	12.17%	23.83%
Aurora Police Department	17.70%	41.63%	12.44%	28.23%
Aurora Fire Rescue	14.58%	43.75%	17.71%	23.96%

Nearly one-third of respondents report that the decision-making process, more often than not, can impact how they feel about carrying out the decisions made. Approximately one-quarter of Managers/Supervisors and Staff report that does not affect them.

## Goals

*Individuals are unlikely to set high performance goals for themselves and organize their work well if their supervisors and managers do not have such aspirations for each individual and for the entire department.<sup>xxv</sup>*

	System 1 Exploitative Autocratic	System 2 Benevolent Autocratic	System 3 Consultative	System 4 Participative
How are work group tasks developed and assigned?	Managers supervisors develop and assign the tasks	Usually, managers supervisors develop and assign the tasks, but sometimes staff is asked for input	Staff provide input, but the managers supervisors ultimately design and assign the tasks	Staff and managers/supervisors discuss and agree on needed tasks and their assignment as a group, except in times of crisis
Manager/Supervisor	13.10%	31.38%	36.21%	19.31%
Staff	31.56%	27.25%	20.79%	20.41%
Aurora Police Department	30.14%	26.79%	23.44%	19.62%
Aurora Fire Rescue	39.58%	30.21%	17.71%	12.50%

When staff are involved in setting their tasks and designing their approaches to their work, Managers and Supervisors can take advantage of their expertise and experience, train them to think for themselves and increase their connection to their work. These result in a more committed worker and improved performance. It also builds trust. Ultimately, this helps staff grow and become more valuable to the organization.

This opportunity for growth provides a path for career progression as well. Concern over the absence of career progressions was a common theme in the responses to the open-ended questions. The lack of growth opportunities

was also cited as a reason for staff turnover in Human Resource exit survey responses for 2021 (28 of 126 respondents; 22%) and 2022 (25 of 86 respondents through August 2022; 29%).

	System 1 Exploitative Autocratic	System 2 Benevolent Autocratic	System 3 Consultative	System 4 Participative
Who do you believe is responsible for accomplishing Department or Office goals? [Your Department or Office may not set goals for itself or you may be unaware of them. If either is the case, answer as if they did.]	The top-level manager	All managers or supervisors	Most staff, regardless of level	Everyone, regardless of whether they are management or staff, should feel personally responsible
Manager/Supervisor	9.31%	9.31%	8.28%	73.10%
Staff	8.49%	14.20%	14.07%	63.24%
Aurora Police Department	18.18%	7.18%	12.44%	62.20%
Aurora Fire Rescue	18.75%	7.29%	13.54%	60.42%

Many respondents believe everyone should feel responsible for achieving department or office goals. The best way to accomplish this is to give them a stake in setting the goals. A sense of responsibility for achieving departmental or work group goals is evidence of commitment to the group. “A substantial body of research findings demonstrates that the greater the loyalty of members of a group toward the group, the greater is the motivation among the members to achieve the goals of the group, and the greater is the probability that the group will achieve its goals.”<sup>xxvi</sup> Loyalty is created through more significant involvement developing goals and work assignments. [See also [Increase Responsibility and Accountability](#) and [Decision-Making, Employee Engagement, and Performance Improvement](#).]

## Control

*How does the organization go about achieving its goals? A highly effective, highly motivated human organization can accomplish with great success almost anything it sets out to do. Results achieved by such an organization are a manifestation of the effectiveness of the interaction-influence system of its human staff. A focus on procedure and outcome places the emphasis of performance on adhering to standard operating procedures and achieving designated objectives. A manager’s job becomes making staff productive. Productivity and staff morale become two separate objectives. When these two objectives become at odds, the tendency is to lean toward productivity over staff.<sup>xxvii</sup> Are staff active participants or merely parts to be manipulated, a means to an end? How does the approach affect staff morale and performance?*

	System 1 Exploitative Autocratic	System 2 Benevolent Autocratic	System 3 Consultative	System 4 Participative
Do staff secretly resist or ignore supervisor’s/manager’s direction (what, how, or when to do something) in your work group?	There is strong resistance to supervisor’s manager’s direction, and the direction is frequently ignored	There is partial resistance to supervisor’s manager’s direction, and the direction is sometimes ignored	There is occasional resistance to supervisor’s manager’s direction, but the direction is rarely ignored	Everyone works together to implement supervisor’s manager’s direction
Manager/Supervisor	1.03%	17.24%	46.55%	35.17%
Staff	3.04%	13.43%	33.21%	50.32%
Aurora Police Department	3.35%	19.14%	40.67%	36.84%
Aurora Fire Rescue	8.33%	21.88%	37.50%	32.29%

Thirty percent of AFR respondents noted strong to partial resistance to supervisor/manager direction, including ignoring it. Resistance is a form of disengagement. According to the Gallup organization that has been tracking employee engagement trends for more than 20 years, the number of engaged employees in the U.S. dropped in 2021. Gallup reports engaged workers at 34%, disengaged workers at 50%, and *actively* disengaged workers at 16%, the latter up from 14% in 2020. “Actively disengaged employees are disgruntled and disloyal because most of their workplace needs are unmet.”<sup>xxviii</sup> “Disengagement is often defined by its symptoms, which include slow working tempo, lack of interest in work, easily and prolongingly distracted, and minimal output (Pech & Slade, 2006.) Disengaged employees often possess negative attitudes toward their work and organization. These negative attitudes have been shown to have detrimental effects on organizational productivity and success.”<sup>xxix</sup>



	System 1 Exploitative Autocratic	System 2 Benevolent Autocratic	System 3 Consultative	System 4 Participative
Work product is usually reviewed by someone; the decisions of how, when, and where work is done is usually controlled by someone as well. These actions are called review and control functions. In your Department or Office, who is responsible for review and control functions?	All review and control occur at the highest levels of management	Most of the review and control occurs at the highest levels of management with some control delegated downward to other managers supervisors	Much of the review and control is delegated down to managers/supervisors	Review and control responsibilities are shared between staff and managers supervisors up, down, and across the Department or Office
Manager/Supervisor	6.90%	17.93%	38.62%	36.55%
Staff	12.67%	21.42%	34.47%	31.43%
Aurora Police Department	14.35%	20.10%	43.54%	22.01%
Aurora Fire Rescue	29.17%	33.33%	20.83%	16.67%

AFR respondents perceive responsibility for review and control at the highest levels, with some delegation to managers. These responses are typical for a traditional industrial, command and control hierarchical pyramid structure.

In our opinion, the City may want to consider experimenting with self-directed or self-managed work teams. A move toward greater autonomy in directing tasks is an attribute of agile organizations. The agile work approach was first developed in the software industry, but applying agile principles is being broadened across many industries today. It has less to do with the industry and more about the approach to how work is planned and executed. It empowers staff to take greater control and accountability for their work results. Rensis Likert developed his management philosophies in the 1960s; however, he was ahead of his time. His System 4 principles are essentially the same found in modern-day agile organizations.

	System 1 Exploitative Autocratic	System 2 Benevolent Autocratic	System 3 Consultative	System 4 Participative
Sometimes staff can join together in cliques, factions, in-groups, or informal groups that can influence how staff respond to management's decisions. These groups are not part of the formal management structure but form on their own. This is called an informal organization. To what extent is there an informal organization in your work group?	There is a strong informal organization	There is an informal group present, but it is not large or widespread	There may be an informal organization present; it depends on what is happening in our work group	There is no informal organization present
Manager/Supervisor	11.38%	18.28%	35.52%	34.83%
Staff	11.41%	13.43%	25.60%	49.56%
Aurora Police Department	26.79%	9.57%	33.01%	30.62%
Aurora Fire Rescue	38.54%	11.46%	33.33%	16.67%

Public Safety has higher levels of informal organizations present. Informal organizations tend to form where there is high workplace dissatisfaction or toxicity. These informal organizations can be large or small, fill departments or only appear in work groups. They can hold significant sway over staff responses to management directions or may be benign, cathartic groups for releasing disappointment. It is important for leaders to identify where they appear and find out the reasons for their existence. Leaders should not ignore them as they can be petri dishes for toxicity on a larger scale, spreading beyond the boundaries of their location and infecting vast swathes of the organization.

	System 1 Exploitative Autocratic	System 2 Benevolent Autocratic	System 3 Consultative	System 4 Participative
If you responded that there is an informal organization present in your work group, what is the impact of that informal organization?	It exercises significant influence over staff's response to management's decisions	It exercises some influence over staff's response to management's decisions	It exercises moderate influence over staff's response to management's decisions	It has no impact whatsoever on how staff respond to management's decisions
Manager/Supervisor	12.70%	43.92%	20.63%	22.75%
Staff	12.81%	38.19%	17.34%	31.66%
Aurora Police Department	16.55%	37.93%	22.76%	22.76%
Aurora Fire Rescue	22.50%	42.50%	15.00%	20.00%

The perception of those who believe that informal organizations exist in the city is that they have varying degrees of impact, but an impact, nonetheless.

	System 1 Exploitative Autocratic	System 2 Benevolent Autocratic	System 3 Consultative	System 4 Participative
How is performance data used in your work group?	Policing behavior and punishment	Rewarding and punishing behavior	Rewarding behavior and for some self-guidance	For self-guidance and problem solving
Manager/Supervisor	7.00%	9.05%	25.93%	58.02%
Staff	15.87%	7.69%	23.56%	52.88%
Aurora Police Department	27.20%	9.60%	16.00%	47.20%
Aurora Fire Rescue	35.48%	8.06%	16.13%	40.32%

Over one-third of Public Safety respondents perceive performance data is used for punishment. Ideally, performance data is best used to help staff perform more efficiently and effectively. It is invaluable in helping management identify and solve problems rapidly. Performance data is also helpful for recognizing and rewarding outstanding performance.

Performance data can be collected and used within every unit of the organization, from the smallest unit (the individual employee) to the organization. It can be collected for processes and projects as well.

When performance data is weaponized, it is disheartening to staff and erodes trust and performance. If the sole use of the data is for policing and punishing behavior, management can lose an opportunity to sow performance improvement instead of resentment. Performance data can be a valuable tool in helping employees grow and preparing them for advancement and greater responsibility by measuring proficiency and highlighting areas for further training.

Too often, capturing and using performance data is avoided because leaders are unaware of its value, unsure how to implement the practice, or the capture and analysis processes are highly manual. In addition, the “cost” of the effort is often seen as being less than the value. The solution is not to abandon an effort to implement performance management but to solve the problems that lead to resistance.

Performance data is data gathered to measure progress against individual or unit goals or to measure the results of work processes. Does your work group gather performance data of this kind?	I don't know	No	Yes
Manager/Supervisor	16.21%	16.21%	67.59%
Staff	47.28%	10.65%	42.08%
Aurora Police Department	40.19%	20.10%	39.71%
Aurora Fire Rescue	35.42%	9.38%	55.21%

If performance data is genuinely being collected in parts of the City, too many people are unaware of the practice. This is a failure of engagement and communication. If it is being collected, all staff should be aware of what is

being collected and why. If it is not being collected, the question should be, “why not?” [See also [The Practice and Pitfalls of Performance Management](#) in Part Two.]

## Safety

*This area is not a part of Internal Audit’s usual culture survey instrument. We added these three questions at Management’s request since safety is considered essential to our culture.*

“A *safety culture* can be defined as an organizational commitment to safety throughout all levels of the organization. Safety cultures can be difficult to describe and quantify but when one is established, it is perceptible and obvious (Ayres et al., 2009).”<sup>xxx</sup>

What best defines the collective safety mindset in your work group?	Safety is not a high priority for my teammates or my direct supervisor	Safety is a high priority for my teammates, but not my direct supervisor	Safety is a high priority for my direct supervisor and my teammates
Manager/Supervisor	5.96%	1.70%	92.34%
Staff	7.89%	5.16%	86.95%
Aurora Police Department	4.96%	3.55%	91.49%
Aurora Fire Rescue	1.52%	1.52%	96.97%

The perception is that safety is a high priority in the City. The City maintains a safety committee with representatives from across the various departments. This committee is responsible for assessing the safety environment, reviewing safety statistics, and recommending safety improvements.

I believe that sufficient resources (time, money) are invested in safety in my work group.	Yes	No
Manager/Supervisor	80.00%	20.00%
Staff	79.06%	20.94%
Aurora Police Department	63.12%	36.88%
Aurora Fire Rescue	54.55%	45.45%

One-fifth of city respondents, 37% of APD respondents, and 45% of AFR respondents perceive that more could be done to improve staff safety. Deciding how much to invest in safety measures is a difficult task. We encourage all Leadership to work with their employees to identify what level of resources are needed. It is challenging to measure the effectiveness of a strategy designed to deter a particular event. We encourage continued investment in the efforts of the Safety Committee to identify areas where safety investment needs to be increased and to include staff from all levels in those discussions.

I believe my personal health and safety on the job is a priority to my direct supervisor.	Not at all	Sometimes	Most of the time	All the time
Manager/Supervisor	4.26%	6.38%	18.30%	71.06%
Staff	5.46%	11.38%	18.36%	64.80%
Aurora Police Department	2.84%	9.93%	26.24%	60.99%
Aurora Fire Rescue	4.55%	6.06%	18.18%	71.21%

If staff perceive that safety is not a high priority for their direct supervisors, it can impact trust and performance. Further, if it is not a priority, the result can be an injury or worse.

## Recommendations

Through the survey responses and the many comments we have received from staff, we believe the issues identified in this report are real and require a sense of urgency in understanding and addressing them. We recognize that the task can seem daunting. We are not recommending that all the recommendations be addressed simultaneously. We believe that Management should take calculated, incremental steps to implement them. It will take time and a concerted effort to begin to move the needle of change, but we believe that change is necessary to prove to our staff that their health and well-being matter, that our core values are real, and that we are willing to do the hard work necessary to fulfill the organization's potential and our City's vision. Internal Audit recommends that Management begin the work as soon as possible and that regular, annual follow-up surveys be conducted to chart their effort's progress.

- **Conduct a review of city project priorities and service levels in the context of available resources.** Current service levels are not resource realistic. There are too many "priorities." We believe that staff are approaching burnout if they are not there already. We recommend that Management reconsider the list of current city projects with staff and resource realistic implementation plans. Some projects may need to be deferred; others may need to be removed completely.

Management should also consider service levels in light of staff capacity. We recommend that Management engage staff in determining what service levels can be realistically achieved with current resources and then develop contingency plans to modify service levels as resource levels change. These plans should be discussed with City Council and realistic expectations communicated to the public. A human organization can only work at maximum capacity for so long before burnout sets in. This would not only be detrimental to the physical and mental well-being of city staff, but it could also establish an undesirable reputation that could negatively impact future recruitment and retention efforts, thereby compounding problems. Taking the time to step back and reassess the situation could be just what is needed to allow staff to "take a breath" and work prospectively from a position of strength. [For more on priorities and burnout, see, [An Obstacle to Changing the Culture: Burnout.](#)]

- **Engage in citywide dialogue with staff to better understand the survey results.** In the frenzy to keep work moving forward, the city is losing the capacity for meaningful dialogue between management and staff. Emails, videos, and other impersonal communications cannot take the place of face-to-face interactions on such a sensitive topic as culture. We recommend that management schedule a set of small in-person conversations within their departments with their staff to begin a dialogue on the survey results and the findings and recommendations in this report. These dialogue events will set the stage for future conversations and actions. City Management and Department Directors should take visible leading roles in these conversations.
- **Facilitate better relationship building between Managers, Supervisors, and Staff.** Relationships between Managers, Supervisors, and their Staff are critical building blocks for developing trust, establishing psychological safety, and recognizing performance personally.

- **Create psychological safety within the organization.**  
Without the ability for condemnation free dialogue, innovation declines, problems go undetected, and meaningful conversations are stifled. A psychologically safe environment is a prerequisite for diversity, equity, and inclusion efforts. Without psychological safety, necessary crucial conversations cannot occur.
- **Develop required core competency training for all Managers and Supervisors.**  
Being a manager or supervisor is not a natural skillset for everyone. However, being an effective manager or supervisor is critical to having a high performing team and organization. We recommend that HR develop and implement a training program on the core competencies required for a successful Manager or Supervisor and that hiring and promotional candidates demonstrate minimal proficiency in these core competencies before being hired or promoted.
- **Increase staff responsibility and enforce accountability citywide.**  
Much inefficiency results from a failure to expand staff responsibilities and allow them greater autonomy in decision-making and process improvement. A failure to provide clear expectations and enforce standards of accountability results in poor customer service (internally and externally) and frustration on the part of the staff who must carry a greater burden as a result.
- **Create a recognition-rich environment.**  
Personal, meaningful recognition will improve staff overall performance and organizational loyalty.
- **Improve multi-directional communication and information flow.**  
We recommend including staff in discussions regarding the best methods for improving communications and information flow. We also recommend developing standards using the city's many communication channels to improve efficiencies and reduce communication breakdowns. We also recommend that departments review meeting norms to save staff from unnecessary, time-wasting meetings.
- **Institute participatory decision making practices.**  
Involving staff to a greater degree in decision making will improve decisions and staff morale while providing staff an opportunity for greater contribution to organizational success.
- **Provide opportunities for staff growth and restore career progressions.**  
These are important opportunities for the future generations of this city. Moreover, they are critical to employee retention and succession capacity.
- **Institute self-managed, self-directed, or agile work teams where possible.**  
This is an initial step in becoming a 21<sup>st</sup> century organization.
- **Reconstitute the performance management practice including training and proper application.**  
Revising the employee evaluation within the Workday ERP is an excellent way to begin. Developing an organizational wide approach to performance management, training staff on its use and application, and then developing the data management capabilities for its successful implementation will prove invaluable to improving city operations and outcomes. Much can be done right now without excessive investments in systems. It will be required to manage the strategic plan (using the ClearPoint platform) and implement priority-based budgeting.

- **Conduct a citywide refresher on the Core 4 values.**  
The Core 4 values had a significant initial impact on staff satisfaction and performance. Refresher training for existing staff is long overdue.
- **Continue the annual culture and engagement surveys.**  
Polco, the organization currently performing the city’s resident satisfaction survey, offers an instrument that assesses culture and employee engagement and benchmarks it against other local governments. Having them or another survey company with experience in local government perform the annual survey could enhance future participation and improve the results. Since responses would be collected by an independent third-party, adequately staffed and experienced in handling such surveys, it could speed up the analysis and time to report.

## Part Two: Observations on Improving the Culture

### EXECUTIVE SUMMARY

- Corporate culture is listed among the most important reasons employees stay with their current employer — or start looking for another job.
- Employees want to feel respected, included, and involved.
- What leaders believe about the nature of people and their attitudes toward work determines how they respond to their employees.
- The degree to which trust is present in an organization—between leaders and staff and between teammates—will impact culture and performance the most.
- When staff believes they can take risks or speak up on issues without feeling insecure, being punished, embarrassed, or ostracized, they will be more innovative, creative, and productive. This is psychological safety, the greatest determinant of successful teams. It cannot exist without trust, and its absence leads to toxicity. Toxicity, even in small pockets, can erode culture and performance.
- Trust and psychological safety require personal relationships and connections between leaders and staff.
- Effective teamwork and communication are highly dependent upon these personal connections.
- Relationship building with staff is one of the primary requirements of effective leadership.
- Active participation in planning, execution, and decision making can improve decisions and overall performance.
- The absence of clear responsibility and consistent accountability can destroy a culture and organizational performance.
- Performance management is a valuable management tool if properly and rigorously applied.
- Effective multi-directional communication can have a profound impact on culture and performance.

### WHAT IS CULTURE, AND WHY IS IT IMPORTANT?

#### What is Culture?

**CULTURE** Etymology: having a unique identity; to maintain in an environment suitable for growth; related to cultivation (Latin *cultura*); a term which encompasses the social behavior, institutions, and norms found in societies as well as the knowledge, beliefs, arts, laws, customs, capabilities, and habits of the individuals in these groups; a cultural norm codifies acceptable conduct in society; it serves as a guideline for behavior and demeanor in a situation, which serves as a template for expectations in a social group<sup>xxx</sup>

A basic definition of *corporate* culture is “how we get things done...together.” It includes the values, standards, norms, and practices (whether spoken or unspoken, written, or unwritten) of how leaders and staff accomplish their work as a group. While organizations may have an overall culture based upon their corporate values, sub- or



mini-cultures can abound. Subcultures can be benign in the grand corporate scheme, or they may be hotbeds of toxicity and counterproductivity that undermine organizational success.

Culture is a human construct, a complex issue that needs to be managed; it is not a “problem” that can be solved and then ignored. We can make informed guesses about how humans will respond to various situations, but we can’t always be sure. Consequently, cultural dynamics are ever evolving and need regular tending.

To the legacy leader, everything still looks like a factory. And all our problems can be fixed if we work long and hard enough. But our bureaucracies are no match for the complexity of human-based systems. If we continue to treat the complex like it is complicated, we’ll spend our careers frustrated that control is always just beyond our grasp.<sup>xxxii</sup>

### Why is Culture important?

**In a recent study, nearly two-thirds of employees listed corporate culture among the most important reasons they stay with their current employer — or start looking for another job.**<sup>xxxiii</sup> [emphasis added] This is especially true for Millennials.<sup>xxxiv</sup> The generational importance is significant as organizations worldwide undergo a massive generational shift with boomers retiring and the younger generations (X-ers, Millennials, and Z-ers) moving into positions of influence.

For an organization to maintain the desired culture, they need to understand its current state. Culture never remains static. As turnover alters the demographic makeup of organizations, it also brings variations to culture. [See HR-provided City turnover statistics below. These are through August 31, 2022.] These can be subtle over time, but they can steer a culture wildly off course if not monitored. It is understood within organizational dynamics that when new people are added to an established group, it becomes a new group. Training new staff and regularly reaffirming cultural values to existing staff are necessary to preserve the desired culture. Culture should be regularly evaluated to ensure that what is in place will help an organization function so it can achieve its desired goals.

Full-time	2020	2021	2022 projected	2022 Jan - Aug
Avg. Filled FTEs	3,005	2,970	2,920	2,920
<b>Total Terms</b>	<b>345</b>	<b>464</b>	<b>518</b>	<b>345</b>
<b>Turnover %</b>	<b>11.5%</b>	<b>15.6%</b>	<b>17.7%</b>	<b>11.8%</b>
Projected	--	--		<b>17.7%</b>

*[In 2017, Internal Audit issued a report on the impact of the Core 4 values on the culture. It was our opinion at that time that the values, in place for five years at the time of our report, significantly impacted city operations. We recommended that the City take steps to reinforce the values through continuous training and refreshing, consistent and frequent messaging on their importance, and meaningful and regular recognition of the desired behaviors. The recommendations are even more important in 2022 due to staff turnover in the last three years (see graphic above.) Reinforcement is necessary before the values lose their impact.]*

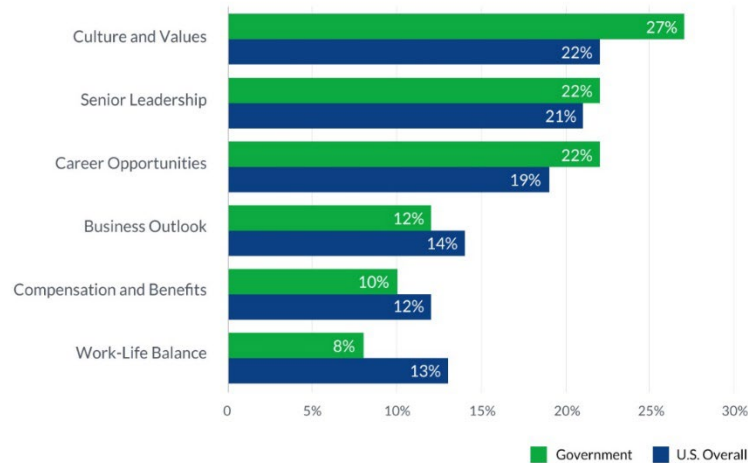
### What Elements of Culture are Most Important?

A multi-year study on 1.4 million employee reviews using data from Glassdoor identified the following top 10 culture elements that mattered most to employees.<sup>xxxv</sup>

1. **Employees feel respected.** Employees are treated with consideration, courtesy, and dignity, and their perspectives are taken seriously.
2. **Supportive leaders.** Leaders help employees do their work, respond to requests, accommodate employees' individual needs, offer encouragement, and have their backs.
3. **Leaders live core values.** Leaders' actions are consistent with the organization's values. Employees don't expect leaders to live the core values, but they appreciate it when they do.
4. **Toxic managers.** Leaders create a poisonous work environment and are described in extremely negative terms. Identifying toxic leaders, digging deeper to understand the context of their behavior, coaching them, or removing them from leadership positions are tangible actions organizations can take to root out people who are undermining corporate culture and potentially exposing the company to reputational or legal risk.
5. **Unethical behavior.** Managers and employees lack integrity and act in an unethical manner.
6. **Benefits.** Employees' assessment of all employer-provided benefits.  
When predicting a company's culture score, benefits are more than twice as important as compensation.  
 [emphasis added] Benefits are important for all employees, but which benefits matter most depends on an employee's job. For example, for front-line workers health insurance and benefits are better predictors of culture rating. In contrast, for white-collar employees, retirement benefits such as 401(k) plans and pensions matter more. Recent research shows that compensation is at least as important as culture in retaining employees, particularly among younger workers. Compensation matters, but it won't fix a broken culture.  
 [emphasis added]
7. **Perks.** Employees' assessment of workplace amenities and perks. Among perks, company-organized social events are a particularly strong predictor of a high culture score. [emphasis added] Even when you control for how employees talk about perks in general, social events like team-building exercises, happy hours, and picnics emerge as a reliable predictor of a high culture score.
8. **Learning and development.** Employees' assessment of opportunities for formal and informal learning. Nearly one-third of all employees mention opportunities for education or personal development in their reviews, making this the third most frequently discussed topic (after management and compensation).  
 [emphasis added]
9. **Job security.** Perceived job security, including fear of layoffs, offshoring, and automation.
10. **Reorganizations.** How employees view reorganizations, including frequency and quality. When employees mention reorgs, they are much more likely to also discuss the pace of organizational change as too fast, inconsistency in strategy over time, and a lack of clarity about the company's evolving strategy.

**Government** employees are less likely to prioritize work-life balance among the factors studied (perhaps because they already enjoy greater work-life balance than most sectors), and more likely to prioritize the culture and values of their organization. [emphasis added.]<sup>xxxvi</sup>

### The Workplace Factors that Matter Most to Employee Satisfaction for Government Employees



Source: Glassdoor Economic Research (Glassdoor.com/research).



### The Impact of a Toxic Culture

The previously referenced Glassdoor data study also reviews the top five toxic culture attributes.<sup>xxxvii</sup> These include the following:

**Noninclusive:** How well organizations encourage the representation of diverse groups of employees and whether they are treated fairly, made to feel welcome, and included in key decisions. Being noninclusive includes gender, race, sexual identity and orientation, disability, and age as well as cronyism (nepotism and playing favorites) and general noninclusive culture (cliques, clubby, in crowd.)

**Disrespectful:** Feeling disrespected at work has the largest negative impact on an employee’s overall rating of their corporate culture of any single topic. Surprisingly, mentioning disrespect has a slightly stronger negative impact on the culture rating than when an employee comes right out and describes their culture as toxic (or uses other extremely negative terms, like “dystopian,” “dumpster fire,” or “soul-crushing”).

**Unethical:** The most common terms in reviews classified under this topic include “ethics,” “integrity,” “unethical,” “shady,” and “cheat.” Under a related topic — dishonesty — employees described dishonest behavior in dozens of ways, including “lie,” “mislead,” “deceive,” and “make false promises,” as well as adjacent terms that suggest shading the truth, such as “smoke and mirrors” and “sugarcoating.”

**Cutthroat:** When employees talked about colleagues actively undermining one another, their comments strongly predicted a negative culture score. The 1% of employees who cited a cutthroat culture employed a vivid lexicon to describe their workplace, including “dog-eat-dog” and “Darwinian” and talked about coworkers who “throw one another under the bus,” “stab each other in the back,” or “sabotage one another.”

Abusive: We define abusive management as sustained hostile behavior toward employees, as opposed to a boss who has a bad day and takes it out on team members. The most frequently mentioned hostile behaviors in Culture X's sample are bullying, yelling, or shouting at employees, belittling or demeaning subordinates, verbally abusing people, and condescending or talking down to employees.

## RENSIS LIKERT'S MANAGEMENT SYSTEMS

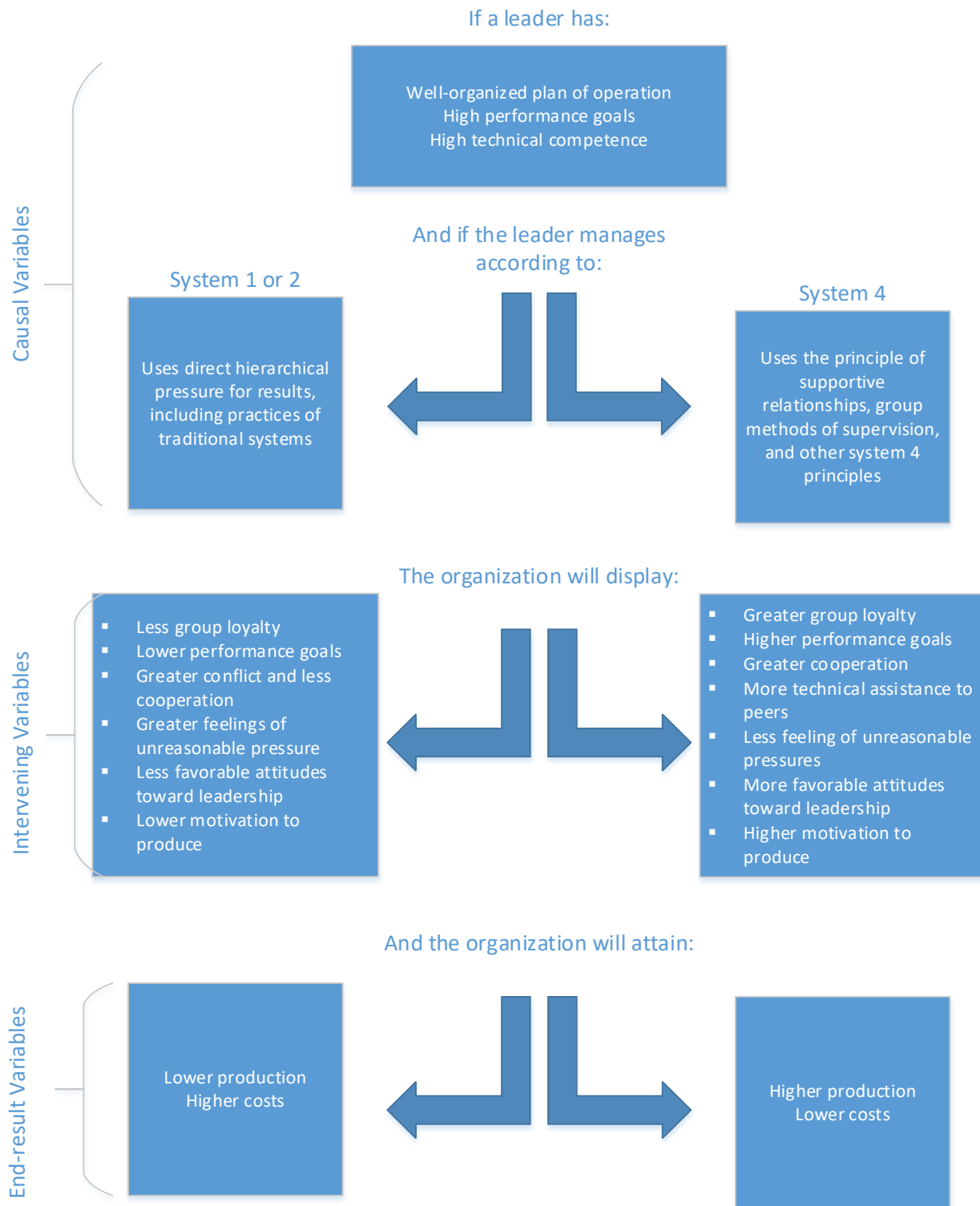
Likert's research focused on how improvements in the management of human resources could improve organizational performance. Likert equated *Leadership* with *Management*.

Our view of Likert's work is very high level, focusing on the key fundamental concepts he identified. These include:

- The principle of supportive relationships
- Group decision-making
- Group supervision
- High performance goals for the organization

These concepts Likert referred to as *causal variables*. The application of these concepts elicited specific responses, which he called *intervening variables*. The results of these responses were called *end-result variables*.

Whether and how the principles were applied determined whether the results would be positive or negative for the organization. Likert found that organizations that leaned more toward a System 4 management philosophy tended to perform better than under the other systems. In his research, he demonstrated that applying System 4 principles produces a culture of higher performance. Consider the example in the graphic below.<sup>xxxviii</sup>



**Principle of Supportive Relationships**

This is a general principle that the members of an organization can use to guide their relationships with each other. Application across the organization results in improving worker motivation and more collaborative teamwork. It is stated as follows:

*The leadership and other processes of the organization must be such as to ensure a maximum probability that in all interactions and in all relationships within the organization, each member, in the light of their background, values, desires, and expectations, will view the experience as supportive and one which builds and maintains their sense of personal worth and importance.*

When applying the principle of supportive relationships, the relationship between the manager/supervisor and the staff is crucial. This relationship, as the principle specifies, should be one which is supportive and bent toward encouragement. The more often an encouraging approach is taken, as opposed to ignoring or being excessively critical of staff, the better the effect on performance. It is essential to keep in mind that the leader and staff relationship needs to be viewed from the staff's perspective, their background, values, and expectations. It is the staff's perspective that determines whether an interaction is supportive or not. Both the behavior of the leader and the staff's perception of the situation must be such that the staff person, in light of their perspective, sees the relationship and experience as one that contributes to their sense of self-worth and importance, one which increases and maintains their sense of significance and human dignity.<sup>xxxix</sup>

The individual is the smallest unit of any organization. Therefore, the more individuals feel the positive effects of applying this principle, the greater the impact on the overall organization.

### Group Decision Making

According to Likert, the traditional hierarchical organization pyramid carries a fixed set of reporting relationships and employs the concept of delegated authority. System 4 management uses an overlapping organizational group, sometimes referred to as a "networked talent model." The interactions and processes rely heavily on group processes. In group decision making, the focus is on the decision to be made. Communications are open and clear. Important issues are identified and handled. Decisions are reached promptly, clear cut responsibilities are established, tasks are performed timely and productively. The group's capacity for effective problem solving is maintained by examining group processes and adjusting them as necessary.<sup>xi</sup>

### Group Supervision

In group supervision, managers or supervisors act as coaches and facilitators. The team conducts process discussions, outcome analysis, and problem solving. The manager or supervisor guides the group discussion to keep it focused and on track, but they do not seek to control it. The manager or supervisor uses the group setting as an opportunity to recognize performance, identify areas for individual and group development, and encourage the setting of high-performance goals. This process allows for the group to grow as a team, develop new skills, and problem solve more creatively. The result is greater loyalty to the team, an increased personal stake in outcomes, and a dedication to achieving the desired results.<sup>xli</sup> This is true empowerment. Too often, "empowerment means responsibility and blame without any real authority or autonomy. And when the overriding culture of the organization is one of command and control, the result is massive distrust and cynicism."<sup>xlii</sup>

### High Performance Goals

Applying the previous three concepts as a group establishes an environment where setting high performance goals is welcomed. The group becomes self-monitoring and uses positive peer pressure within itself to push toward goal accomplishment. This allows the manager or supervisor to actually manage or supervise instead of micro control. The ability to employ these concepts requires trust, psychological safety, and a commitment to System 4 principles.

The table below provides descriptors that help management understand their leadership philosophy<sup>xliii</sup> in the context of Likert's systems. Column one asks questions related to the critical components of leadership philosophy. The descriptors allow management to understand where in Likert's systems their beliefs fit. Beliefs manifest in actual behaviors. Individuals are quick to notice when rhetoric does not match behavior. The result is distrust. Note: Beliefs tend not to fit precisely within a particular System but may spread across a range on the spectrum. The greater the spread, the less likelihood that there is any kind of clearly defined management philosophy that dominates.

<b>What do we believe about:</b>	<b>System 1 (Exploitative Autocratic)</b>	<b>System 2 (Benevolent Autocrat)</b>	<b>System 3 (Consultative)</b>	<b>System 4 (Participative)</b>
<b>THE NATURE OF PEOPLE AND THEIR ATTITUDES TOWARD WORK</b>	People are seen as basically lazy, selfish, dishonest, and inept; they will not work unless constantly threatened and closely supervised; workers are exploited and have little recourse.	Not much shift from S1; people are still seen as self-centered and in need of close supervision; because management wants to prevent costly turnover, however, policies are more benevolent.	A major shift from S1/S2; people are seen as wanting--even needing-- to do a good job; if they know what needs doing and have the skills, they will do a good job without very much external control or direction.	Very similar to S3; people are seen as wanting--even needing-- to do a good job; if they know what needs doing and have the skills, they will do a good job without very much external control or direction.
<b>PRIMARY SOURCE OF MOTIVATION</b>	People are motivated by the fear of the loss of job, pay, or dignity; they will be terminated or punished if they do not comply with management's directions; "it's my way (the bosses) or the highway."	In addition to fear/punishment, status is added as a motivator; if workers are mindlessly loyal and compliant, they are rewarded with the illusion of advancement; S2 organizations usually have many status layers with each layer having many pay "steps."	Once the basic "hygiene" factors (pay, benefits, working conditions, safety, etc.) are taken care of in a "fair" way, then motivation is seen as coming from within the work; it must provide challenge, growth, recognition, and a sense of contribution.	Once the basic "hygiene" factors (pay, benefits, working conditions, safety, etc.) are taken care of in a "fair" way, then motivation is seen as coming from within the work; it must provide challenge, growth, recognition, and a sense of contribution.
<b>DISTRIBUTION OF KNOWLEDGE AND CREATIVITY AND HOW DECISIONS ARE MADE</b>	Knowledge, ability, and creativity are seen as concentrated in management; workers are seen as largely incompetent; as a result, there is no need for management to consult, because labor has nothing useful to say.	Knowledge, ability, and creativity are still seen as concentrated in management; some confidence is shown in the technical ability of workers; but organizational decisions are still made without consultation.	Knowledge, ability, and creativity are seen as widely distributed; management does not know all the answers (or even all the questions); it needs help if the best decisions for the customer and the organization are to be found; consultation is the norm; less hierarchy is needed.	People are seen as being so capable that many responsibilities seen in the past as being solely the work of managers can be transferred to self-directed work teams who perform these leadership /management functions as a natural part of getting the technical/task work done.

<b>What do we believe about:</b>	<b>System 1 (Exploitative Autocratic)</b>	<b>System 2 (Benevolent Autocrat)</b>	<b>System 3 (Consultative)</b>	<b>System 4 (Participative)</b>
<b>WHAT IS ASSUMED ABOUT THE “NATURE OF WORK”?</b>	To best control labor, work is divided into small (“dumber and dumber”) pieces; there is a supervisor for every 6-8 workers, a manager for each 6-8 supervisors to tightly control, direct, and punish; results in a steep, high hierarchy.	Work is still broken into pieces with management responsible for the integration of work; “critical parent-child” relationship between management and labor (and between each layer in the steep hierarchy).	Work is seen as complex processes involving networks or employees working together to reach goals; management’s responsibility is to create a culture (values, strategies, structures, and systems) that allow for maximum consultation.	Work is seen as complex processes involving collectives of employees working together to reach goals; teams are responsible for task/technical, managerial, and leadership functions.
<b>SUMMARY</b>	This is a “master-servant” style; it is clear that the worker is not important to the organization; “if you don’t like this deal, there’s a bus leaving every 5 minutes;” its only positive aspect is that it is honest about not caring about the worker; fear and mistrust characterize relationships.	This style, while more benevolent, is manipulative; “masters” treat the “servants” better because “good help is hard to get,” but there is still no say for the servants on “management” issues; mistrust often characterizes the relationships.	This style is “adult-adult” in relationship; management is still accountable, but it recognizes that it must consult widely if good decisions are to be made.	This style is “adult-adult” in relationship; management (and team leaders with delegated responsibility) is still accountable but recognizes it must play a stewardship role in creating empowered work teams.

## THE IMPORTANCE OF TRUST

Trust is defined as “choosing to risk making something you value vulnerable to another person’s actions.”<sup>xliv</sup> Building a culture of trust requires effort and intentionality at all levels of the organization, from the governing board down to the lowest level of an employee position. Everyone in the organization needs to understand the importance of trust and how their actions impact its existence. Trust is the foundational element of high performing organizations.<sup>xlv</sup> No one involved in an organization is exempt from contributing to a positive culture. When the importance of trust is ignored or downplayed, the seeds are sown for cultural decline.

Charles Feltman in *The Thin Book of Trust* observes that there are four domains or characteristics of trust:

1. Care is the assessment that you have the other person’s interest in mind as well as your own when you make decisions and take actions.
2. Sincerity is the assessment that you are honest, that you say what you mean and mean what you say.
3. Reliability is the assessment that you meet the commitments you make, that you keep your promises.
4. Competence is the assessment that you have the ability to do what you are doing or propose to do.



“Knowing that trust can be assessed in four distinct domains is an antidote to the tendency to engage in confirmation bias. We can more easily step back and ask ourselves whether the other person might be trustworthy in some ways and not others.”<sup>xlvi</sup> For example, suppose a person is assessed as not being caring or sincere, in that case, it does not mean they cannot be completely trustworthy, as they may be reliable and competent. These assessments are based on an individual’s perception of behavior.

Trust involves risk. Expectations may not be met. Failure may occur. Public sector work is notoriously risk averse. “The public-sector barriers that are set up, such as silo-based approaches to policy and the difficulty in working across agencies and sectors [*in the City of Aurora’s case, we would add departments and divisions*] is matched by a deep risk-aversion created within the public sector.”<sup>xlvii</sup>

Failure is a necessary part of learning. Organizations that are not learning are not improving. Fear of failure can stifle attempts to innovate. The potential threat of consequences [*or punishment*] can become a breeding ground for distrust.

In their book ***Building Trust in Business, Politics, Relationships, and Life***, Bert Solomon and Fernando Flores share an illustrative story<sup>xlviii</sup>:

One of our colleagues, who also consults for major corporations, reported that following a lecture to several hundred executives of one of America’s largest corporations on the importance of trusting employees, the first question he got was "But how do we control them?" It is a telling question, one that indicates that the questioner (and perhaps most of the executives in the room) did not understand either the thesis of the lecture or the nature of trust. And that, perhaps, is the hardest point to get across—that trust and control must not be confused. Rather, by easing the reins of control, it improves efficiency, effectiveness, cooperation, team spirit, employee morale, and chances for success in an increasingly competitive world.

The disaster of distrust in the workplace is that the strategies people use to protect themselves inevitably get in the way of their ability to effectively work with others.<sup>xlix</sup> Employees practice “CYA” or try to remain below the radar. The result is inefficiency and ineffectiveness. The importance of trust cannot be overstated. Trust is a bedrock for successful teams and successful organizations.

*Trust and Teams: The Thin Book of Trust; Charles Feltman*

Common Signs of High-Trust Teams	Common Signs of Low-Trust Teams
<ul style="list-style-type: none"> <li>• Uses conflict productively</li> <li>• Highly engaged with each other and the team’s work</li> <li>• Committed to each other and the team’s success</li> <li>• Accountable to each other and outside stakeholders</li> <li>• Develops innovative ideas and approaches</li> <li>• Collaborates effectively</li> <li>• Open, honest, and transparent</li> <li>• Gets results – delights customers</li> <li>• True camaraderie</li> </ul>	<ul style="list-style-type: none"> <li>• Avoids conflict or engages in destructive conflict</li> <li>• Disengaged team members</li> <li>• Low commitment to the team goals</li> <li>• Individuals avoid accountability</li> <li>• Lack of innovation</li> <li>• Poor collaboration, duplication of efforts</li> <li>• Withholds information, hidden agendas</li> <li>• Missed deadlines and poor output</li> <li>• False camaraderie, disinterest, disrespect</li> </ul>

These are three keys to building and sustaining trust<sup>l</sup>:

Declaring intent. Declaring the intent to build and sustain trust in the organizations puts the organization on the record. It requires them to keep their word or risk the consequences.

Demonstrating respect. It's not enough to say you respect people's feedback or contributions. You've got to show it. Regularly. Repeatedly. Consistently. [emphasis added]

Delivering results. Delivering results in a way that builds trust is more than just accomplishing tasks—it's doing the right thing, in the right way, for the right reasons, in the way that you said you would.

It has been observed that most organizational performance issues are trust issues in disguise. Building and sustaining trust should be the core competency and central focus of leadership work.<sup>li</sup> But what makes most [organizations] falter...is the lack of trust. Employees don't trust their supervisors or managers. They may not even trust one another. Managers practice cordial hypocrisy as a matter of course. Consequently, even if they *like* one another, they do not *trust* one another (but often confuse the two.) Cordial hypocrisy is the strong tendency of people in organizations, because of loyalty or fear, to pretend that there is trust when there is none, being polite in the name of harmony when cynicism and distrust are active poisons, eating away at the very existence of the organization. The price of cordial hypocrisy in an organization, where feigned politeness and "team spirit" may mask resentments and inefficiencies, can be the destruction of the organization."<sup>lii</sup>

To summarize:

- Although trust often seems invisible ("transparent"), it results from continuous attentiveness and activity. Trust, once established, quickly recedes into the background, into a familiar and, therefore, barely conscious set of habits and practices. But trust should not be confused with its background status. Trust often becomes visible (in retrospect) only when it has been challenged or violated.
- Trust should not be confused with the poisonous practice of cordial hypocrisy, the defensive pretense of trust and agreement that hides fear and resentment and makes honest communication impossible.
- Trust is a matter of making and keeping commitments. The problem of trust is not loss of confidence but the failure to cultivate commitment.
- The worst enemies of trust are cynicism, selfishness, and a naïve conception of life in which one expects more than one is willing to give. Resentment, distrust, and inauthenticity are the result.
- Authentic trust can never be taken for granted but must be continuously cultivated through commitments and truthfulness.
- True leadership, whatever else it must be, can be based on nothing less.

## CONNECTION AND PSYCHOLOGICAL SAFETY

Psychological safety is the sense that staff can take risks or speak up on issues without feeling insecure or being punished, embarrassed, or ostracized. Google's *Project Aristotle* set out to determine what makes a Google<sup>liii</sup> team effective. After two years, 200+ interviews and looking at more than 250 attributes of 180+ active Google teams, they determined five key dynamics that set successful teams apart from other teams at Google of which psychological safety topped the list.<sup>liv</sup> [emphasis added]

According to the Center for Creative Leadership (CCL) there are four stages of psychological safety<sup>lv</sup>:

**Stage 1 — Inclusion Safety:** Inclusion safety satisfies the basic human need to connect and belong. In this stage, you feel safe to be yourself and are accepted for who you are, including your unique attributes and defining characteristics.

**Stage 2 — Learner Safety:** Learner safety satisfies the need to learn and grow. In this stage, you feel safe to exchange in the learning process by asking questions, giving and receiving feedback, experimenting, and making mistakes.

**Stage 3 — Contributor Safety:** Contributor safety satisfies the need to make a difference. You feel safe to use your skills and abilities to make a meaningful contribution.

**Stage 4 — Challenger Safety:** Challenger safety satisfies the need to make things better. You feel safe to speak up and challenge the status quo when you think there's an opportunity to change or improve.

Some of the signs of low psychological safety include:<sup>lvi</sup>

- Team morale is persistently low.
- Turnover is persistently high.
- Feedback received from direct communication is different from the one gathered through anonymous polling.
- Team members, including leaders, rarely, if ever, admit weaknesses or mistakes.
- You feel overwhelmed by your workload yet don't feel comfortable asking for adjustments or support.
- Feedback isn't periodically shared or requested.
- Concerns, requests for help, ideas, or disappointment are listened to, but nothing's done.
- Not all team members are included in important conversations, so the gap is filled with assumptions.
- You don't feel your manager has your back, and you don't know where you stand with them.

The absence of psychological safety feeds a toxic culture. [*An entire organization's culture does not need to be toxic for toxicity to exist. Toxicity and an absence of psychological safety can exist at the cellular level in organizations.*] Whether one analyzes culture at the level of the individual employee or aggregates to the organization as a whole, respect toward employees rises to the top of the list of cultural elements that matter most.<sup>lvii</sup> The most frequently mentioned hostile behaviors were bullying, yelling, or shouting at employees, belittling or demeaning subordinates, verbally abusing people, and condescending or talking down to employees. [emphasis added]

When trust and psychological safety are present, the organization will experience improvements in staff job satisfaction, performance, and employee retention. [emphasis added] Its presence will likely reduce informal organizations within the City as staff feels free to express themselves in their normal duties instead of in covert groups. Psychological safety can also provide an environment for reducing the incidence of cordial hypocrisy.

Here are five ways to help create psychological safety<sup>lviii</sup>:

1. Make psychological safety an explicit priority.
2. Facilitate everyone speaking up.
3. Establish norms for how failure is handled.
4. Create space for new ideas (even wild ones).
5. Embrace productive conflict. With your team, discuss the following questions:
  - a. *How will team members communicate their concerns about a process that isn't working?*
  - b. *How can reservations be shared with colleagues in a respectful manner?*
  - c. *What are our norms for managing conflicting perspectives?*

Psychological safety must be built on a foundation of trust. Building trust requires establishing personal relationships.

## **Building Relationships**

“Cultures that don’t value and nurture openness and connection become dysfunctional and eventually toxic.”<sup>lix</sup>

“Often people equate being a manager with micromanaging people, and I don’t think that’s the best way to manage,” says GoodHire CEO Mike Grossman. “People do their best work when they’re not micromanaged, and in many cases, they don’t need to have that much oversight.”

“People are sort of self-taught when it comes to being a manager in many cases, so it’s not surprising that they would replicate behaviors that have been modeled for them in other organizations, and often those aren’t the best practices,” he says.<sup>lx</sup>

Managing people seems easy from afar. It's actually a difficult skill. It is especially rough when you don’t possess any prior management experience and got promoted to this position because you were good at your last job. Excelling at your profession does not necessarily mean that your skills seamlessly transfer over. It's like when an all-star baseball player becomes the team manager after he retires from playing on the field. Sometimes, it works out well. Often times, it does not. The former ballplayer may not have the right temperament, talent, patience, and leadership abilities for this new role.<sup>lxi</sup>

According to a recent Ken Blanchard white paper<sup>lxii</sup>, an initial challenge most managers face is learning to shift their perspective from:

- Going it alone to collaborating with others
- Getting their work done to getting their work done through others
- Being one of the team to being the manager of the team

## CULTIVATING TEAMWORK, RESPONSIBILITY, AND ACCOUNTABILITY

### Teamwork

Teamwork begins with leaders that have established good personal relationships with their team members. These leaders engage their team members in dialogue to establish clear, shared goals. Including the team members in developing the goals gives them a stake in the outcomes. A discussion of shared goals is often followed by discussing shared norms. Team members are given the opportunity to establish, through consensus, their preferred work environment. Leaders facilitate these discussions; they do not direct their ends. They provide guidance and advice to ensure that decisions made by the team fall within their assigned decision-making authority. Still, the final decisions are the team's to make. Delegating this responsibility to the team builds team loyalty and establishes the basis for team accountability. It produces a collaborative environment that improves the chances for high performance. However, it does not relieve the leader from responsibility for team performance.

Leaders help create the conditions for teams to be successful. They establish an environment of psychological safety. They recognize good performance, identify areas for improvement, provide guidance, articulate the importance of the team's work to the organization's overall mission, and help team members see their contributions. When employees know their work matters, they take greater pride in it and, ultimately the success of the team itself.

To build great teams, leaders:

Through strong working relationships, get to know their team members' strengths, skills, and capabilities, so that they can be deployed appropriately.

Effectively and purposefully train staff in the skills they need to succeed and grow. [Training is a strong desire of Millennials and GenZ.]

Ensure that the team clearly understands what is expected of them. They help their team develop realistic performance targets by which performance and progress can be evaluated.

Provide employees with a path for growth and mobility within their departments or the organization. This fosters connection to their work group, leading to satisfaction, loyalty, and improved performance. We noted many comments by staff dissatisfied with the loss of career progressions in the City.

Hold themselves and their team members accountable for their actions. Leaders are the first to admit when they are wrong or have made a mistake.

Use mistakes or failures not as weapons for punishment but as improvement opportunities. This does not mean that staff is never disciplined. Accountability can result in individual consequences when negligence and willful dereliction are clearly in play.

Jim Collins, author of the bestseller **Good to Great**, and the accompanying monograph **Good to Great and the Social Sectors** states that

Greatness is not a function of circumstance. Greatness, it turns out, is largely a matter of conscious choice, and discipline.<sup>lxiii</sup> A great organization is one that delivers superior performance and makes a distinctive impact over a long period of time. Most social sector leaders must rely on people underpaid relative to the private sector. The key variable is not how (or how much) you pay, but who you have *on the bus* [in your organization]. The organizations that failed

to become great placed greater emphasis on using incentives to ‘motivate’ otherwise unmotivated or undisciplined people.<sup>lxiv</sup> In other words, great organizations start with the right people doing the right things. Leaders get the right people “on the bus” and the wrong people “off the bus”, then figure out where *they* [the organization] need to go. In determining the “right people,” great organizations placed greater weight on character attributes than on specific educational background, practical skills, specialized knowledge, or work experience. Not that specific knowledge or skills are unimportant, but they viewed these traits as more teachable (or at least learnable), whereas they believe dimensions like character, work ethic, basic intelligence, dedication to fulfilling commitments, and values are more ingrained.”<sup>lxv</sup>

All companies have a culture, some companies have discipline, but few companies have a *culture of discipline*. When you have disciplined people, you don’t need hierarchy. When you have disciplined thought, you don’t need bureaucracy. When you have disciplined action, you don’t need excessive controls. When you combine a culture of discipline with an ethic of entrepreneurship, you get the magical alchemy of great performance.<sup>lxvi</sup> [*emphasis added*] When you have the right people *in the right seats on the bus* [in the most appropriate roles], you can begin to build effective, disciplined teams. Disciplined people who engage in disciplined thought and who take disciplined action—operating with freedom within a framework of responsibilities—this is the cornerstone of a culture that creates greatness. In a culture of discipline, people do not have jobs; they have responsibilities.<sup>lxvii</sup> Great cultures are rigorous, not ruthless.<sup>lxviii</sup>

In the social sectors, where getting the wrong people off the bus can be more difficult than in a business, early assessment mechanisms turn out to be more important than hiring mechanisms. There is no perfect interviewing technique, no ideal hiring method; even the best executives make hiring mistakes. You can only know for certain about a person by working with that person.<sup>lxix</sup>

Developing effective teams must be a high-level priority for leaders (Managers and Supervisors.) Managers and Supervisors first need to know what an effective team looks and feels like, then demonstrate having the appropriate skills to build one.

## **Increase Responsibility and Accountability**

Where there is trust and psychological safety, staff are more inclined to take responsibility for their actions. An environment of trust is a jumping off point to allowing staff the freedom to assume more responsibility<sup>lxx</sup>.

Accountability is not about laying blame. It is about ensuring that an organization is achieving its desired outcomes. It is a cornerstone of workplace collaboration. When all staff are pulling their weight in the same direction, it can positively impact results in a massive way. Done properly, accountability engenders respect, allays fear, builds trust and cooperation, and improves performance. Conversely, when accountability is absent, morale is negatively impacted, performance and innovation decline, and employees may become disengaged.

“If projects don’t get finished on time or are not finished at all; are handled in a slipshod, unsatisfactory manner; or lead to a lot of finger-pointing among employees, there’s often one root cause: a lack of accountability. The responsibility for accountability falls squarely on the shoulders of managers if they want to keep on top of project development.”<sup>lxxi</sup>

Several staff comments noted an absence of accountability across the City. They found it discouraging and non-motivating.

Accountability starts with responsibility and empowerment. For staff to be accountable for results, they must have the wherewithal to achieve them. When speaking of "empowerment"--an apparent offer to negotiate sharing power in return for trust--employees quite prudently respond with suspicion. Empowerment too often means responsibility and blame without any real authority or autonomy. And where the overriding culture of the company is one of command and control, the result is massive distrust and cynicism.<sup>lxxii</sup>

Here are five ways to create a culture of responsibility<sup>lxxiii</sup>:

- Let your employees decide the method of action. Having employees determine what their desired approach is also allows them to take responsibility for a potentially failed outcome if it doesn't work out. Make your expectations and standards clear, but don't tell your employees the step-by-step approach to solving the problem. They may surprise you with a new approach you hadn't thought of.
- Expect employee autonomy when it comes to decisions. Pushing decision making down to the lowest level of an organization allows leaders to take a great deal of responsibility off of their own shoulders, leaving most of it in the hands of the people actually doing the work. When people are pushed to make their own decisions, they're more likely to be held accountable for their work. So, if there's an expectation that employees—at every level—are expected to make decisions, overall responsibility will surely rise.
- Instill pride in the organization. Encouraging team members to be proud of the mission behind your organization, and the way your organization goes about executing that mission, creates an opportunity for employees to be proud of the work they're doing every day. When people take pride in their work, they also take more responsibility for it.
- Encourage a sense of ownership. When people are more involved in a singular project or department, they'll feel more ownership over their work—and, subsequently, more responsibility for a certain project. Smart leaders let go of their own ownership and spread it around to the whole organization. This will encourage people to work much more strongly than if they felt otherwise.
- Reward those who take responsibility. When employees do step up, it's important to reward those setting a good example for others. People will feel noticed, encouraged, and better equipped to continue producing good work—and those who are not taking as much responsibility might even be encouraged to.

Key to responsibility is articulating clear expectations and setting clear standards. When expectations are not articulated, not articulated clearly, or are assumed to have been articulated clearly, staff are left to decide what actions to take on their own. This produces inconsistent results. When combined with unrealistic workloads, staff actions can appear as if they are opting out of activities that others may have thought were not optional. When there are no corrections to this behavior, staff may decide that this is standard practice and therefore acceptable. Taken to an extreme, the absence of clear expectations combined with no accountability can produce undesirable results.

For example:

- During the Recovery Summit, field staff complained that during the pandemic lockdown, it was difficult to make contact with staff. They either could not be found in their offices, did not answer phones, or did not respond to voicemails or emails. They claimed that this impacted their abilities to carry out their responsibilities.
- The City's Continuing Operations Plans continue to be dated, despite the efforts of the Office of Emergency Management staff, an outstanding audit recommendation from 2016, and the requests of two

City Managers. Though efforts continue, the plans remain out of date which heightens the risk of a poor response in case of a disaster.

- Recently the IT department launched a new security measure called Okta. The measure required people to sign up by September 16. The IT department informed all staff of the process. The City Manager announced the initiative in an all-staff email and dedicated a Take Ten with Twombly video to the topic. IT recently informed the City Manager that as of the target sign up date, 1,200 city employees had not registered, approximately one-third of all staff. Because of this failure to sign up on time, projects being conducted by an already overburdened IT staff will be impacted in order to get the remaining staff signed up.
- Strategic Plan Champions are department representatives between their department and the strategic planning effort. Senior staff were requested to confirm the names of their department Strategic Plan Champions so they could be trained on the plan management application in preparation for implementing the strategic plan. The strategic plan team had to individually reach out to some senior staff, sometimes repeatedly, to obtain their confirmations. This type of behavior is a time waster.

Assigning responsibility is useless as a tool to improve culture and performance without clearly articulated expectations followed by accountability. Where there is no accountability, there is underperformance and mediocrity.

## **DECISION MAKING, EMPLOYEE ENGAGEMENT, AND PERFORMANCE IMPROVEMENT**

The traditional organizational pyramid was established over 100 years ago to better serve the industrial revolution. To deal with the factory complexity, industrialists turned to the command-and-control structure of the then most successful organization—the US military.

Since the inception of the industrial revolution, businesses and governments have seen a rise in knowledge-based workers. Technology brought new capabilities to work and “undid the traditional concepts of the individual and their workplace. Teams gained prominence against the individual, while collaborative brainstorming drove innovation and growth.”<sup>lxxiv</sup> Despite these momentous changes, the archaic pyramid remained unchanged and in place. It is ill-suited to a modern organization.

Agility. Flexibility. Sustainability. Resiliency. Adaptability. These are requirements for the modern organization as technology continues to drive the speed of life, and work and stakeholders raise their expectations. Achieving high performance standards cannot be accomplished efficiently under the archaic pyramid. The times require dynamic changes to the traditional working model. Those organizations that adapt will be better able to keep pace with change and their stakeholders’ demands.

Top-down structures are slower to adapt to change. They are less flexible and less resilient since a management or supervisory position can become a single point of failure. They encourage silo-building and can facilitate power fiefdoms. The chain of communication is also extended, resulting in some information not making its way down the chain.

With top-down management came top-down decision making, also known as centralized authority. It assumes that decision-making competence rises with a person’s level in the hierarchy. The result is usually frustration as it requires the bureaucracy and associated time delay of review and approval. Additionally, the distance between the ultimate “decider” and the problem often contributes to poor, uninformed decisions.



Distributed and participatory decision-making are the hallmarks of successful modern organizations. Distributed decision-making is a multi-person approach to solving complex issues. The US Military applies an iterative planning methodology that facilitates collaborative planning in their distributed military decision making process (MDMP.) Participatory decision-making assumes that front-line employees have the best understanding of stakeholder desires, processes, and outputs. The key is to delegate decision-making to those closest to an issue.

Top-down decision making can lead to these results:

1. **Stifled participation.** More often than not, the decision maker monopolizes the discussion. Humans tend to naturally submit to rank, therefore contrary opinions are not always heard.
2. **Decision makers do not always hear from the most qualified voices.** Those closer to an issue often have a better perspective on it than those higher up the chain. The person closer to an issue may also be more knowledgeable about a given situation. If they are not among the leadership, they often are left out of the discussions.
3. **Conflict is often avoided, yet good discussion and constructive debate can make for better decisions.** It is healthy for teams to learn to debate and disagree without destroying team unity. Leaders must be willing to relinquish some apparent power to allow such discussions to occur. When making a decision the least asked question is usually the most powerful: *why?* Asking why, even multiple times, can help teams get to better decisions by helping them better understand the core problems at issue.<sup>lxxv</sup>

When the group process of decision making and supervision is used properly, the discussion is focused on the decisions to be made. There is a minimum of idle talk. Communication is clear and adequately understood. Important issues are recognized and dealt with. The atmosphere is one of ‘no nonsense’ with emphasis on high productivity, high quality, and low costs. Decisions are reached promptly, clear-cut responsibilities are established, and tasks are performed rapidly and productively. The group’s capacity for effective problem solving is maintained by examining and dealing with group processes when necessary.<sup>lxxvi</sup> Management plays a critical role in facilitating the decision-making process and assumes equal responsibility for the outcomes.

In a traditionally structured and managed organization, “the default assumption is that you don’t have the right to do anything unless you are given permission.”<sup>lxxvii</sup>

In the modern, evolutionary organization, the default assumption is that you can do anything, unless a specific policy or agreement prohibits it. It starts from a position of trust. [emphasis added] Rather than centralizing power in a few senior positions, the aim is to distribute authority *as much as possible* to teams and individuals at the edge, where the action and the information are. This is made possible by new forms of decision making that leverage purpose, principles, consent, and advice to ensure that the choices being made are informed and sound. That means taking the time to define the decision rights held by each member, role, and team. *Who* can make a decision and *how* it should be made are critical components [that] can’t be left to chance.<sup>lxxviii</sup>

“Maximizing freedom means minimizing policy.”<sup>lxxix</sup> What is the smallest amount of policy required to protect the organization while preserving flexibility to learn and act with judgment?<sup>lxxx</sup>

When David Marquet took over the USS *Santa Fe*—a nuclear submarine and the worst-performing ship in its fleet—he vowed never to give another order, only to share his vision for the ship. Every request for orders from the sailors under his command was met with “Well, what do *you* intend to do?” And at first, they were unsure. No one had ever asked. But in time, they came prepared. “Captain, I intend to submerge the ship.” Marquet would simply reply, “Very well.” He

primed his people to think for themselves and claim the freedom and responsibility to run the ship. In the years that followed, the USS *Santa Fe* went from worst to first, setting the bar for retention, operations, and promotions.<sup>lxxxix</sup>

“Put the authority where the information is.” In doing so you create a thinking environment where the employee believes they matter. By giving control you create leaders.<sup>lxxxix</sup> [*Readers are encouraged to watch the 9-minute video “What is leadership?” at this link : <https://youtu.be/pYKH2uSax8U>.*]

Involving employees more deeply in the decision-making process is not about giving them all decisions to make on their own. In the previous example of the USS *Santa Fe*, the captain retained all decision-making authority for the launch of missiles and torpedoes. He believed that the responsibility and accountability for any decisions that could result in the loss of life needed to remain on his shoulders.

How decisions are made matters to the culture and to performance as well. Participatory decision making increases employee motivation. Increasing their involvement in organizational operations improves the culture and employee performance, especially when employees believe they have a stake in a shared outcome. Greater involvement allows employees to grow, resulting in a deeper bench from which to promote. Motivated employees are also likely to be more innovative if they have some decision-making authority over their work processes.

Involved staff are more motivated. Motivated staff are more loyal, perform higher, and are happier. Loyal staff are easier to retain.

## **Employee Engagement and Motivation**

Studies conducted by research psychologists Edward Deci and Richard Ryan resulted in what is called the *self-determination theory*. They proposed that humans have three innate psychological needs: autonomy, competence, and relatedness. Autonomy, the ability to make choices and direct our own lives, free from the control of others, may be the most important of the three. They theorized that we are born naturally curious and ready to explore; *intrinsic* (innate) motivation to learn and grow is built-in. This can be enhanced or undermined. If autonomy is increased, motivation thrives; if autonomy is decreased motivation erodes.<sup>lxxxix</sup>

Motivation under Systems 3 and 4, according to Likert, take advantage of these characteristics by recommending a motivational focus that provides challenging work that leads to personal growth. Likert warns that relying solely on economic needs and direct pressure as motivators are likely to produce disappointing results. Recognizing the results in a way that is meaningful to the individual increases their sense of self-worth, gives them pride in their contribution, and knits them more tightly to the organization and their work group.<sup>lxxxix</sup>

Money as a motivator needs to be put into proper perspective. Hygiene factors<sup>lxxxv</sup> keep people from becoming unhappy at work, but they do not motivate people to produce higher-level performance. [*emphasis added*] They are necessary and essential to an employee's professional well-being but don't motivate them to go the extra mile. Instead, money, punishment and a host of other external factors may increase or decrease enjoyment of an activity but can also lead to decreased intrinsic motivation and reduced performance.

“If people begin an activity with expectations of being paid, they are likely to be more extrinsically motivated for the activity than intrinsically motivated. The addition of payments is likely to further decrease their intrinsic motivation (although they may be satisfied by the payments), whereas no payment, if payment is expected, is likely to result in anger, and dissatisfaction as well as a low level of intrinsic

motivation.” Hygiene factors are things that, if not handled properly, will generate dissatisfaction. They include compensation, job security, status, work environment, management practices, and company policies. Companies have to address these factors or people will be dissatisfied. Improving hygiene factors removes dissatisfaction, but it doesn’t make people happier or more satisfied. Dissatisfaction and satisfaction are separate measures, rather than existing on a continuum from unhappy to happy.

Providing rewards and involvement in guiding the operations is a highly desired motivation practice. Knowing what motivates staff and using those motivators increases productivity, job satisfaction, and retention.

## THE PRACTICE AND PITFALLS OF PERFORMANCE MANAGEMENT

Performance management is a tool that can be very effective if done well and a grand waste of time if done poorly.

In their landmark article, *Measurement Standards in City Administration: Technique of Appraising Standards*, Clarence E. Ridley and future Nobel Prize winner Herbert A. Simon wrote that old standards of measurement were inadequate guides to government administration. They proposed new standards of measurement, writing “It cannot be emphasized too strongly that these standards are not theoretical concepts devised by academicians. Nor are they intended as playthings for statisticians. They are practical tools by means of which practical legislators and administrators can meet the practical need of choosing between alternative courses of action.” These measures are useful in appraising the effectiveness and efficiency of city services. Measurement occurs against a set of objectives or values and the extent to which those have been achieved.<sup>lxxxvi</sup>

Whether applied to the individual, the work group, the division, the department, the process, or the organization as a whole, the critical question is how effectively does an organization deliver on its mission and make a distinctive impact, relative to its resources? The basic idea for the organization is to separate inputs from outputs and hold itself accountable for progress in outputs, *even if those outputs defy measurement*. “It doesn’t really matter whether you can quantify your results. What matters is that you rigorously assemble evidence—quantitative or qualitative—to track your progress. If the evidence is primarily qualitative, think like a trial lawyer assembling the combined body of evidence. If the evidence is primarily quantitative, then think of yourself as a laboratory scientist assembling and assessing the data. What matters is not finding the perfect indicator but settling upon a consistent and intelligent method of assessing your output results, and then tracking your trajectory with rigor.”<sup>lxxxvii</sup>

Consider a specific internal process. The process is intended to accomplish some output or produce some outcome at a known cost and within some acceptable time period. All those items can be measured. When the standards are established and progress is measured against those standards, a determination of success can be made. Where results fall short of expectations, reasons can be investigated, and adjustments made. This tool, if rigorously applied, can identify weaknesses and shortfalls in processes before they become problems. It does an organization no good to have problems hide that can be identified and corrected by applying the right tools in a disciplined manner.

“If there’s one quote that’s particularly popular in management circles, it’s ‘what gets measured gets managed’—often misattributed to famous management consultant Peter Drucker. First, Drucker never said this; second, he actually didn’t believe such a thing; third, the idea is flawed.”<sup>lxxxviii</sup> In his paper, *Dysfunctional Consequences of Performance Measurements*, V.F. Ridgway stated that “Quantitative measures of performance are tools and are undoubtedly useful. But research indicates that indiscriminate use and undue confidence and reliance in them result from insufficient knowledge of the full effects and consequences. Judicious use of a tool requires awareness

of possible side effects and reactions. Otherwise, indiscriminate use may result in side effects and reactions outweighing the benefits...The cure is sometimes worse than the disease.”<sup>lxxxix</sup>

Three potential pitfalls to measurement include<sup>xc</sup>:

**The wrong metrics can lead to unintended consequences.** Consider this example from the study of Soviet-era management: “The output of an entire plant may be allowed to fall off in order to create conditions under which one worker can make a production record, when the importance of such a record is considered greater than over-all plant production.”

**People are more than numbers.** Not everything people do can be captured in a metric.

**When a measure becomes a target, it ceases to be a good measure.** Gaming the system to meet a target can make the measure useless.

How does an organization execute mindful measurement? Measurement for measurement’s sake is busy work. Start by deciding what is important to measure. Then consider these rules of thumb.

**People-first management.** This echoes previous statements in this report about the importance of relationships in management (refer to Likert’s principle of supportive relationships.) Peter Drucker said this about the role of a manager: “Your first role is the personal one. It is the relationship with people, the development of mutual confidence, the identification of people, the creation of a community. This is something only you can do. It cannot be measured or easily defined. But it is not only a key function. It is one only you can perform.”<sup>xcii</sup> Dignan refers to this as being “people positive.”

**Metacognition.** Reflect on the way current measurement practices affect the way staff think and work. Is the system being gamed? Are there unintended consequences?

**Non-measurable performance indicators.** There are not always perfect indicators. Accept this reality.

The City once attempted the practice of performance measurement. It was unsuccessful and subsequently ended.

The right tool, properly applied, can make a difference.

## THE IMPORTANCE OF COMMUNICATION

Information that flows up, down, and across an organization, department, division, or work group is a preferred flow in that management and staff are better informed and are (hopefully) carrying on useful dialogue and sharing critical information as a result. Vertical-only communication flow can reinforce silos and rob others outside—and even inside—of a department, division, or work group of needed information. It can also cripple cross-departmental collaboration.

These are some of the most impacting aspects affecting communication:

- **Communication Methods:** There are many communication platforms in play in the City (email, Teams, text messaging, the City Intranet, SharePoint, video presentations, and meetings (both in person and virtual), yet there are no guidelines on how and when to best use them. For example, for decades, email was the channel of choice to the point where keeping up with an individual’s inbox became almost a career. Microsoft Teams was rolled out during the pandemic when office staff was sent home. Teams provided a platform for instant communication via its Chat function in addition to virtual meetings and real-time file collaboration functionality. Some staff adapted to the new platform and sought to maximize its effectiveness. Others eschewed it and stuck with emails. There were no standard guidelines for staff to

follow regarding when it was appropriate to use which platform, although there was potential for increasing efficiency with proper guidelines. The result was communications breakdowns and frustration that some staff were moving forward with new technology and others were not.

- **Communication Volume:** At times, it seems like there is an endless stream of inbound information. It used to be that office communication was often handled via meetings (some formal and some informal), printed materials, and phone calls. Digital platforms made it possible to easily share information, whether necessary or not, without interacting personally with an intended audience, and without considering their workload or the time or day of the week the email was sent. Expectations regarding handling emails were not always clear if they existed. Email overload resulted in some staff being preoccupied with ensuring each email was properly handled, which often required significant time beyond normal work hours. Others gave up and handled their inboxes when they felt like it. In the former case, staff spent an inordinate amount of potentially productive time responding to things that may not have been important or time sensitive. In the latter case, the communications chain was disrupted, and staff work was impacted. With MS Teams, virtual meetings overload became as bad as email overload. [Forget the technical challenges that accompany the new virtual meeting technology; the ease of scheduling a meeting created overloaded schedules at the cost of other work.] While some forms of meetings will always be necessary, there are many unnecessary meetings that occur, at great cost when preparation time, attendance time, and opportunity cost lost are factored in. Some of these meetings occur because “it’s how we have always done it.” Inertia does not lead to improvement. The most important question about meetings that is rarely, if ever, asked is: “Do we really need this meeting or is there another way?” Meetings tend to be the default instead of alternative methods that might be more efficient. Again, there need to be guidelines.
- **Communication Clarity:** Because of the volume of communication, clarity and concision are paramount requirements. The city’s Communications department invests significant time and effort to make communications easily consumable by staff, yet their efforts alone are insufficient to ensure the success of city communications (and to be clear, we are discussing internal communications.) Leadership has an active responsibility to make sure the right information gets to the right people in a timely and clear manner. It is a common refrain from staff that not all information gets down into the various organizational layers.
- **Communication Trustworthiness:** Or, perhaps more appropriately, communicator trustworthiness. Positive relationships that build trust enhance the trustworthiness of communications. The information also needs to be perceived as valuable and useful, otherwise, staff stop paying attention. The information included in communications needs to prove to be trustworthy. That can only be determined after the fact. If something was communicated to happen, it should happen. Information perceived as incomplete, intentionally vague, deceptive, insincere, contradictory, or that doesn’t make sense to the intended audience will be looked upon with skepticism.
- **Communication Timing:** Information should be provided well enough in advance to allow the intended audience to process it effectively, but not too soon that it is forgotten or too late that it affects the audience’s ability to respond appropriately. The more often a message can be communicated, the more likely it is to stick.

The ability to question information and openly discuss it without fear of embarrassment or rejection contributes to psychological safety in the workplace. “Show genuine curiosity, and honor candor and truth-telling. Be open-minded, compassionate, and empathetic when someone is brave enough to say something challenging the status quo.”<sup>xcii</sup>

According to Root Management, there are eight fears that drive employees to guard their words<sup>xciii</sup>:

1. The fear of indictment for past performance
2. The fear of being branded and punished for not being on board
3. The fear of offending a teammate or colleague
4. The fear of not being accepted by the team
5. The fear that speaking the truth will zap valuable time and energy and never be resolved anyway (don't open a can of worms)
6. The fear of not being valued if I say what I really think
7. The fear that it is just not safe to talk about the truth
8. The fear of letting others know you don't have it all figured out

Multi-directional communication leads to improved cooperation within and between teams. It can also improve teamwork as groups share practices and information; it makes collaboration more productive.

## AN OBSTACLE TO CHANGING THE CULTURE: BURNOUT

Burnout is more than just physical exhaustion; it is much more chronic and cannot be cured with occasional time off, according to Jonathan Malesic in his book **The End of Burnout: Why Work Drains Us and How to Build Better Lives**. The *International Classification of Diseases-11*, describes burnout in this way:

Burn-out is a syndrome conceptualized as resulting from chronic workplace stress that has not been successfully managed. It is characterized by three dimensions: 1) feelings of energy depletion or exhaustion; 2) increased mental distance from one's job, or feelings of negativism or cynicism related to one's job; and 3) reduced professional efficacy. Burn-out refers specifically to phenomena in the occupational context and should not be applied to describe experiences in other areas of life.<sup>xv</sup>

Malesic states that workers experience burnout in different ways. For example, in a study of hospital workers during the pandemic, those in administrative roles were more susceptible to burnout than the doctors and nurses on the frontlines. Burnout is not new; it was not born out of the pandemic. It has existed throughout history under other names such as *melancholia* (dating back to Ancient Greece) and *neurasthenia* (first used as early as 1829) to name two.<sup>xv</sup> Malesic also states that the cure for burnout is to disconnect oneself from the source of their stress. In other words, staff change jobs for their own emotional well-being.

Contributing to burnout is an excessive workload resulting from insufficient resources to meet expected service level requirements that have not been adjusted; an inordinate number of “priorities” that exceed available time and staffing; and a failure to adequately manage all the above. The expectations are not resource realistic. “Sometimes leaders are unaware of all the initiatives under way and their impact on the organization. In other cases, organizational politics conspire to let initiatives continue long after they should have run their course. Either way, overload can result in costly productivity and quality problems and employee burnout. In many organizations, the alarm bells for initiative overload ring when engagement survey results drop, or turnover levels rise—or both.”<sup>xv</sup> [emphasis added]

We recognize that city stakeholders have expectations regarding the services for which they pay taxes. However, it is the responsibility of leadership to consider the organizational cost of existing priorities in the context of changing circumstances and to appropriately manage expectations. The costs of mismanaging priorities amidst resource challenges can include the loss of institutional memory as staff leave for other jobs to escape burnout; the damage to the city’s reputation, making it more difficult to recruit replacements (the Glassdoor rating for Aurora’s Culture and Values is currently at 3.1 out of 5); the costs to replace staff which can be multiples of part

or all of the position's salary; the impact on productivity as fewer people remain to bear the burden; increases in healthcare costs as overworked employees become physically ill in response to burnout. These costs are real and can be debilitating.

These leading practices above informed our recommendations for remedying the issues identified. [See [Recommendations](#)]

## Appendix – All Department Results by Question

### LEADERSHIP

How much confidence and trust does your direct supervisor show in you?	No confidence or trust	Low confidence and low trust	A moderate amount of confidence and trust	A great deal of confidence and trust
Aurora Fire Rescue	1.04%	6.25%	20.83%	71.88%
Aurora Police Department	3.35%	6.70%	13.88%	76.08%
Aurora Water	1.99%	4.38%	18.33%	75.30%
Aurora911	0.00%	5.56%	27.78%	66.67%
City Attorney's Office	8.00%	4.00%	24.00%	64.00%
City Clerk's Office	0.00%	0.00%	14.29%	85.71%
City Manager's Office	0.00%	0.00%	11.11%	88.89%
Communications	3.85%	3.85%	7.69%	84.62%
Court Administration	2.78%	16.67%	33.33%	47.22%
Finance	0.00%	0.00%	11.11%	88.89%
Housing and Community Services	0.00%	9.09%	20.00%	70.91%
Human Resources	0.00%	4.35%	21.74%	73.91%
Information Technology	0.00%	1.75%	12.28%	85.96%
Judicial	0.00%	20.00%	0.00%	80.00%
Library and Cultural Services	4.35%	4.35%	21.74%	69.57%
Mayor and City Council	0.00%	50.00%	50.00%	0.00%
Office of Development Assistance	0.00%	0.00%	0.00%	100.00%
Office of Diversity, Equity, and Inclusion	0.00%	0.00%	0.00%	100.00%
Office of International and Immigrant Affairs	0.00%	0.00%	0.00%	100.00%
Office of Oil and Gas	0.00%	0.00%	0.00%	100.00%
Office of the Internal Auditor	0.00%	0.00%	0.00%	100.00%
Office of the Public Defender	0.00%	0.00%	66.67%	33.33%
Planning and Development Assistance	6.67%	0.00%	20.00%	73.33%
Planning and Development Services	0.00%	0.00%	30.00%	70.00%
PROS	0.69%	2.78%	24.31%	72.22%
Public Works	2.59%	3.33%	17.04%	77.04%



## LEADERSHIP

How free do you feel to talk to your direct supervisor about your job?	I don't feel free at all	Somewhat free	Moderately free	Very free
Aurora Fire Rescue	8.33%	11.46%	18.75%	61.46%
Aurora Police Department	8.61%	12.92%	11.48%	66.99%
Aurora Water	5.18%	11.95%	13.55%	69.32%
Aurora911	11.11%	22.22%	27.78%	38.89%
City Attorney's Office	12.00%	12.00%	24.00%	52.00%
City Clerk's Office	0.00%	14.29%	0.00%	85.71%
City Manager's Office	0.00%	22.22%	11.11%	66.67%
Communications	3.85%	15.38%	11.54%	69.23%
Court Administration	16.67%	16.67%	16.67%	50.00%
Finance	0.00%	7.41%	14.81%	77.78%
Housing and Community Services	5.45%	14.55%	23.64%	56.36%
Human Resources	0.00%	26.09%	8.70%	65.22%
Information Technology	3.51%	5.26%	14.04%	77.19%
Judicial	10.00%	10.00%	0.00%	80.00%
Library and Cultural Services	8.33%	12.50%	29.17%	50.00%
Mayor and City Council	0.00%	100.00%	0.00%	0.00%
Office of Development Assistance	0.00%	16.67%	33.33%	50.00%
Office of Diversity, Equity, and Inclusion	0.00%	0.00%	0.00%	100.00%
Office of International and Immigrant Affairs	0.00%	0.00%	0.00%	100.00%
Office of Oil and Gas	0.00%	0.00%	50.00%	50.00%
Office of the Internal Auditor	0.00%	0.00%	0.00%	100.00%
Office of the Public Defender	16.67%	33.33%	0.00%	50.00%
Planning and Development Assistance	6.67%	26.67%	26.67%	40.00%
Planning and Development Services	0.00%	20.00%	20.00%	60.00%
PROS	4.86%	11.81%	20.83%	62.50%
Public Works	6.67%	8.89%	12.22%	72.22%

## LEADERSHIP

How often do managers/supervisors seek out and constructively use your ideas and those of your peers?	Never	Sometimes	Often	Very frequently
Aurora Fire Rescue	14.58%	46.88%	23.96%	14.58%
Aurora Police Department	13.88%	43.54%	22.49%	20.10%
Aurora Water	6.37%	33.86%	27.49%	32.27%
Aurora911	11.11%	44.44%	22.22%	22.22%
City Attorney's Office	20.00%	44.00%	16.00%	20.00%
City Clerk's Office	0.00%	14.29%	71.43%	14.29%
City Manager's Office	0.00%	33.33%	11.11%	55.56%
Communications	3.85%	19.23%	34.62%	42.31%
Court Administration	30.56%	30.56%	22.22%	16.67%
Finance	1.85%	22.22%	27.78%	48.15%
Housing and Community Services	18.18%	41.82%	21.82%	18.18%
Human Resources	0.00%	39.13%	34.78%	26.09%
Information Technology	5.26%	42.11%	29.82%	22.81%
Judicial	10.00%	40.00%	20.00%	30.00%
Library and Cultural Services	14.58%	35.42%	27.08%	22.92%
Mayor and City Council	0.00%	100.00%	0.00%	0.00%
Office of Development Assistance	0.00%	16.67%	33.33%	50.00%
Office of Diversity, Equity, and Inclusion	0.00%	0.00%	100.00%	0.00%
Office of International and Immigrant Affairs	0.00%	0.00%	0.00%	100.00%
Office of Oil and Gas	0.00%	100.00%	0.00%	0.00%
Office of the Internal Auditor	0.00%	0.00%	33.33%	66.67%
Office of the Public Defender	16.67%	33.33%	33.33%	16.67%
Planning and Development Assistance	6.67%	60.00%	26.67%	6.67%
Planning and Development Services	0.00%	60.00%	20.00%	20.00%
PROS	6.94%	45.14%	27.78%	20.14%
Public Works	7.04%	37.41%	28.89%	26.67%

**MOTIVATION**

<b>Which of the following manners most closely resembles how managers/supervisors in your work group motivate staff to do their work?</b>	<b>Fear, threats, punishment, and occasional rewards</b>	<b>Rewards and some actual or potential punishment</b>	<b>Rewards, occasional punishment, and some involvement in guiding the operations</b>	<b>Rewards and involvement in guiding the operations</b>
Aurora Fire Rescue	32.29%	9.38%	14.58%	43.75%
Aurora Police Department	23.44%	9.57%	25.84%	41.15%
Aurora Water	14.74%	6.37%	19.12%	59.76%
Aurora911	22.22%	22.22%	38.89%	16.67%
City Attorney's Office	40.00%	4.00%	32.00%	24.00%
City Clerk's Office	0.00%	0.00%	28.57%	71.43%
City Manager's Office	11.11%	0.00%	0.00%	88.89%
Communications	19.23%	0.00%	0.00%	80.77%
Court Administration	27.78%	8.33%	19.44%	44.44%
Finance	0.00%	3.70%	7.41%	88.89%
Housing and Community Services	20.00%	7.27%	20.00%	52.73%
Human Resources	0.00%	4.35%	17.39%	78.26%
Information Technology	3.51%	5.26%	10.53%	80.70%
Judicial	10.00%	10.00%	0.00%	80.00%
Library and Cultural Services	10.42%	12.50%	22.92%	54.17%
Mayor and City Council	50.00%	50.00%	0.00%	0.00%
Office of Development Assistance	0.00%	0.00%	0.00%	100.00%
Office of Diversity, Equity, and Inclusion	0.00%	0.00%	0.00%	100.00%
Office of International and Immigrant Affairs	0.00%	0.00%	0.00%	100.00%
Office of Oil and Gas	0.00%	0.00%	0.00%	100.00%
Office of the Internal Auditor	0.00%	0.00%	0.00%	100.00%
Office of the Public Defender	33.33%	0.00%	16.67%	50.00%
Planning and Development Assistance	13.33%	6.67%	20.00%	60.00%
Planning and Development Services	0.00%	10.00%	20.00%	70.00%
PROS	9.72%	4.86%	27.78%	57.64%
Public Works	10.00%	9.63%	24.07%	56.30%

## MOTIVATION

At work, are you given the opportunity to do what you do best every day?	No, not really	Some days, but not most	Most days, but not all	Every day
Aurora Fire Rescue	9.38%	13.54%	36.46%	40.63%
Aurora Police Department	15.79%	17.70%	37.32%	29.19%
Aurora Water	3.98%	9.16%	43.03%	43.82%
Aurora911	16.67%	16.67%	50.00%	16.67%
City Attorney's Office	8.00%	20.00%	48.00%	24.00%
City Clerk's Office	0.00%	0.00%	14.29%	85.71%
City Manager's Office	11.11%	11.11%	11.11%	66.67%
Communications	0.00%	7.69%	38.46%	53.85%
Court Administration	27.78%	2.78%	27.78%	41.67%
Finance	1.85%	3.70%	35.19%	59.26%
Housing and Community Services	7.27%	23.64%	40.00%	29.09%
Human Resources	4.35%	26.09%	26.09%	43.48%
Information Technology	3.51%	8.77%	42.11%	45.61%
Judicial	10.00%	0.00%	30.00%	60.00%
Library and Cultural Services	6.25%	14.58%	41.67%	37.50%
Mayor and City Council	0.00%	0.00%	100.00%	0.00%
Office of Development Assistance	0.00%	0.00%	50.00%	50.00%
Office of Diversity, Equity, and Inclusion	0.00%	0.00%	100.00%	0.00%
Office of International and Immigrant Affairs	0.00%	0.00%	50.00%	50.00%
Office of Oil and Gas	0.00%	0.00%	50.00%	50.00%
Office of the Internal Auditor	0.00%	0.00%	66.67%	33.33%
Office of the Public Defender	0.00%	16.67%	50.00%	33.33%
Planning and Development Assistance	6.67%	20.00%	66.67%	6.67%
Planning and Development Services	10.00%	30.00%	40.00%	20.00%
PROS	9.72%	14.58%	46.53%	29.17%
Public Works	6.67%	10.00%	40.37%	42.96%

## MOTIVATION

Has someone at work talked to you about your progress or performance in the last six months?	Yes	No
Aurora Fire Rescue	68.75%	31.25%
Aurora Police Department	67.94%	32.06%
Aurora Water	90.84%	9.16%
Aurora911	100.00%	0.00%
City Attorney's Office	80.00%	20.00%
City Clerk's Office	71.43%	28.57%
City Manager's Office	66.67%	33.33%
Communications	84.62%	15.38%
Court Administration	69.44%	30.56%
Finance	85.19%	14.81%
Housing and Community Services	81.82%	18.18%
Human Resources	69.57%	30.43%
Information Technology	77.19%	22.81%
Judicial	30.00%	70.00%
Library and Cultural Services	70.83%	29.17%
Mayor and City Council	100.00%	0.00%
Office of Development Assistance	100.00%	0.00%
Office of Diversity, Equity, and Inclusion	100.00%	0.00%
Office of International and Immigrant Affairs	50.00%	50.00%
Office of Oil and Gas	50.00%	50.00%
Office of the Internal Auditor	33.33%	66.67%
Office of the Public Defender	66.67%	33.33%
Planning and Development Assistance	86.67%	13.33%
Planning and Development Services	90.00%	10.00%
PROS	78.47%	21.53%
Public Works	85.93%	14.07%

## TEAMWORK

How well do you and the members of your work group work together as a team?	Extremely not well	Somewhat not well	Somewhat well	Extremely well
Aurora Fire Rescue	1.11%	2.22%	25.56%	71.11%
Aurora Police Department	2.58%	7.73%	34.54%	55.15%
Aurora Water	1.72%	4.72%	38.20%	55.36%
Aurora911	0.00%	6.25%	37.50%	56.25%
City Attorney's Office	4.17%	0.00%	54.17%	41.67%
City Clerk's Office	0.00%	0.00%	28.57%	71.43%
City Manager's Office	0.00%	0.00%	25.00%	75.00%
Communications	4.35%	0.00%	13.04%	82.61%
Court Administration	9.68%	16.13%	22.58%	51.61%
Finance	2.04%	2.04%	30.61%	65.31%
Housing and Community Services	1.96%	7.84%	33.33%	56.86%
Human Resources	0.00%	14.29%	28.57%	57.14%
Information Technology	0.00%	9.43%	32.08%	58.49%
Judicial	0.00%	0.00%	30.00%	70.00%
Library and Cultural Services	4.55%	4.55%	52.27%	38.64%
Mayor and City Council	0.00%	0.00%	0.00%	100.00%
Office of Development Assistance	0.00%	0.00%	0.00%	100.00%
Office of Diversity, Equity, and Inclusion	0.00%	0.00%	100.00%	0.00%
Office of International and Immigrant Affairs	0.00%	0.00%	50.00%	50.00%
Office of Oil and Gas	0.00%	0.00%	0.00%	100.00%
Office of the Internal Auditor	0.00%	0.00%	0.00%	100.00%
Office of the Public Defender	0.00%	16.67%	50.00%	33.33%
Planning and Development Assistance	0.00%	6.67%	66.67%	26.67%
Planning and Development Services	10.00%	0.00%	30.00%	60.00%
PROS	2.92%	8.03%	32.85%	56.20%
Public Works	0.83%	5.42%	32.08%	61.67%

## TEAMWORK

<b>My teammates _____ contribute high quality work effort.</b>	<b>Rarely</b>	<b>Sometimes</b>	<b>Often</b>	<b>Always</b>
Aurora Fire Rescue	2.08%	9.38%	41.67%	46.88%
Aurora Police Department	3.83%	12.92%	44.02%	39.23%
Aurora Water	0.40%	13.94%	36.65%	49.00%
Aurora911	0.00%	5.56%	72.22%	22.22%
City Attorney's Office	4.00%	20.00%	44.00%	32.00%
City Clerk's Office	0.00%	14.29%	28.57%	57.14%
City Manager's Office	0.00%	0.00%	22.22%	77.78%
Communications	3.85%	0.00%	23.08%	73.08%
Court Administration	11.11%	27.78%	36.11%	25.00%
Finance	0.00%	7.41%	29.63%	62.96%
Housing and Community Services	0.00%	14.55%	38.18%	47.27%
Human Resources	0.00%	13.04%	43.48%	43.48%
Information Technology	0.00%	12.28%	36.84%	50.88%
Judicial	0.00%	0.00%	60.00%	40.00%
Library and Cultural Services	10.42%	12.50%	43.75%	33.33%
Mayor and City Council	0.00%	0.00%	50.00%	50.00%
Office of Development Assistance	0.00%	0.00%	16.67%	83.33%
Office of Diversity, Equity, and Inclusion	0.00%	0.00%	0.00%	100.00%
Office of International and Immigrant Affairs	0.00%	0.00%	0.00%	100.00%
Office of Oil and Gas	0.00%	0.00%	50.00%	50.00%
Office of the Internal Auditor	0.00%	0.00%	33.33%	66.67%
Office of the Public Defender	0.00%	0.00%	66.67%	33.33%
Planning and Development Assistance	0.00%	20.00%	26.67%	53.33%
Planning and Development Services	0.00%	20.00%	40.00%	40.00%
PROS	2.78%	11.11%	47.22%	38.89%
Public Works	2.96%	15.19%	36.67%	45.19%

## COMMUNICATION

<p><b>In this question, “information” includes directions, work results, notices about various important topics, alerts, etc. How does this information in your work group usually flow?</b></p>	<p><b>It only comes down from managers or supervisors</b></p>	<p><b>It mostly comes down from managers or supervisors</b></p>	<p><b>It comes from managers or supervisors above me and, if a supervisor, from staff below me</b></p>	<p><b>Information comes from all directions</b></p>
Aurora Fire Rescue	25.00%	38.54%	7.29%	29.17%
Aurora Police Department	13.40%	25.84%	5.26%	55.50%
Aurora Water	13.15%	33.07%	8.37%	45.42%
Aurora911	38.89%	55.56%	0.00%	5.56%
City Attorney's Office	24.00%	32.00%	4.00%	40.00%
City Clerk's Office	28.57%	57.14%	0.00%	14.29%
City Manager's Office	0.00%	11.11%	0.00%	88.89%
Communications	7.69%	26.92%	11.54%	53.85%
Court Administration	30.56%	16.67%	5.56%	47.22%
Finance	11.11%	38.89%	3.70%	46.30%
Housing and Community Services	16.36%	34.55%	9.09%	40.00%
Human Resources	8.70%	30.43%	4.35%	56.52%
Information Technology	8.77%	36.84%	3.51%	50.88%
Judicial	20.00%	40.00%	0.00%	40.00%
Library and Cultural Services	10.42%	35.42%	14.58%	39.58%
Mayor and City Council	0.00%	100.00%	0.00%	0.00%
Office of Development Assistance	0.00%	33.33%	0.00%	66.67%
Office of Diversity, Equity, and Inclusion	0.00%	50.00%	0.00%	50.00%
Office of International and Immigrant Affairs	0.00%	0.00%	0.00%	100.00%
Office of Oil and Gas	0.00%	0.00%	50.00%	50.00%
Office of the Internal Auditor	0.00%	0.00%	0.00%	100.00%
Office of the Public Defender	0.00%	16.67%	16.67%	66.67%
Planning and Development Assistance	40.00%	26.67%	6.67%	26.67%
Planning and Development Services	0.00%	40.00%	20.00%	40.00%
PROS	16.67%	43.06%	9.03%	31.25%
Public Works	15.56%	37.41%	5.93%	41.11%



**COMMUNICATION**

How is information (e.g. directions, work results, notices about various important topics, alerts, etc.) from any manager/supervisor received in your work group?	It isn't trusted; it is never questioned	It may or may not be trusted , rarely questioned	It isn't trusted, but it is openly and candidly questioned	It is generally trusted and can be openly and candidly questioned
Aurora Fire Rescue	6.25%	39.58%	15.63%	38.54%
Aurora Police Department	7.66%	36.36%	10.53%	45.45%
Aurora Water	3.59%	20.72%	8.37%	67.33%
Aurora911	0.00%	61.11%	22.22%	16.67%
City Attorney's Office	12.00%	60.00%	0.00%	28.00%
City Clerk's Office	0.00%	14.29%	0.00%	85.71%
City Manager's Office	11.11%	11.11%	0.00%	77.78%
Communications	0.00%	15.38%	0.00%	84.62%
Court Administration	5.56%	27.78%	11.11%	55.56%
Finance	0.00%	9.26%	1.85%	88.89%
Housing and Community Services	1.82%	43.64%	9.09%	45.45%
Human Resources	4.35%	17.39%	8.70%	69.57%
Information Technology	1.75%	24.56%	0.00%	73.68%
Judicial	0.00%	20.00%	0.00%	80.00%
Library and Cultural Services	4.17%	35.42%	6.25%	54.17%
Mayor and City Council	0.00%	100.00%	0.00%	0.00%
Office of Development Assistance	0.00%	0.00%	0.00%	100.00%
Office of Diversity, Equity, and Inclusion	0.00%	0.00%	0.00%	100.00%
Office of International and Immigrant Affairs	0.00%	0.00%	0.00%	100.00%
Office of Oil and Gas	0.00%	50.00%	0.00%	50.00%
Office of the Internal Auditor	0.00%	0.00%	0.00%	100.00%
Office of the Public Defender	0.00%	16.67%	0.00%	83.33%
Planning and Development Assistance	0.00%	46.67%	6.67%	46.67%
Planning and Development Services	0.00%	30.00%	0.00%	70.00%
PROS	2.78%	24.31%	6.94%	65.97%
Public Works	2.96%	24.44%	6.67%	65.93%

**COMMUNICATION**

<b>How accurate is information that you and your coworkers share with managers/supervisors above you?</b>	<b>They are not given the truth</b>	<b>They are told what they want to hear and nothing more</b>	<b>They are told what they want to hear, but sometimes given more information</b>	<b>They are given all the facts, whether the news is positive or negative</b>
Aurora Fire Rescue	4.17%	14.58%	12.50%	68.75%
Aurora Police Department	4.31%	9.09%	14.35%	72.25%
Aurora Water	0.80%	3.98%	10.76%	84.46%
Aurora911	0.00%	11.11%	22.22%	66.67%
City Attorney's Office	0.00%	16.00%	20.00%	64.00%
City Clerk's Office	0.00%	0.00%	0.00%	100.00%
City Manager's Office	0.00%	0.00%	22.22%	77.78%
Communications	0.00%	3.85%	19.23%	76.92%
Court Administration	2.78%	11.11%	13.89%	72.22%
Finance	0.00%	0.00%	7.41%	92.59%
Housing and Community Services	1.82%	1.82%	9.09%	87.27%
Human Resources	0.00%	0.00%	0.00%	100.00%
Information Technology	0.00%	0.00%	14.04%	85.96%
Judicial	0.00%	0.00%	0.00%	100.00%
Library and Cultural Services	0.00%	0.00%	22.92%	77.08%
Mayor and City Council	0.00%	50.00%	0.00%	50.00%
Office of Development Assistance	0.00%	0.00%	0.00%	100.00%
Office of Diversity, Equity, and Inclusion	0.00%	0.00%	0.00%	100.00%
Office of International and Immigrant Affairs	0.00%	0.00%	0.00%	100.00%
Office of Oil and Gas	0.00%	0.00%	0.00%	100.00%
Office of the Internal Auditor	0.00%	0.00%	0.00%	100.00%
Office of the Public Defender	0.00%	0.00%	16.67%	83.33%
Planning and Development Assistance	0.00%	0.00%	20.00%	80.00%
Planning and Development Services	0.00%	0.00%	10.00%	90.00%
PROS	0.69%	2.78%	13.89%	82.64%
Public Works	1.48%	4.81%	9.63%	84.07%

**COMMUNICATION**

<b>To what extent are managers/supervisors above you aware of the problems you and your peers face in your jobs?</b>	<b>Often unaware</b>	<b>Moderately aware of problems</b>	<b>Aware of some problems; unaware of others</b>	<b>Generally, quite well aware of problems</b>
Aurora Fire Rescue	30.21%	13.54%	31.25%	25.00%
Aurora Police Department	14.35%	20.57%	23.44%	41.63%
Aurora Water	10.36%	18.73%	21.91%	49.00%
Aurora911	11.11%	11.11%	55.56%	22.22%
City Attorney's Office	24.00%	8.00%	44.00%	24.00%
City Clerk's Office	0.00%	14.29%	28.57%	57.14%
City Manager's Office	11.11%	11.11%	22.22%	55.56%
Communications	0.00%	11.54%	7.69%	80.77%
Court Administration	13.89%	13.89%	30.56%	41.67%
Finance	3.70%	16.67%	25.93%	53.70%
Housing and Community Services	12.73%	25.45%	25.45%	36.36%
Human Resources	8.70%	26.09%	8.70%	56.52%
Information Technology	5.26%	21.05%	31.58%	42.11%
Judicial	20.00%	10.00%	10.00%	60.00%
Library and Cultural Services	20.83%	12.50%	35.42%	31.25%
Mayor and City Council	0.00%	0.00%	100.00%	0.00%
Office of Development Assistance	0.00%	16.67%	16.67%	66.67%
Office of Diversity, Equity, and Inclusion	0.00%	50.00%	0.00%	50.00%
Office of International and Immigrant Affairs	0.00%	0.00%	0.00%	100.00%
Office of Oil and Gas	0.00%	100.00%	0.00%	0.00%
Office of the Internal Auditor	0.00%	33.33%	33.33%	33.33%
Office of the Public Defender	16.67%	50.00%	16.67%	16.67%
Planning and Development Assistance	6.67%	20.00%	26.67%	46.67%
Planning and Development Services	20.00%	30.00%	0.00%	50.00%
PROS	11.11%	24.31%	26.39%	38.19%
Public Works	13.33%	16.30%	19.63%	50.74%

**DECISION MAKING**

<b>At what level in your Department or Office are decisions normally made?</b>	<b>All decisions are made by the top manager</b>	<b>Most decisions are made by the managers or supervisors</b>	<b>In general, decisions are made by the managers or supervisors with some input from staff</b>	<b>Decision-making, regardless of the issue, is made collaboratively with input from across the Department or Office</b>
Aurora Fire Rescue	27.08%	35.42%	30.21%	7.29%
Aurora Police Department	32.06%	26.32%	33.49%	8.13%
Aurora Water	13.15%	24.70%	48.61%	13.55%
Aurora911	22.22%	55.56%	16.67%	5.56%
City Attorney's Office	32.00%	44.00%	20.00%	4.00%
City Clerk's Office	0.00%	28.57%	57.14%	14.29%
City Manager's Office	0.00%	22.22%	22.22%	55.56%
Communications	7.69%	11.54%	46.15%	34.62%
Court Administration	33.33%	22.22%	36.11%	8.33%
Finance	3.70%	22.22%	57.41%	16.67%
Housing and Community Services	30.91%	29.09%	32.73%	7.27%
Human Resources	4.35%	34.78%	30.43%	30.43%
Information Technology	17.54%	17.54%	52.63%	12.28%
Judicial	10.00%	30.00%	50.00%	10.00%
Library and Cultural Services	22.92%	22.92%	47.92%	6.25%
Mayor and City Council	0.00%	100.00%	0.00%	0.00%
Office of Development Assistance	0.00%	16.67%	66.67%	16.67%
Office of Diversity, Equity, and Inclusion	0.00%	0.00%	50.00%	50.00%
Office of International and Immigrant Affairs	0.00%	0.00%	50.00%	50.00%
Office of Oil and Gas	0.00%	0.00%	0.00%	100.00%
Office of the Internal Auditor	0.00%	0.00%	33.33%	66.67%
Office of the Public Defender	33.33%	16.67%	50.00%	0.00%
Planning and Development Assistance	13.33%	60.00%	26.67%	0.00%
Planning and Development Services	10.00%	20.00%	60.00%	10.00%
PROS	17.36%	30.56%	49.31%	2.78%
Public Works	14.81%	30.00%	45.19%	10.00%

**DECISION MAKING**

Are you involved in decisions related to your work?	I am never asked for my input	Occasionally I am asked for my input	Regularly I am asked for my input	I am always asked for my input
Aurora Fire Rescue	17.71%	52.08%	21.88%	8.33%
Aurora Police Department	20.10%	44.02%	29.67%	6.22%
Aurora Water	7.97%	33.07%	48.21%	10.76%
Aurora911	22.22%	55.56%	16.67%	5.56%
City Attorney's Office	20.00%	44.00%	20.00%	16.00%
City Clerk's Office	0.00%	42.86%	57.14%	0.00%
City Manager's Office	0.00%	22.22%	44.44%	33.33%
Communications	0.00%	23.08%	61.54%	15.38%
Court Administration	41.67%	19.44%	27.78%	11.11%
Finance	0.00%	31.48%	46.30%	22.22%
Housing and Community Services	12.73%	50.91%	32.73%	3.64%
Human Resources	0.00%	43.48%	34.78%	21.74%
Information Technology	5.26%	36.84%	43.86%	14.04%
Judicial	10.00%	40.00%	40.00%	10.00%
Library and Cultural Services	10.42%	39.58%	43.75%	6.25%
Mayor and City Council	0.00%	100.00%	0.00%	0.00%
Office of Development Assistance	0.00%	16.67%	50.00%	33.33%
Office of Diversity, Equity, and Inclusion	0.00%	0.00%	100.00%	0.00%
Office of International and Immigrant Affairs	0.00%	0.00%	50.00%	50.00%
Office of Oil and Gas	0.00%	50.00%	0.00%	50.00%
Office of the Internal Auditor	0.00%	0.00%	33.33%	66.67%
Office of the Public Defender	33.33%	16.67%	33.33%	16.67%
Planning and Development Assistance	6.67%	46.67%	33.33%	13.33%
Planning and Development Services	0.00%	50.00%	50.00%	0.00%
PROS	6.94%	47.92%	36.81%	8.33%
Public Works	12.22%	37.41%	39.63%	10.74%

**DECISION MAKING**

<b>Does it matter to you how decisions are made in your work group?</b>	<b>Doesn't matter to me at all</b>	<b>It matters a little but not much</b>	<b>It matters most of the time, but not always</b>	<b>It matters to me very much</b>
Aurora Fire Rescue	3.13%	5.21%	38.54%	53.13%
Aurora Police Department	1.44%	16.75%	36.84%	44.98%
Aurora Water	1.59%	11.55%	42.63%	44.22%
Aurora911	0.00%	5.56%	61.11%	33.33%
City Attorney's Office	0.00%	12.00%	32.00%	56.00%
City Clerk's Office	14.29%	14.29%	0.00%	71.43%
City Manager's Office	0.00%	22.22%	33.33%	44.44%
Communications	3.85%	0.00%	53.85%	42.31%
Court Administration	8.33%	16.67%	30.56%	44.44%
Finance	3.70%	12.96%	48.15%	35.19%
Housing and Community Services	0.00%	7.27%	21.82%	70.91%
Human Resources	0.00%	4.35%	43.48%	52.17%
Information Technology	0.00%	15.79%	42.11%	42.11%
Judicial	10.00%	20.00%	20.00%	50.00%
Library and Cultural Services	2.08%	2.08%	31.25%	64.58%
Mayor and City Council	0.00%	0.00%	0.00%	100.00%
Office of Development Assistance	0.00%	0.00%	50.00%	50.00%
Office of Diversity, Equity, and Inclusion	0.00%	0.00%	100.00%	0.00%
Office of International and Immigrant Affairs	0.00%	0.00%	50.00%	50.00%
Office of Oil and Gas	0.00%	0.00%	50.00%	50.00%
Office of the Internal Auditor	0.00%	0.00%	33.33%	66.67%
Office of the Public Defender	0.00%	16.67%	50.00%	33.33%
Planning and Development Assistance	0.00%	0.00%	40.00%	60.00%
Planning and Development Services	0.00%	0.00%	70.00%	30.00%
PROS	0.69%	9.72%	40.97%	48.61%
Public Works	4.81%	13.70%	32.96%	48.52%

## DECISION MAKING

Does the decision-making process change how you feel about carrying out any decisions made?	Not at all	Some	More often than not	Very much
Aurora Fire Rescue	14.58%	43.75%	17.71%	23.96%
Aurora Police Department	17.70%	41.63%	12.44%	28.23%
Aurora Water	22.31%	45.82%	12.75%	19.12%
Aurora911	16.67%	38.89%	22.22%	22.22%
City Attorney's Office	16.00%	52.00%	12.00%	20.00%
City Clerk's Office	57.14%	28.57%	14.29%	0.00%
City Manager's Office	66.67%	11.11%	11.11%	11.11%
Communications	26.92%	34.62%	23.08%	15.38%
Court Administration	27.78%	30.56%	8.33%	33.33%
Finance	35.19%	38.89%	11.11%	14.81%
Housing and Community Services	14.55%	38.18%	10.91%	36.36%
Human Resources	26.09%	39.13%	13.04%	21.74%
Information Technology	29.82%	38.60%	8.77%	22.81%
Judicial	60.00%	20.00%	0.00%	20.00%
Library and Cultural Services	12.50%	29.17%	12.50%	45.83%
Mayor and City Council	0.00%	0.00%	0.00%	100.00%
Office of Development Assistance	33.33%	50.00%	16.67%	0.00%
Office of Diversity, Equity, and Inclusion	50.00%	50.00%	0.00%	0.00%
Office of International and Immigrant Affairs	0.00%	50.00%	0.00%	50.00%
Office of Oil and Gas	50.00%	50.00%	0.00%	0.00%
Office of the Internal Auditor	33.33%	66.67%	0.00%	0.00%
Office of the Public Defender	33.33%	0.00%	16.67%	50.00%
Planning and Development Assistance	6.67%	53.33%	13.33%	26.67%
Planning and Development Services	10.00%	20.00%	30.00%	40.00%
PROS	13.89%	50.00%	9.03%	27.08%
Public Works	32.22%	38.15%	9.63%	20.00%

## GOALS

How are work group tasks developed and assigned?	Managers supervisors develop and assign the tasks	Usually managers supervisors develop and assign the tasks, but sometimes staff is asked for input	Staff provide input, but the managers supervisors ultimately design and assign the tasks	Staff and managers/supervisors discuss and agree on needed tasks and their assignment as a group, except in times of crisis
Aurora Fire Rescue	39.58%	30.21%	17.71%	12.50%
Aurora Police Department	30.14%	26.79%	23.44%	19.62%
Aurora Water	20.32%	30.68%	26.29%	22.71%
Aurora911	44.44%	27.78%	16.67%	11.11%
City Attorney's Office	60.00%	20.00%	12.00%	8.00%
City Clerk's Office	14.29%	57.14%	0.00%	28.57%
City Manager's Office	11.11%	22.22%	44.44%	22.22%
Communications	15.38%	11.54%	26.92%	46.15%
Court Administration	63.89%	19.44%	8.33%	8.33%
Finance	5.56%	27.78%	29.63%	37.04%
Housing and Community Services	32.73%	29.09%	25.45%	12.73%
Human Resources	8.70%	26.09%	30.43%	34.78%
Information Technology	14.04%	19.30%	24.56%	42.11%
Judicial	20.00%	50.00%	10.00%	20.00%
Library and Cultural Services	16.67%	25.00%	29.17%	29.17%
Mayor and City Council	100.00%	0.00%	0.00%	0.00%
Office of Development Assistance	0.00%	33.33%	33.33%	33.33%
Office of Diversity, Equity, and Inclusion	0.00%	0.00%	50.00%	50.00%
Office of International and Immigrant Affairs	0.00%	50.00%	0.00%	50.00%
Office of Oil and Gas	0.00%	0.00%	0.00%	100.00%
Office of the Internal Auditor	0.00%	0.00%	33.33%	66.67%
Office of the Public Defender	50.00%	0.00%	33.33%	16.67%
Planning and Development Assistance	33.33%	33.33%	26.67%	6.67%
Planning and Development Services	20.00%	50.00%	10.00%	20.00%
PROS	20.14%	31.25%	30.56%	18.06%
Public Works	37.78%	29.63%	23.70%	8.89%



## GOALS

Who do you believe is responsible for accomplishing Department or Office goals? [Your Department or Office may not set goals for itself or you may be unaware of them. If either is the case, answer as if they did.]	The top-level manager	All managers or supervisors	Most staff, regardless of level	Everyone, regardless of whether they are management or staff, should feel personally responsible
Aurora Fire Rescue	18.75%	7.29%	13.54%	60.42%
Aurora Police Department	18.18%	7.18%	12.44%	62.20%
Aurora Water	6.77%	12.35%	12.75%	68.13%
Aurora911	5.56%	22.22%	22.22%	50.00%
City Attorney's Office	20.00%	16.00%	4.00%	60.00%
City Clerk's Office	0.00%	28.57%	0.00%	71.43%
City Manager's Office	0.00%	11.11%	0.00%	88.89%
Communications	7.69%	7.69%	0.00%	84.62%
Court Administration	8.33%	13.89%	13.89%	63.89%
Finance	3.70%	9.26%	12.96%	74.07%
Housing and Community Services	7.27%	14.55%	12.73%	65.45%
Human Resources	8.70%	4.35%	8.70%	78.26%
Information Technology	8.77%	17.54%	15.79%	57.89%
Judicial	0.00%	0.00%	20.00%	80.00%
Library and Cultural Services	16.67%	10.42%	22.92%	50.00%
Mayor and City Council	0.00%	100.00%	0.00%	0.00%
Office of Development Assistance	0.00%	0.00%	0.00%	100.00%
Office of Diversity, Equity, and Inclusion	50.00%	0.00%	0.00%	50.00%
Office of International and Immigrant Affairs	0.00%	0.00%	0.00%	100.00%
Office of Oil and Gas	0.00%	0.00%	0.00%	100.00%
Office of the Internal Auditor	0.00%	0.00%	0.00%	100.00%
Office of the Public Defender	0.00%	0.00%	0.00%	100.00%
Planning and Development Assistance	0.00%	33.33%	26.67%	40.00%
Planning and Development Services	0.00%	20.00%	0.00%	80.00%
PROS	13.19%	10.42%	12.50%	63.89%
Public Works	9.26%	13.70%	12.22%	64.81%

**CONTROL**

Do staff secretly resist or ignore supervisor’s/manager’s direction (what, how, or when to do something) in your work group?	There is strong resistance to supervisor’s manager’s direction, and the direction is frequently ignored	There is partial resistance to supervisor’s manager’s direction, and the direction is sometimes ignored	There is occasional resistance to supervisor’s manager’s direction, but the direction is rarely ignored	Everyone works together to implement supervisor’s manager’s direction
Aurora Fire Rescue	8.33%	21.88%	37.50%	32.29%
Aurora Police Department	3.35%	19.14%	40.67%	36.84%
Aurora Water	0.80%	9.56%	41.83%	47.81%
Aurora911	11.11%	33.33%	38.89%	16.67%
City Attorney's Office	4.00%	24.00%	48.00%	24.00%
City Clerk's Office	0.00%	14.29%	14.29%	71.43%
City Manager's Office	0.00%	22.22%	11.11%	66.67%
Communications	0.00%	7.69%	23.08%	69.23%
Court Administration	5.56%	36.11%	36.11%	22.22%
Finance	0.00%	3.70%	20.37%	75.93%
Housing and Community Services	3.64%	12.73%	47.27%	36.36%
Human Resources	0.00%	8.70%	47.83%	43.48%
Information Technology	0.00%	14.04%	35.09%	50.88%
Judicial	0.00%	0.00%	30.00%	70.00%
Library and Cultural Services	8.33%	18.75%	56.25%	16.67%
Mayor and City Council	0.00%	0.00%	100.00%	0.00%
Office of Development Assistance	0.00%	0.00%	0.00%	100.00%
Office of Diversity, Equity, and Inclusion	0.00%	0.00%	0.00%	100.00%
Office of International and Immigrant Affairs	0.00%	0.00%	50.00%	50.00%
Office of Oil and Gas	0.00%	0.00%	0.00%	100.00%
Office of the Internal Auditor	0.00%	0.00%	0.00%	100.00%
Office of the Public Defender	16.67%	16.67%	16.67%	50.00%
Planning and Development Assistance	0.00%	20.00%	40.00%	40.00%
Planning and Development Services	0.00%	0.00%	50.00%	50.00%
PROS	2.78%	15.28%	40.97%	40.97%
Public Works	3.33%	17.78%	30.00%	48.89%

## CONTROL

<b>Work product is usually reviewed by someone; the decisions of how, when, and where work is done is usually controlled by someone as well. These actions are called review and control functions. In your Department or Office, who is responsible for review and control functions?</b>	<b>All review and control occur at the highest levels of management</b>	<b>Most of the review and control occurs at the highest levels of management with some control delegated downward to other managers supervisors</b>	<b>Much of the review and control is delegated down to managers/supervisors</b>	<b>Review and control responsibilities are shared between staff and managers supervisors up, down, and across the Department or Office</b>
Aurora Fire Rescue	29.17%	33.33%	20.83%	16.67%
Aurora Police Department	14.35%	20.10%	43.54%	22.01%
Aurora Water	9.16%	20.32%	33.47%	37.05%
Aurora911	5.56%	27.78%	50.00%	16.67%
City Attorney's Office	28.00%	24.00%	36.00%	12.00%
City Clerk's Office	14.29%	42.86%	14.29%	28.57%
City Manager's Office	0.00%	22.22%	11.11%	66.67%
Communications	7.69%	15.38%	26.92%	50.00%
Court Administration	30.56%	22.22%	25.00%	22.22%
Finance	1.85%	7.41%	18.52%	72.22%
Housing and Community Services	18.18%	20.00%	41.82%	20.00%
Human Resources	0.00%	26.09%	26.09%	47.83%
Information Technology	10.53%	19.30%	33.33%	36.84%
Judicial	20.00%	30.00%	30.00%	20.00%
Library and Cultural Services	10.42%	31.25%	41.67%	16.67%
Mayor and City Council	0.00%	50.00%	50.00%	0.00%
Office of Development Assistance	0.00%	16.67%	0.00%	83.33%
Office of Diversity, Equity, and Inclusion	0.00%	0.00%	0.00%	100.00%

<b>Work product is usually reviewed by someone; the decisions of how, when, and where work is done is usually controlled by someone as well. These actions are called review and control functions. In your Department or Office, who is responsible for review and control functions?</b>	<b>All review and control occur at the highest levels of management</b>	<b>Most of the review and control occurs at the highest levels of management with some control delegated downward to other managers supervisors</b>	<b>Much of the review and control is delegated down to managers/supervisors</b>	<b>Review and control responsibilities are shared between staff and managers supervisors up, down, and across the Department or Office</b>
Office of International and Immigrant Affairs	0.00%	50.00%	0.00%	50.00%
Office of Oil and Gas	50.00%	0.00%	0.00%	50.00%
Office of the Internal Auditor	0.00%	33.33%	0.00%	66.67%
Office of the Public Defender	33.33%	16.67%	16.67%	33.33%
Planning and Development Assistance	26.67%	13.33%	33.33%	26.67%
Planning and Development Services	0.00%	20.00%	70.00%	10.00%
PROS	10.42%	24.31%	47.22%	18.06%
Public Works	10.74%	17.78%	37.78%	33.70%

## CONTROL

<p>Sometimes staff can join together in cliques, factions, in-groups, or informal groups that can influence how staff respond to management’s decisions. These groups are not part of the formal manage structure but form on their own. This is called an informal organization. To what extent is there an informal organization in your work group?</p>	<p>There is a strong informal organization</p>	<p>There is an informal organization present, but it is not large or widespread</p>	<p>There may be an informal organization present; it depends on what is happening in our work group</p>	<p>There is no informal organization present</p>
Aurora Fire Rescue	38.54%	11.46%	33.33%	16.67%
Aurora Police Department	26.79%	9.57%	33.01%	30.62%
Aurora Water	9.16%	16.33%	28.29%	46.22%
Aurora911	27.78%	22.22%	44.44%	5.56%
City Attorney's Office	20.00%	16.00%	32.00%	32.00%
City Clerk's Office	0.00%	0.00%	28.57%	71.43%
City Manager's Office	11.11%	0.00%	11.11%	77.78%
Communications	11.54%	11.54%	7.69%	69.23%
Court Administration	25.00%	13.89%	27.78%	33.33%
Finance	0.00%	16.67%	18.52%	64.81%
Housing and Community Services	16.36%	14.55%	29.09%	40.00%
Human Resources	17.39%	17.39%	17.39%	47.83%
Information Technology	7.02%	12.28%	22.81%	57.89%
Judicial	0.00%	30.00%	40.00%	30.00%
Library and Cultural Services	31.25%	20.83%	31.25%	16.67%
Mayor and City Council	0.00%	50.00%	0.00%	50.00%
Office of Development Assistance	0.00%	0.00%	50.00%	50.00%
Office of Diversity, Equity, and Inclusion	0.00%	0.00%	0.00%	100.00%
Office of International and Immigrant Affairs	0.00%	0.00%	0.00%	100.00%
Office of Oil and Gas	0.00%	0.00%	0.00%	100.00%
Office of the Internal Auditor	0.00%	0.00%	0.00%	100.00%
Office of the Public Defender	33.33%	16.67%	33.33%	16.67%
Planning and Development Assistance	13.33%	33.33%	20.00%	33.33%
Planning and Development Services	0.00%	30.00%	30.00%	40.00%
PROS	11.11%	14.58%	35.42%	38.89%
Public Works	9.26%	11.48%	29.26%	50.00%

## CONTROL

If you responded that there is an informal organization present in your work group, what is the impact of that informal organization?	It exercises significant influence over staff's response to management's decisions	It exercises some influence over staff's response to management's decisions	It exercises moderate influence over staff's response to management's decisions	It has no impact whatsoever on how staff respond to management's decisions
Aurora Fire Rescue	22.50%	42.50%	15.00%	20.00%
Aurora Police Department	16.55%	37.93%	22.76%	22.76%
Aurora Water	9.63%	45.93%	14.81%	29.63%
Aurora911	17.65%	47.06%	11.76%	23.53%
City Attorney's Office	23.53%	41.18%	5.88%	29.41%
City Clerk's Office	0.00%	50.00%	50.00%	0.00%
City Manager's Office	0.00%	50.00%	50.00%	0.00%
Communications	25.00%	37.50%	25.00%	12.50%
Court Administration	20.83%	45.83%	16.67%	16.67%
Finance	5.26%	26.32%	10.53%	57.89%
Housing and Community Services	9.09%	42.42%	30.30%	18.18%
Human Resources	25.00%	50.00%	8.33%	16.67%
Information Technology	4.17%	41.67%	16.67%	37.50%
Judicial	0.00%	42.86%	14.29%	42.86%
Library and Cultural Services	20.00%	45.00%	12.50%	22.50%
Mayor and City Council	0.00%	0.00%	0.00%	100.00%
Office of Development Assistance	0.00%	33.33%	0.00%	66.67%
Office of the Public Defender	0.00%	60.00%	0.00%	40.00%
Planning and Development Assistance	0.00%	30.00%	30.00%	40.00%
Planning and Development Services	0.00%	33.33%	33.33%	33.33%
PROS	11.36%	40.91%	20.45%	27.27%
Public Works	16.30%	30.37%	22.96%	30.37%

**CONTROL**

<b>Performance data is data gathered to measure progress against individual or unit goals or to measure the results of work processes. Does your work group gather performance data of this kind?</b>	<b>I don't know</b>	<b>No</b>	<b>Yes</b>
Aurora Fire Rescue	35.42%	9.38%	55.21%
Aurora Police Department	40.19%	20.10%	39.71%
Aurora Water	35.86%	9.56%	54.58%
Aurora911	16.67%	0.00%	83.33%
City Attorney's Office	52.00%	12.00%	36.00%
City Clerk's Office	57.14%	14.29%	28.57%
City Manager's Office	22.22%	0.00%	77.78%
Communications	46.15%	3.85%	50.00%
Court Administration	50.00%	30.56%	19.44%
Finance	29.63%	18.52%	51.85%
Housing and Community Services	45.45%	9.09%	45.45%
Human Resources	21.74%	39.13%	39.13%
Information Technology	31.58%	10.53%	57.89%
Judicial	60.00%	40.00%	0.00%
Library and Cultural Services	50.00%	10.42%	39.58%
Mayor and City Council	100.00%	0.00%	0.00%
Office of Development Assistance	33.33%	0.00%	66.67%
Office of Diversity, Equity, and Inclusion	0.00%	100.00%	0.00%
Office of International and Immigrant Affairs	50.00%	0.00%	50.00%
Office of Oil and Gas	0.00%	0.00%	100.00%
Office of the Internal Auditor	0.00%	0.00%	100.00%
Office of the Public Defender	66.67%	0.00%	33.33%
Planning and Development Assistance	20.00%	13.33%	66.67%
Planning and Development Services	30.00%	20.00%	50.00%
PROS	36.81%	16.67%	46.53%
Public Works	42.96%	8.15%	48.89%

**CONTROL**

How is performance data used in your work group?	Policing behavior and punishment	Rewarding and punishing behavior	Rewarding behavior and for some self-guidance	For self-guidance and problem solving
Aurora Fire Rescue	35.48%	8.06%	16.13%	40.32%
Aurora Police Department	27.20%	9.60%	16.00%	47.20%
Aurora Water	11.80%	9.32%	24.22%	54.66%
Aurora911	33.33%	26.67%	20.00%	20.00%
City Attorney's Office	16.67%	41.67%	33.33%	8.33%
City Clerk's Office	0.00%	0.00%	0.00%	100.00%
City Manager's Office	0.00%	0.00%	14.29%	85.71%
Communications	14.29%	0.00%	21.43%	64.29%
Court Administration	50.00%	5.56%	16.67%	27.78%
Finance	0.00%	5.26%	42.11%	52.63%
Housing and Community Services	23.33%	3.33%	26.67%	46.67%
Human Resources	0.00%	5.56%	22.22%	72.22%
Information Technology	5.13%	7.69%	23.08%	64.10%
Judicial	25.00%	0.00%	25.00%	50.00%
Library and Cultural Services	4.17%	0.00%	12.50%	83.33%
Office of Development Assistance	0.00%	0.00%	25.00%	75.00%
Office of Diversity, Equity, and Inclusion	0.00%	0.00%	100.00%	0.00%
Office of International and Immigrant Affairs	0.00%	0.00%	0.00%	100.00%
Office of Oil and Gas	0.00%	0.00%	50.00%	50.00%
Office of the Internal Auditor	0.00%	0.00%	33.33%	66.67%
Office of the Public Defender	0.00%	0.00%	50.00%	50.00%
Planning and Development Assistance	8.33%	16.67%	33.33%	41.67%
Planning and Development Services	0.00%	28.57%	14.29%	57.14%
PROS	14.29%	6.59%	19.78%	59.34%
Public Works	13.64%	7.79%	24.68%	53.90%



**SAFETY**

What best defines the collective safety mindset in your work group?	Safety is not a high priority for my teammates or my direct supervisor	Safety is a high priority for my teammates, but not my direct supervisor	Safety is a high priority for my direct supervisor and my teammates
Aurora Fire Rescue	1.52%	1.52%	96.97%
Aurora Police Department	4.96%	3.55%	91.49%
Aurora Water	5.70%	4.39%	89.91%
Aurora911	5.56%	5.56%	88.89%
City Attorney's Office	20.00%	0.00%	80.00%
City Clerk's Office	0.00%	0.00%	100.00%
City Manager's Office	0.00%	0.00%	100.00%
Communications	4.55%	0.00%	95.45%
Court Administration	8.33%	16.67%	75.00%
Finance	8.70%	0.00%	91.30%
Housing and Community Services	13.33%	6.67%	80.00%
Human Resources	6.25%	12.50%	81.25%
Information Technology	13.64%	2.27%	84.09%
Judicial	66.67%	0.00%	33.33%
Library and Cultural Services	11.76%	8.82%	79.41%
Mayor and City Council	0.00%	50.00%	50.00%
Office of Development Assistance	0.00%	0.00%	100.00%
Office of Diversity, Equity, and Inclusion	0.00%	0.00%	100.00%
Office of International and Immigrant Affairs	0.00%	0.00%	100.00%
Office of Oil and Gas	0.00%	0.00%	100.00%
Office of the Internal Auditor	0.00%	0.00%	100.00%
Office of the Public Defender	25.00%	0.00%	75.00%
Planning and Development Assistance	30.77%	0.00%	69.23%
Planning and Development Services	11.11%	11.11%	77.78%
PROS	3.54%	0.88%	95.58%
Public Works	5.17%	4.74%	90.09%

**SAFETY**

<b>I believe that sufficient resources (time, money) are invested in safety in my work group.</b>	<b>Yes</b>	<b>No</b>
Aurora Fire Rescue	54.55%	45.45%
Aurora Police Department	63.12%	36.88%
Aurora Water	88.60%	11.40%
Aurora911	66.67%	33.33%
City Attorney's Office	95.00%	5.00%
City Clerk's Office	100.00%	0.00%
City Manager's Office	83.33%	16.67%
Communications	95.45%	4.55%
Court Administration	54.17%	45.83%
Finance	95.65%	4.35%
Housing and Community Services	42.22%	57.78%
Human Resources	62.50%	37.50%
Information Technology	90.91%	9.09%
Judicial	100.00%	0.00%
Library and Cultural Services	35.29%	64.71%
Mayor and City Council	100.00%	0.00%
Office of Development Assistance	100.00%	0.00%
Office of Diversity, Equity, and Inclusion	50.00%	50.00%
Office of International and Immigrant Affairs	100.00%	0.00%
Office of Oil and Gas	100.00%	0.00%
Office of the Internal Auditor	100.00%	0.00%
Office of the Public Defender	75.00%	25.00%
Planning and Development Assistance	53.85%	46.15%
Planning and Development Services	77.78%	22.22%
PROS	79.65%	20.35%
Public Works	80.17%	19.83%

**SAFETY**

<b>I believe my personal health and safety on the job is a priority to my direct supervisor.</b>	<b>Not at all</b>	<b>Sometimes</b>	<b>Most of the time</b>	<b>All the time</b>
Aurora Fire Rescue	4.55%	6.06%	18.18%	71.21%
Aurora Police Department	2.84%	9.93%	26.24%	60.99%
Aurora Water	4.39%	6.58%	15.79%	73.25%
Aurora911	33.33%	22.22%	22.22%	22.22%
City Attorney's Office	10.00%	15.00%	35.00%	40.00%
City Clerk's Office	0.00%	20.00%	0.00%	80.00%
City Manager's Office	0.00%	16.67%	0.00%	83.33%
Communications	0.00%	13.64%	0.00%	86.36%
Court Administration	16.67%	20.83%	25.00%	37.50%
Finance	0.00%	6.52%	13.04%	80.43%
Housing and Community Services	6.67%	22.22%	17.78%	53.33%
Human Resources	0.00%	12.50%	6.25%	81.25%
Information Technology	0.00%	4.55%	15.91%	79.55%
Judicial	0.00%	0.00%	0.00%	100.00%
Library and Cultural Services	17.65%	8.82%	23.53%	50.00%
Mayor and City Council	0.00%	0.00%	50.00%	50.00%
Office of Development Assistance	0.00%	16.67%	16.67%	66.67%
Office of Diversity, Equity, and Inclusion	0.00%	0.00%	50.00%	50.00%
Office of International and Immigrant Affairs	0.00%	0.00%	100.00%	0.00%
Office of Oil and Gas	0.00%	0.00%	0.00%	100.00%
Office of the Internal Auditor	0.00%	0.00%	100.00%	0.00%
Office of the Public Defender	0.00%	25.00%	50.00%	25.00%
Planning and Development Assistance	7.69%	30.77%	23.08%	38.46%
Planning and Development Services	0.00%	0.00%	33.33%	66.67%
PROS	6.19%	7.96%	18.58%	67.26%
Public Works	3.02%	9.91%	20.26%	66.81%

## RESOURCE GUIDE

*Brave New Work*, Aaron, Dignan  
*Building Trust in Business, Politics, Relationships, and Life*, Robert C. Solomon and Fernando Flores  
Center for Creative Leadership, various articles  
David Marquet  
*Establishing a Hybrid Work Environment*; Wayne Sommer and Tod Kuntzelman  
FastCompany online, various articles  
Forbes Online, various articles  
Gallup Organization, various articles  
Glassdoor.com  
Good to Great and Good to Great in the Social Sectors, Jim Collins  
*Harvard Business Review*, various articles  
Inc.com  
*Intrinsic Motivation and Self-Determination in Human Behavior*, Edward L. Deci and Richard M. Ryan  
*MIT Sloan Management Review*, various articles  
Ness Labs  
*PM Magazine*, International City Count Management Association  
*Rework*, Jason Fried and David Heinemeier Hansson  
*The Culture Code*, Daniel Coyle  
The Happiness Lab, Dr. Laurie Santos  
*The High Performance Diagnostic Change Model and Building High Performance Organizations in the Twenty-first Century*, Commonwealth Centers for High-Performance Organizations  
*The Human Organization*, Rensis Likert  
The Ken Blanchard Companies, various articles  
*The Think Book of Trust*, Charles Feltman  
*The Two-Factor Theory for Motivation*, Frederick Herzberg  
US Bureau of Labor and Statistics

## END NOTES

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- <sup>i</sup> Rensis Likert was an American organizational and social psychologist. Likert founded the theory of participative management, used to engage employees in the workplace and ultimately let them enjoy their jobs more. The Commonwealth Center for High-Performance Organizations, Inc. (CCHPO, Inc.) helps organizations in the public and private sectors dramatically improve their performance through partnering with change agents inside organizations to bring a strong foundation of knowledge and experience in both the public and private sectors to bear on large-scale organizational culture and systems change.
- <sup>ii</sup> This draft workbook, entitled *Establishing a Hybrid Work Environment*, includes a methodology and set of principles for establishing a modern work environment with a supportive culture. It also includes a strong customer service component.
- <sup>iii</sup> [Millennials in the labor force, projected 2019–29 : Career Outlook: U.S. Bureau of Labor Statistics \(bls.gov\)](#)
- <sup>iv</sup> [Understanding & Supporting Multigenerational Workforces \(apteam.com\)](#)
- <sup>v</sup> Rensis Likert was an American organizational and social psychologist. Likert founded the theory of participative management, used to engage employees in the workplace and ultimately let them enjoy their jobs more. The Commonwealth Center for High-Performance Organizations, Inc. (CCHPO, Inc.) helps organizations in the public and private sectors dramatically improve their performance through partnering with change agents inside organizations to bring a strong foundation of knowledge and experience in both the public and private sectors to bear on large-scale organizational culture and systems change.
- <sup>vi</sup> Rensis Likert, *The Human Organization*, vii
- <sup>vii</sup> The Commonwealth Centers for High-Performance Organizations, *Building High-Performance Organizations in the Twenty-first Century, 1988-2006*, Chapter 1, 54
- <sup>viii</sup> Robert Hooijberg and Michael Watkins, *The Future of Team Leadership is Multimodal*, MIT Sloan Management Review, 2021
- <sup>ix</sup> Rensis Likert, *The Human Organization: Its Management and Value* (McGraw-Hill Inc., 1967) 47
- <sup>x</sup> Laura Delizonna, “High Performing Teams Need Psychological Safety. Here’s How to Create It”; (Harvard Business Review, March 24, 2017), [High-Performing Teams Need Psychological Safety. Here’s How to Create It \(hbr.org\)](#)
- <sup>xi</sup> Aaron Dignan, *Brave New Work*, 220-221
- <sup>xii</sup> Charles Feltman, *Thin Book of Trust*, “For people to be vulnerable to the team ... requires a basic sense of safety. They need to believe what they contribute will be heard, respected, and considered. They need to know they will not be personally criticized, embarrassed, shamed or shut down. They need to trust that their fellow team members have their individual good and the common interests of the team in mind. This assessment of trust in the domain of care underpins psychological safety.” 70 and 71
- <sup>xiii</sup> Daniel Coyle, *The Culture Code*, (Bantam Books, 2018), 6
- <sup>xiv</sup> Charles Feltman, *Thin Book of Trust*, 70 and 71
- <sup>xv</sup> [23 Reasons Why Employee Engagement Is Important In 2022 \(snacknation.com\)](#)
- <sup>xvi</sup> <https://www.gallup.com/workplace/236441/employee-recognition-low-cost-high-impact.aspx?version=print>
- <sup>xvii</sup> Rensis Likert, *The Human Organization*, 64

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- xviii <https://www.forbes.com/sites/forbescoachescouncil/2019/06/13/six-effective-ways-to-improve-team-morale-and-bonding/#288dfbe65598>
- xix Rensis Likert, *The Human Organization*, 148
- xx [https://eiuperspectives.economist.com/sites/default/files/EIU\\_Lucidchart-Communication%20barriers%20in%20the%20modern%20workplace.pdf](https://eiuperspectives.economist.com/sites/default/files/EIU_Lucidchart-Communication%20barriers%20in%20the%20modern%20workplace.pdf)
- xxi “Horrible Bosses: Are American Workers Quitting their Jobs or Quitting their Managers?”; Korolevich, Sara; [Horrible Bosses: A Survey of the American Workforce | GoodHire](#); January 11, 2022
- xxii <https://www.forbes.com/sites/joefolkman/2017/10/05/your-indecision-is-costing-too-much-8-proven-behaviors-to-become-more-decisive/#3f93d5b53755>
- xxiii Rensis Likert, *The Human Organization*, 128
- xxiv [5 Reasons to Engage Employees in Decision Making | HRZone](#)
- xxv Rensis Likert, *The Human Organization*, 63
- xxvi Rensis Likert, *The Human Organization*, 64
- xxvii Rensis Likert, *The Human Organization*, 130-132
- xxviii “U.S. Employee Engagement Drops for First Year in a Decade”; Gallup; January 7, 2022; [U.S. Employee Engagement Drops for First Year in a Decade \(gallup.com\)](#); Gallup measures employee engagement by asking random samples of the working population about specific workplace elements that link to many organizational outcomes, including profitability, productivity, customer service, retention, safety and overall wellbeing. These elements include clarity of expectations, opportunities for development and opinions counting at work. [emphasis added]
- xxix Suzanna Windon, Daniel Robotham, Carolyn Henzi Plaza, “Employee Disengagement and the Impact of Leadership”, (PennState Extension; December 9, 2020), [Employee Disengagement and the Impact of Leadership \(psu.edu\)](#)
- xxx [Safety Culture - an overview | ScienceDirect Topics](#)
- xxxi [Culture - Wikipedia](#)
- xxxii Aaron Dignan, *Brave New Work* (Penguin Random House, LLC; 2019), 44, 45 and 47.
- xxxiii Glassdoor Mission and Culture Survey 2019; “77% of adults across four countries (the United States, UK, France, and Germany) would consider a company’s culture before applying for a job there, and 79% would consider a company’s mission and purpose before applying.”; [Mission-Culture-Survey-Supplement.pdf \(glassdoor.com\)](#); “Glassdoor is the worldwide leader on insights about jobs and companies. Built on the foundation of increasing workplace transparency, Glassdoor offers insights into the employee experience powered by millions of company ratings and reviews, CEO approval ratings, salary reports, interview reviews and questions, benefits reviews, office photos and more, combined with the latest jobs.”
- xxxiv Ibid.
- xxxv Donald Sull and Charles Sull, “10 Things Your Corporate Culture Needs to Get Right” (MIT Sloan Management Review) 2021.
- xxxvi Amanda Stansell, “What Workplace Factors Drive Employee Satisfaction Around the World?” July 11, 2019, [Which Workplace Factors Drive Employee Satisfaction Around the World? - Glassdoor](#)
- xxxvii Ibid.
- xxxviii Rensis Likert, *The Human Organization*, 76

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- <sup>xxxix</sup> Rensis Likert, *The Human Organization*, 47 and 48
- <sup>xl</sup> *Ibid*, 51
- <sup>xli</sup> *Ibid*, 56 and 57
- <sup>xlii</sup> Bert Solomon and Fernando Flores, *Building Trust in Business, Politics, Relationships, and Life*, Oxford University Press, 2001, 24
- <sup>xliii</sup> Leadership Philosophy is the basis by which organizations lead and manage themselves. Management systems are defined based up how they treat staff in relation to the questions in the first column of Table 3. These beliefs are evidenced by leader and manager behaviors.
- <sup>xliv</sup> Charles Feltman, *Think Book of Trust*, 9
- <sup>xlv</sup> Stephen M.R. Covey and Douglas R. Conant, *The Connection Between Employee Trust and Financial Performance*, *Harvard Business Review*, July 18, 2016
- <sup>xlvi</sup> Charles Feltman, *Thin Book of Trust*, 17
- <sup>xlvii</sup> ['Creeping crisis of risk aversion' in the public service \(afr.com\)](#)
- <sup>xlviii</sup> Solomon and Flores, *Building Trust*, 22
- <sup>xlix</sup> *Ibid*, 11
- <sup>l</sup> Covey and Conant, *The Connection Between Employee Trust and Financial Performance*, *Harvard Business Review*, July 18, 2016
- <sup>li</sup> *Ibid*, Covey and Conant
- <sup>lii</sup> Solomon and Flores, *Building Trust*, x, xiii and 19
- <sup>liii</sup> According to the website Glassdoor, Google was rated in the top 10 of best places to work 11 times between 2009 and 2022. [Working at Google | Glassdoor](#)
- <sup>liv</sup> Julia Rozovsky, “The five keys to a successful Google team”, November 17, 2015
- <sup>lv</sup> [What Is Psychological Safety at Work? | CCL](#)
- <sup>lvi</sup> Sandra Silva Casabianca, *How to Create Psychological Safety and Why It Makes a Difference*, May 17, 2022, [Psychological Safety at Work: Signs, Benefits, and What to Avoid \(psychcentral.com\)](#)
- <sup>lvii</sup> Donald Sull, Charles Sull, and Caio Brighenti, “Why Every Leader Needs to Worry About Toxic Culture,” *MIT Sloan Management Review*, 2022
- <sup>lviii</sup> *Ibid*.
- <sup>lix</sup> Aaron Dignan, *Brave New Work*, 220-221
- <sup>lx</sup> Jared Lindzon, “Do we still need managers? Most workers say ‘no’”, February 3, 2022, [Do we still need managers? Most workers say ‘no’ \(fastcompany.com\)](#)
- <sup>lxi</sup> [People Don’t Leave Bad Jobs, They Leave Bad Bosses: Here’s How To Be A Better Manager To Maintain And Motivate Your Team \(forbes.com\)](#)
- <sup>lxii</sup> “Core Skills Every Manager Should Master”; *The Ken Blanchard Companies*; 2020
- <sup>lxiii</sup> Jim Collins, *Good to Great*, (Harper Business, 2001), 11
- <sup>lxiv</sup> Jim Collins, *Good to Great and the Social Sectors, A Monograph to Accompany Good to Great*, (2005), 5, 15
- <sup>lxv</sup> Jim Collins, *Good to Great*, 15 and 51

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lxvi Ibid, 13

lxvii Jim Collins, Good to Great and the Social Sectors, 34

lxviii Jim Collins, Good to Great, 52

lxix Jim Collins, Good to Great in the Social Sectors, 15

lxx This requires that leadership ensure staff are trained and mentored in regard to their assigned responsibilities. Leaders need to *manage* their staff, not *micromanage* them or set them free to do whatever they choose. Effective managers know how to plan performance, manage and execute projects, develop staff, monitor outputs and outcomes, make appropriate adjustments, and foster open communication.

lxxi Jason Richmond, Founder and Chief Culture Officer of Ideal Outcomes, September 13, 2021 (Forbes online), [Seven Ways To Create A Culture Of Accountability \(forbes.com\)](#)

lxxii Solomon and Flores, Building Trust, 24

lxxiii [5 Ways to Create a Culture of Responsibility \(With True Team Leadership\) | Inc.com](#)

lxxiv Vineet Nayer, It's Time to Invert the Management Pyramid, Harvard Business Review, October 8, 2008, [It's Time to Invert the Management Pyramid \(hbr.org\)](#)

lxxv The 5 Whys method is part of the Toyota Production System. Developed by Sakichi Toyoda, a Japanese inventor and industrialist, the technique became an integral part of the Lean philosophy.

*“The basis of Toyota’s scientific approach is to ask why five times whenever we find a problem ... By repeating why five times, the nature of the problem as well as its solution becomes clear.”* [5 Whys: The Ultimate Root Cause Analysis Tool \(kanbanize.com\)](#)

lxxvi Rensis Likert, The Human Organization, 50, 51. “It is essential that the group method of decision making and supervision not be confused with committees which never reach decisions or with ‘wishy-washy,’ ‘common-denominator’ sort of committees about which a leader can say, ‘Well, the group made this decision, and I couldn’t do a thing about it.’ Quite the contrary! The group method of supervision holds the leader fully responsible for the quality of all decisions and for their implementation. They are responsible for building [the group into one] which makes the best decisions and carries them out well. *The leader is responsible for all decisions, for their execution, and for the results.*”

lxxvii Aaron Dignan, Brave New Work, 66.

lxxviii Ibid, 67

lxxix Ibid, 68

lxxx Ibid, 68-69, Jason Freid and David Heinemeier Hansson, Rework (New York: Crown Business, 2010), 260

lxxxi Aaron Dignan, Brave New Work, 67

lxxxii “What is leadership?”; Marquet, David; <https://youtu.be/pYKH2uSax8U>

lxxxiii Aaron Dignan, Brave New Work, 42.

lxxxiv Rensis Likert, The Human Organization, 64

lxxxv **Hygiene factors:** These are things that, if not handled properly, will generate dissatisfaction. They include compensation, job security, status, work environment, management practices, and company policies. Companies have to address these factors or people will be dissatisfied. **Improving hygiene factors removes dissatisfaction, but it doesn’t make people happier or more satisfied.** Dissatisfaction and satisfaction are separate measures, rather than existing on a



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continuum from unhappy to happy. These were components of Frederick Herzberg’s Motivator-Hygiene Theory. [Frederick Herzberg: Two-Factor Theory for Motivation | Shortform Books \[emphasis added\]](#)

<sup>lxxxvi</sup> Clarence E. Ridley and Herbert A. Simon, Measurement Standards in City Administration: Techniques of Appraising Standards, Performance Management magazine, International City Management Association, 1937, 46

<sup>lxxxvii</sup> Jim Collins, Good to Great and the Social Sectors, 5 and 7

<sup>lxxxviii</sup> Anne-Laure Le Cunff, The Fallacy of “What gets measured gets managed”, [The fallacy of “what gets measured gets managed” - Ness Labs](#)

<sup>lxxxix</sup> Ibid.

<sup>xc</sup> Ibid.

<sup>xc i</sup> Anne-Laure Le Cunff, The Fallacy of “What gets measured gets managed”

<sup>xc ii</sup> “How to Create More Psychological Safety at Work”; Center for Creative Leadership; [What Is Psychological Safety at Work? | CCL](#)

<sup>xc iii</sup> “8 Fears that Prevent Honest Employees from Telling Managers the Truth”; Schneider, Michael; Inc.; [8 Fears That Prevent Honest Employees From Telling Managers the Truth | Inc.com](#)

<sup>xc iv</sup> “QD85 Burn-out”. [icd.who.int](#).

<sup>xc v</sup> [Burnout and How to Avoid It | The Happiness Lab with Dr. Laurie Santos \(pushkin.fm\)](#)

<sup>xc vi</sup> Rose Hollister and Michael D. Watkins, “Too Many Projects,” (Harvard Business Review, September-October 2018), 64-71, [Why Companies Won’t Let Bad Projects Die \(hbr.org\)](#)