Organizational Safety Culture Self-Assessment for Transportation Agencies

Instruction Manual







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^{*}SI is the symbol for the International System of Units. Appropriate rounding should be made to comply with Section 4 of ASTM E380. (Revised March 2003)

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LIST OF ACRONYMS

DOT Department of Transportation

FHWA Federal Highway Administration

MPO Metropolitan planning organization

INSTRUCTION MANUAL

INTRODUCTION

Although the transportation community has made significant safety improvements in the past decade, there is still much work to be done to keep the roads safe for all users of the transportation system. Thanks to the Safe System Approach, we remind ourselves that safety is a shared responsibility and safety commitment should start at "home"—within an organization.

Safety can be defined as the absence of risk or danger. Road safety culture includes the shared values, actions, and behaviors that demonstrate a commitment to safety over competing goals and demands. Organizational road safety culture is one of two major aspects of road safety culture (the other aspect is public road safety culture). It is the extent to which an organization values and pursues road safety. In an organization that prioritizes organizational road safety culture, the organization emphasizes safety in its internal strategic plan and operation procedures and its employees make safe decisions when using the roads. Furthermore, in a transportation organization with a strong organizational road safety culture, employees understand safety as a priority and have safety in mind when planning, designing, constructing, and maintaining the road system. Employees regularly communicate the importance of road safety with colleagues. Leadership staff are vocal supporters of safety and empower employees to seek innovative approaches to improving safety even if safety is not explicitly a part of everyone's job title.

The Federal Highway Administration (FHWA) developed a toolkit for transportation organizations like yours to determine the organization's maturity level (i.e., degree of capability or readiness) of organizational road safety culture and identify opportunities for improvements. The goal of the toolkit is to focus transportation agency resources and actions to systematically improve an agency's organizational road safety culture.

There are two parts of organizational road safety culture: **internal safety culture** and **programmatic safety integration**. With that in mind, the toolkit components are divided into these two focus areas.

Each focus area's self-assessment has three components:

- **Questionnaires:** Two questionnaires that organizations can use to determine their levels of maturity across a variety of areas.
- **Improvement Strategies:** Example improvement strategies that organizations can use to advance their level of maturity for each area.
- Improvement Plan Template: Template that organizations can use as a basis for developing a plan to implement their improvement strategies.

In addition, there are two companion documents: 1) a list of resources related to road safety culture; and 2) this instruction manual for using the toolkit.

This document contains the instruction manual only. The primary audiences of this instruction manual are workshop hosts and facilitators. Participants are welcome to review it

¹ https://rspcb.safety.fhwa.dot.gov/RSF/Unit1.aspx

prior to the workshop and subsequent activities for a better understanding of the process and expectations. See the full toolkit for the other components and companion documents associated with this self-assessment.

*Note for local jurisdictions and regional organizations: Typically, the internal safety culture questionnaire is used with a single organization (e.g., State or local department of transportation). However, the programmatic safety integration questionnaire could be used with a region (e.g., city, county, planning region such as a metropolitan planning organization [MPO]). In that case, participants could include various stakeholders from across the region who are responsible for ensuring system safety (e.g., planners, engineers, public works, law enforcement, transit providers, advocates, users). Throughout the document the term "organization" is used generically; it can apply to jurisdictions and regions as well as a single organization.

SELF-ASSESSMENT PROCESS

This section details a multi-step process for leading workshop participants through the self-assessment process, which includes completion of the questionnaire(s), identification of potential improvement strategies, and development of an improvement plan. Workshop facilitators can modify the process to reflect the needs of their organization.

Step 1. Identify a host, facilitator, and participants for the workshops

Because road safety culture resides across all levels of an organization (and across many organizations when considering regional or statewide approaches), it is beneficial if a diverse group of individuals from across the organization completes the questionnaires together in a workshop format (a sample workshop agenda is included in this document). Individuals from different departments, different levels (e.g., front-line staff, supervisors), and different locations (e.g., a State DOT with multiple offices across the State) can be included. Selecting members who can participate in open dialogue between staff and direct supervisors may lead to better insights. Depending on the organization, separate groups of people (and possibly, separate facilitators) may be assembled to complete each questionnaire (i.e., Internal Safety Culture and Programmatic Safety Integration). For small organizations, it may be beneficial to have all staff participate.

Identifying a Host

It is important to identify a host who can recruit participants and be present to open and conclude the workshop. The host can actively contribute as a workshop participant and should not facilitate the workshop. To ensure full participation and engagement, the host should be prepared to share next steps (in general terms) with participants during the workshop and drive momentum forward after workshop activities conclude.

Selecting a Facilitator

Using a trained facilitator to lead participants through the workshop helps to ensure that everyone has the opportunity to speak and maintain a safe space for open dialogue. The greatest benefit from the workshop comes from participants sharing insights about each question from diverse views across the organization. A facilitator with knowledge of safety culture and/or programmatic safety integration can be beneficial to help people navigate the workshops.

Recruiting Participants

The goal in recruiting participants is not to find the person who "knows" the answer to each question but rather to use the dialogue about each question to reveal how diverse individuals from across the organization view the organization's level of maturity and identify opportunities for improvement. Road safety culture includes the shared values and beliefs across the organization. If one person "knows" something but many others do not, then it is not shared and therefore may not define the safety culture.

It is important that participants feel comfortable speaking openly and honestly about each question. Conducting the self-assessment in a collegial and open-minded manner is critical to ensuring full participation and generating impactful responses. Although face-to-face may allow for more meaningful dialogue, groups could be convened face-to-face or virtually. Additionally, seating a maximum of four participants at a table (or breakout room for virtual implementation) allows for more dialogue and sharing. Assigned seating (using name placards or table tents) can

create more diversity in the small group conversations, which may result in more insights. The facilitator and the host should work together to identify participants and structure groups to ensure diverse perspectives and roles.

Step 2. Communicate expectations

It is crucial that the host and facilitators communicate expectations and establish ground rules with participants at the beginning of the process. Some of the most important points are:

- The workshop is not to "score" the organization's state of the practice or to compete with another organization. Thus, the purpose is not to "get a high score" but rather to reveal opportunities for improvement.
- The facilitators are not collecting input from the workshop. It is for the host and participants to use in subsequent activities to improve the organization's safety culture.
- Participants should feel comfortable sharing their input.
- Organizations, especially regional organizations, can adapt the questionnaire and other materials to best reflect their nature and context.

The host, facilitators, and participants may have additional expectations, based on the culture of the organization.

Step 3. Complete Questionnaire(s) in a group setting: Internal Safety Culture and/or Programmatic Safety Integration

Each question includes explanations and examples that are only meant to provide additional insight about the question. Participants may identify additional examples that are meaningful for their organization. Every question may not be applicable to all organizations, and you may adapt the questions that apply to your situation or context. If conducting the questionnaire with multiple organizations, hosts can replace "organization" in the questions with the relevant jurisdiction (e.g., region, coalition).

Each question uses similar choices that describe five levels of maturity in developing an organization with a strong road safety culture:

- Level 0 (None) No engagement (or the organization has no information available to answer the question)
- Level 1 (Ad Hoc) Minimal or sporadic engagement, perhaps done only as needed; policies and/or procedures do not exist
- Level 2 (Recognized) Some engagement; policies and/or procedures may exist, but there is inconsistent application/adoption across the organization
- Level 3 (Mainstreamed) Strong performance with consistency across the organization that is supported by formal (i.e., documented and actively managed) policies and procedures
- Level 4 (Optimized) Strong performance with consistency across the organization, and mechanisms are in place to continually assess and improve organizational processes and procedures

If participants have very different answers to a question, the responses should NOT be averaged. For example, if individuals from one department feel they are at Level 4 and others from a different department feel they are at Level 2, then the organization is at Level 2 because the strong performance is not consistent across the entire organization.

Each question has a space for notes. Participants are encouraged to capture ideas shared during the dialogue for each question, as these may be helpful during identification of improvement strategies and planning.

Participants should not be discouraged if their levels are low. The purpose of the questionnaire is not to "get a high score" but rather to reveal opportunities for improvement. Some participants may want an option between provided levels (e.g., "Level 2.5"). This is a natural response to a sense that Level 2 is too low, and Level 3 is too high. The facilitator should remind the participants that the focus is not on the number, but rather to identify areas for improvement (the numbers will not be totaled or averaged at the end). The facilitator might say "So it sounds like we are between Level 2 and Level 3," highlight areas for improvement raised by participants during discussion, and then continue the process.

If multiple groups complete the questionnaire, it is recommended to pause after each dimension to have groups share their results (one question at a time) and then discuss the results among all participants.

Step 4. Prioritize opportunities for improvement, begin to identify potential improvement strategies, and capture immediate next steps

Once the questionnaires have been completed, participants can use the results to prioritize opportunities for improvement and begin to identify potential strategies that will help the organization advance to higher levels of maturity. The participants who completed the questionnaires are likely the best ones to prioritize opportunities and identify immediate next steps.

The questions with the lowest levels of maturity may reveal the greatest opportunities for improvement. Participants can review their maturity levels and identify those with the lowest levels. They can then discuss what they believe are their priorities to improve the organization's road safety culture considering factors such as:

- Greatest opportunities for improvement
- Greatest opportunities for improving outcomes (i.e., what will lead to the greatest improvements in safety)
- Organizational readiness to address (e.g., commitment, capability, alignment with other efforts)
- Likelihood of success

Once the group has identified their priorities, they can review the Improvement Strategies document. This document provides examples of ways to increase the maturity level for each question. Organizations can use these as a starting point and may want to add more on their own.

An additional document, the Resource List, provides resources that organizations may find helpful as they continue to identify potential improvement strategies.

It is important to note that the intention of this step is to begin identifying potential strategies and capture the immediate next steps. Next steps may include gathering additional data, engaging

stakeholders not present, reviewing resources, and using technical assistance to select the most appropriate strategies. Detailed planning will occur after the workshop.

Step 5. Develop an improvement plan

Once potential improvement strategies are agreed upon, the organization can identify appropriate staff to develop an improvement plan specifically for their organization. This will likely occur after the workshop as planning processes normally take more time and require additional information that are not necessarily available at the workshop. A template (see Improvement Plan Template) is provided, which can help the organization document the selected improvement strategies along with details needed to implement the strategies such as staff leads, an implementation timeline, and metrics. Organizations also may use their own templates instead of the provided template. The team tasked with developing the improvement plan can include staff who participated in the questionnaire and improvement strategy identification processes. If multiple groups in the organization completed the questionnaire and strategy identification processes, their ideas can be collated and synthesized into one improvement plan by the host or a designated improvement plan development team.

Step 6. Share the results and improvement plan with appropriate leadership and begin working on the improvement strategies

Changing culture takes time. Sharing the questionnaire results and improvement plan broadly will facilitate adoption and engagement. Because road safety culture resides across the organization, extensive communication is required. Use the toolkit to foster accountability, set measurable goals, and assess growth. Identify implementation timelines and establish regular check-ins to track progress towards advancing the maturity of each dimension.

Organizations can repeat the self-assessment questionnaires in the future to better understand the effectiveness of their improvement efforts.

APPENDIX A

Toolkit Components Overview

The Organizational Safety Culture Self-Assessment Toolkit consists of two questionnaires, an improvement strategies document, an improvement plan template, and a resource list. The following sections provide an overview of each toolkit component and its role in supporting the assessment of organizational safety culture. The full toolkit components are offered in separate documents.

Questionnaire 1: Internal Safety Culture

Overview

Growing a strong road safety culture within your organization can help result in strong leadership commitment to road safety through policy and organizational structure, capacity building, and employee empowerment and engagement. The outcome is to create a work environment in which employees understand that safety is a priority and they all have a role to advance safety. This understanding helps set the stage for programmatic safety integration, in which the employees elevate safety in their work responsibilities.

The purpose of the questionnaire is to determine your organization's road safety culture maturity level and reveal opportunities to improve road safety culture within your organization. Each question provides an opportunity to reveal discrepancies between where an organization wants to be and how it currently is performing. The goal of this questionnaire should not be to "score" your organization, but rather to gain a shared understanding of where road safety culture can be improved within your organization.

The Internal Safety Culture questionnaire explores five dimensions to identify opportunities for improvement:

- 1. Leadership
- 2. Policy
- 3. Capacity Building and Training
- 4. Employee Engagement
- 5. Organizational Commitment to Support Road Safety

What are the outcomes from this effort?

The primary outcome is a greater shared understanding among participants about the organization's current and desired maturity levels regarding road safety culture.

When should we engage in this effort?

This toolkit can be used in many different ways and may be adapted to the needs of the organization. Here are some likely scenarios that might benefit from engaging in this effort:

- Your organization needs to embark on improving its road safety culture and is not sure how to begin.
- Your organizational structure and activities supporting safety goals are siloed.

- Road safety culture has been identified as an emphasis area in your safety plans (e.g., State Strategic Highway Safety Plan, Vision Zero action plan, local road safety plan).
- Your organization is adopting the Safe System Approach, and fostering a road safety culture will help with implementation.
- Your organization is getting ready to promote road safety efforts across its jurisdiction and recognizes the value of looking inwardly first.
- Efforts to improve road safety culture are stuck or have become stagnant.
- Your organization is initiating a strategic planning process and wants to inform that process with a review of its road safety culture.
- Your organization has experienced a safety incident and recognizes the need to approach safety concerns systemically.

Questionnaire 2: Programmatic Safety Integration

Overview

Programmatic safety integration relates to how safety is integrated into organizational processes and prioritized in program and project deliverables, outreach, and the public realm. The strength of an organization's programmatic safety integration is in its ability to consider and prioritize safety in its policies, programs, and procedures across the organization (e.g., departments, divisions) and throughout the project development process.

The purpose of this questionnaire is to explore programmatic safety integration within your organization and reveal opportunities to strengthen and further integrate safety into programmatic activities and throughout the project development lifecycle. Each question is designed to spark conversation about how different aspects of your organization promote system safety.

The goal of this questionnaire should not be to "score" your organization, but rather to gain a shared understanding of areas where programmatic safety can be enhanced.

The Programmatic Safety Integration questionnaire is divided into the following five dimensions:

- 1. Planning and Programming
- 2. Design and Engineering
- 3. Safety and Operations
- 4. Safety Assurance and Evaluation
- 5. Institutionalizing Safety

The questions in each dimension touch on safety considerations that relate to stages of the project lifecycle and the organization's overall approach to transportation projects. The questions posed are not exhaustive. They are designed to spark critical discussion and provide a starting point for deeper examination of programmatic safety integration within your organization.

What are the outcomes from this effort?

The primary outcome is a greater shared understanding among participants about the organization's current and desired maturity levels regarding safety integration in all facets of the organization's transportation programs, activities and investments.

When should we engage on this effort?

This toolkit can be used in many different ways and may be adapted to the needs of the organization. Here are some likely scenarios that might benefit from engaging in this effort:

- Your organization needs to embark on improving its road safety culture and is not sure how to begin.
- Your organization is adopting the Safe System Approach, and fostering a road safety culture will help with implementation.

- Efforts to better integrate safety into project development (e.g., planning, design, construction) are stuck or have become stagnant.
- Your organization is initiating a strategic planning process and wants to inform that process with a review of its programmatic safety integration.
- Your organization has experienced a safety incident and recognizes the need to approach safety concerns systemically and holistically.
- Safety is integrated into project development processes inconsistently, and your organization is looking for strategies to create greater cohesion.
- Your organization routinely experiences challenges with incorporating safety improvements on transportation projects.
- Your organization is updating programs, policies, and/or procedures that have an opportunity to prioritize safety.

Improvement Strategies

Overview

Once the questionnaires have been completed, participants can use the results as the basis for prioritizing opportunities and identifying strategies that will help the organization advance to higher levels of maturity for each question. Participants can refer to their completed questionnaires while completing the improvement strategies identification.

The improvement strategies are organized by maturity level and refer back to the maturity levels and explanations for that specific dimension and question. Some improvement strategies occur at multiple maturity levels because they are introduced at a lower maturity level and are fully embedded in the organization at a higher level.

Indicate which improvement strategies your organization may wish to pursue to advance to a higher maturity level for each question. The example strategies are recommendations to provide your group with a starting point for advancing maturity. You are encouraged to explore ideas beyond those provided.

Improvement Plan Template

Overview

Once the improvement strategies have been identified, your organization can assemble the appropriate staff to develop an improvement plan for implementing the strategies. The improvement plan template provides a structure to document the plan. If your organization has a standard planning process or tool, it can be used instead of this template.

For each question from the questionnaire, indicate your organization's existing maturity level, desired maturity level, and organization champion(s) responsible for overseeing each improvement strategy. Additionally, for each improvement strategy the organization selected for the question, identify a lead staff member, offices or divisions that may serve as collaborators, a target completion date, a start date, and any additional notes relevant to implementation.

The purpose of the improvement planning process is to move your organization from assessment into action. Once the improvement plan is complete, coordinate with other groups in your organization to determine a strategy for advancing each action.

Resource List

Overview

The resource list provides various resources that organizations can use to help enhance the maturity of their organizational road safety culture. The resources include websites, tools, and guidance documents. They are separated into the two parts of organizational road safety culture:

- Internal safety culture
- Programmatic safety integration

The resources are organized by the relevant dimensions used throughout each questionnaire. Additional listed elements for each resource include its title, the organization that developed it, its format (e.g., website, document), and a description of its contents. Hosts and participants may find the resource list useful in identifying strategies, programs, and good practices for advancing action items identified throughout the workshop. The list is not an exhaustive or prescriptive summary of all safety culture resources but serves as a starting place for agencies interested in learning more about each dimension. Hosts and participants are encouraged to look beyond the resource list for additional tools, as needed.

APPENDIX B

Sample Workshop Agenda

Internal Safety Culture or Programmatic Safety Integration Workshop [Date]

9:00 am	Welcome	[Name, Local Leader]
9:10 am	Workshop Overview Introductions and Summary of the Day	[Facilitator]
9:30 am	Dialogue on the Questionnaire Individual and small group discussion on each question Whole group discussion	[Facilitator]
10:15 am	Break	
10:30 am	Continue Dialogue on the Questionnaire	[Facilitator]
12:00 pm	Lunch [Details (Onsite? Bring your own?)]	
1:00 pm	Identify Priorities for Improvement Review Improvement Strategies Prioritize Improvement Strategies	[Facilitator]
2:15 pm	Break	
2:30 pm	Identify Immediate Next Steps for Improvement Plan	[Facilitator]
3:40 pm	Next Steps and Closing Statements	[Name, Local Leader]
4:00 pm	Adjourn	

APPENDIX C

Frequently Asked Questions

Does our organization need to complete the toolkit components for both internal safety culture and programmatic safety integration?

The questionnaires and associated materials were designed to work together to provide an organization with a comprehensive assessment of their safety culture. However, they can also be used independently. Organizations are encouraged to complete the questionnaire and the other toolkit components for the content that best align with their goals, priorities, and context.

How should we account for the differences in responses between different departments/levels/regions/districts within our organization?

In large organizations (or across organizations when taking a regional approach), differences in road safety culture may be revealed. These differences provide opportunities for growth and for learning (whereby organizations and/or departments can learn from one another about what is effective). Bringing diverse staff together also has the benefit of strengthening interdepartmental relationships and generating broader organizational/regional understanding and appreciation for road safety culture. Rather than seeking consensus on a maturity level ranking, identify current gaps and opportunities for improvement.

Is using the toolkit required by FHWA?

No. Use of this toolkit is completely voluntary. The resources are provided by the FHWA as means for agencies and regions to improve their organizational road safety culture in a variety of important and high-impact areas. Participants are encouraged to adapt the toolkit to their context and need. This may include adding or removing questions or adapting language to fit the participants' context (e.g., replacing "organization" with "region").

Will our maturity levels be published or used for comparisons?

No. None of the generated information is collected or stored by FHWA or the facilitators. The information is intended to provide you with a means of assessment, but this information is not archived or used for comparisons. Moreover, this is not intended as a benchmarking tool; it is to assist you with identifying improvement strategies and building consensus.

We have identified over 50 improvement strategies that are needed as a result of the exercise; what should we do next?

The improvement strategies should be prioritized. Consider prioritizing strategies in measures of greatest benefit for smallest effort. Short-term strategies (i.e., those accomplished in a 6-month period) may provide building blocks for longer-term progress. Also consider funding and champions to make progress, keep momentum, and measure progress.

For the questionnaire, we are in-between the choices offered in the question. How do we address this issue?

It is best to assess at the lowest common denominator—acknowledging that the first step is often to bring everyone up to the same level. You may already conduct the improvement strategies identified at the lower level; however, it is important not to miss strategies that may be needed if

you were to choose a higher level. In addition, while making a decision, consider the organization's stated mission or vision.

Our organization did not agree on the maturity level for a question. What should we do? The questionnaire is subjective and based on consensus of the group. There is not necessarily a "correct answer." Even if you are not in agreement on your existing maturity level, consider moving to the improvement strategy selection stage and look at the strategies above and below your identified level to see what option fits best for your organization. Again, build consensus around the improvement strategies to achieve the desired results.

How can a planning organization (e.g., MPOs) use this toolkit?

Planning organizations can use the components for both focus areas (Internal Safety Culture and Programmatic Safety Integration) to assess and improve safety culture in their organization and region. However, because these organizations focus on planning, participants may find the Programmatic Safety Integration components most useful when including regional stakeholders as participants. Planning organizations can convene a workshop and recruit participants from the many stakeholders in a region such as elected officials, local and State engineers, public works departments, law enforcement, transit operators, school transportation departments, public health, and users of the transportation system. Planning organizations hosting workshops may need to adapt the components to best reflect the context of their stakeholders and region. The host should also clarify the scope of the assessment to help guide participant conversations.

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