Culture Guidance

**LEVEL 3 TO LEVEL 4**

**Why Culture is Important**

Culture is the combination of values, assumptions, knowledge and expectations of the agency in the context of its institutional and operating context, and expressed in its accepted mission and related activities.

**Improvement Target**

<table>
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<tr>
<th>From</th>
<th>TSM&amp;O accepted as a formal core program (L3)</th>
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<tbody>
<tr>
<td>To</td>
<td>Explicit agency commitment to TSM&amp;O as key strategy to achieve full range of mobility, safety and livability/sustainability objectives (L4)</td>
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<tr>
<td>By</td>
<td>Rationalizing TSM&amp;O program development with other programs on basis of service-related cost-effectiveness</td>
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**Key Sub-dimensions**

- Business Case
- Leadership/Championship
- Outreach
- Program Status/Authorities
**Business Case Action Plan (L3 to L4)**

**Strategy Summary**

Develop new performance-driven business model with real time service component

**Key Actions**

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<tr>
<td><strong>A</strong></td>
<td>Incorporate TSM&amp;O business case implications into formal agency mission, goals, objectives, and strategies</td>
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<tr>
<td><strong>B</strong></td>
<td>Integrate concept of “continuous improvement” into agency management as a crosscutting process, including process of TSM&amp;O capability improvement based on performance</td>
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**ACTIONS**

**Action A:** Incorporate TSM&O business case implications into formal agency transportation mission, goals, objectives, and strategies

**Rationale:** In order to become a formal program, priority must be embedded in key agency policy program, budgeting, and planning as well as organizational structures.

**A.1** Articulate goals and objectives as appropriate to intended role of TSM&O in agency activities. Position TSM&O strategies in relationship to overall agency objectives and in relation to other agency strategies (such as capacity additions). This may involve modifications to existing agency policy materials as embodied in policy plans, website, etc.

**A.2** Adjust formal mechanisms and procedures to introduce TSM&O as a program into resource allocation and other top management decision making. This may involve adjusting current agency program structure to introduce a new top level category for planning and programming, and adjusting the related processes and participants accordingly.

**A.3** Identify needed adjustments in level of senior TSM&O authority and reporting relationships to provide the appropriate level of consideration consistent with a new degree of formality of an TSM&O program.

**Responsibility and Relationships:** Senior staff working groups sponsored by top management including internal senior staff dialogue across agency leadership.
**Action B:** Integrate concept of “continuous improvement” into agency management as a crosscutting process, including process of TSM&O capability improvement

**Rationale:** Improving the capabilities of the agency to maximize the effectiveness of the existing highway system requires a management process to incrementally develop the necessary capabilities for TSM&O regarding processes, resources, and relationships.

**B.1** Define the concept of continuous improvement within agency mission context as related to establishing a performance-driven framework of processes, resources, and institutional relations focused on improved customer service and increased agency efficiency on a continuous incremental basis.

**B.2** Identify the dimensions of needed capabilities that support continuous improvement from agency evaluations (as per this Guidance) and relate incremental changes in each dimension of capability to relevant performance measures—both outputs and outcomes—including consideration of specific customer relevance.

**B.3** Obtain top management commitment and relevant staff buy-in for the use of performance accountability as the basis of determining process and institutional adjustments according to a related action plan.

**B.4** Integrate concept of “continuous improvement” into agency management as a crosscutting process, including process documentation requirements, performance measurement, accountability, incentives, etc.

**Responsibility and Relationships:** Senior staff working groups sponsored by top management including internal senior staff dialogue across agency leadership.

**Examples/References**

- Urban Mobility Report, Texas Transportation Institute: [http://mobility.tamu.edu/ums/](http://mobility.tamu.edu/ums/)


Leadership/Championship Action Plan (L3 to L4)

Strategy Summary

Institutionalize agency commitment to and accountability for systems performance

Key Actions

- **A** Elevate/support TSM&O senior manager to top management level
- **B** Articulate and accept public responsibility for TSM&O in performance reporting and commitment to continuous improvement in agency program

**ACTIONS**

**Action A:** Elevate/support TSM&O senior manager to top management level

**Rationale:** Agency-level commitment to TSM&O requires that it have top level status for appropriate visibility, leadership, accountability, seniority, and access to resources appropriate to program on an equal level with construction and maintenance.

- **A.1** Make appropriate organizational changes with related personnel appointments and reporting relationships.
- **A.2** Identify senior manager of TSM&O appropriate as direct report to chief operating officer.
- **A.3** Encourage top management buy-in to TSM&O business case in terms of a commitment to drive strategies by measuring performance.

**Responsibility and Relationships:** Top management with senior staff support.

**Action B:** Articulate and accept public responsibility for TSM&O in performance reporting and commitment to continuous improvement in agency program

**Rationale:** Building on the business case, it is necessary to lead the development of policy and a responsive program that visibly accepts responsibility for a maximum reasonable effort to maintain and improve systems performance via TSM&O.
3.1 Establish effort for performance reporting (see Performance Measurement Dimension).

3.2 Develop visible policy outreach to explain nature of agency responsibility for systems performance, including limitations over external context factors.

3.3 Articulate the logic of continuous capability improvement to overall TSM&O mission and strategy as the basis for performance-driven program development and evaluation to maintain and improve service levels, including installation of a formal capability maturity process to periodically evaluate agency regarding capabilities essential to program objectives.

3.4 Establish agency approach to unit accountability related to execution of TSM&O activities as appropriate (recognizing span of control).

Responsibility and Relationships: Top management with senior staff support.

Examples/References:

- "Institutional Architectures to Improve Systems Operations and Management" (SHRP 2 L06): http://www.trb.org/Main/Blurbs/165285.aspx
Outreach Action Plan (L3 to L4)

Strategy Summary

Articulate legitimacy of agency responsibility for improving TSM&O as public commitment

Key Actions

**A** Articulate in agency documents and outreach contacts an acceptance of shared responsibility (risks and rewards) for improvements in operational performance (short- and long-term)

**B** Establish forum for key external stakeholders/users to interact with agency service provider/collaborators on policy, plan and performance matters

### ACTIONS

**Action A:** Articulate in agency documents and outreach contacts an acceptance of shared responsibility (risks and rewards) for improvements in operational performance (short- and long-term)

**Rationale:** Establishing TSM&O as agency mission and goal must be understood regarding its potential in the context of agency span of control and limitations imposed by congestion context.

**A.1** Analyze and recognize the potential and limitations of conventional TSM&O given trends in travel demand and supply limitations to support realistic articulation of potential. Analyze and recognize the potential and limitations of the evolution of more advanced and intense TSM&O strategies (integrated corridors, advanced active freeway management, real-time in-vehicle information, automated controls/enforcement, etc.) and the relevance of staging TSM&O toward such strategies

**A.2** Analyze and recognize the potential and limitations of conventional TSM&O given varying levels of collaboration among key partners in the provision of TSM&O strategies. Consider limitations imposed by current traditional arrangements and consider options in terms of sharing or reconfiguration of the traditional allocation of roles and responsibilities.

**A.3** Develop articulation of “the case for improved TSM&O” and its dependencies, both for internal and external use.

**Responsibility and Relationships:** Senior staff working groups sponsored by top management. A staff leader/manager for the effort will be required.
Action B: Establish forum for key external stakeholders/users to interact with agency service provider/collaborators on policy, plan and performance matters

Rationale: Both program improvement and stakeholder support can be facilitated through establishment of an official TSM&O advisory group to provide advice and supportive involvement of key stakeholder groups in areas of policy, priorities, planning, and interagency support and coordination.

B.1 Identify key stakeholders—both implementation partners and key user/stakeholder interests—as possible participants on an advisory basis; consider existing examples from peer agencies. These may include the complete range of public agency service providers as well as representatives from business, community, and interest groups.

B.2 Consider advisory group format: role, composition, status, convener, staff support, agenda, setting, and stakeholder view of the value of participation, as well as risk and reward of this activity to the agencies.

B.3 Consider start-up strategies for advisory group—such as quarterly meetings—with potential for more regular function, and utilize for key milestone functions, such as plan update.

Responsibility and Relationships: Senior staff working groups sponsored by top management. A staff leader/manager for the effort will be required.

Examples/References:

Program Status/Authorities Action Plan (L3 to L4)

Strategy Summary

Initiate changes to rationalize interagency and public/private sector roles

Key Actions

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<tr>
<td>B</td>
<td>Review implications of TSM&amp;O business model for long-term change in agency program, role, partnerships, and other institutional arrangements</td>
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**ACTIONS**

**Action A:** Establish TSM&O as formal core program in policy and statute as appropriate

**Rationale:** To achieve full effectiveness at the program level (and to compete for resources as appropriate) TSM&O must become a top-line formal program with all the features of such a program within the agency context.

- **A.1** Adjust formal mission, vision, objectives, and strategies in line with overall agency program in accordance with statutory and administrative provisions made.
- **A.2** Reorganize as necessary to achieve TSM&O program equivalence with existing legacy programs (construction, maintenance) in terms of reporting relationships at the central office and district/regional level.
- **A.3** Establish a sustainable, rational, and transparent approach to budgeting and resource allocation.

**Responsibility and Relationships:** Senior staff working groups sponsored by top management including representation from agency legal staff. A staff leader/manager for the effort will be required.
**Action B**: Review implications of TSM&O business model for long-term change in agency program, role, partnerships, and other institutional arrangements

**Rationale**: To achieve full effectiveness at the strategy level, legacy conventions regarding the roles of transportation and non-transportation entities may require modifications in agency operational roles and responsibilities.

**B.1** Identify potential modifications to the legacy configuration of agency operational roles and responsibilities as they might improve the mobility and safety-related effectiveness of TSM&O activities.

**B.2** Review opportunities to realign responsibilities with PSAs including realignment of traffic-related responsibilities to improve operational control and field efficiencies.

**B.3** Review opportunities to realign responsibilities with MPOs and local governments including partial consolidation, common management, and other forms of resource sharing.

**Responsibility and Relationships**: Senior staff working groups sponsored by top management including representation from agency legal staff. A staff leader/manager for the effort will be required.

**Examples/References**:

- "Institutional Architectures to Improve Systems Operations and Management" (SHRP 2 L06): [http://www.trb.org/Main/Blurbs/165285.aspx](http://www.trb.org/Main/Blurbs/165285.aspx)