TRUST, TRANSFORMATION AND ARMY MODERNIZATION

JOSEPH A. BRESCIA
U.S. Army CCDC Armaments Center

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Table of Contents

List of Figures

List of Tables

"Trust is the core intangible needed by the Army inside and outside the profession…Individual trustworthiness creates strong bonds among Army professionals that serve as a vital organizing principle necessary for the Army to function as an effective and ethical profession"

– U.S. Army Civilian Acculturation Handbook, 2014

Abstract

Given its mandate to lead the Army's Future Force Modernization Enterprise (FFME), the U.S. Army Futures Command (AFC) seeks to establish and maintain an aspirational culture built on trust as a means to improve unity of command, enable decision-making at the lowest possible level and rapidly innovate and deliver new warfighting capabilities to soldiers and combat formations. The purpose of this qualitative historical research study was provide research-based insights and recommendations to guide AFC transformational efforts through a comprehensive review of the theories, mechanisms and industry best-practices associated with organizational trust and managing culture change.

Analysis of AFC climate/culture using 2019 OPM FEVS survey data indicated a strong work-unit orientation in all AFC sub-agencies and a workforce climate equipped to support unity of command, empowerment and innovation. However, workforce concerns related to rating employee performance, empowerment and senior leadership abilities to inspire/motivate indicate potential organizational trust issues. Furthermore, analysis of the AFC's structure, operating model and cultural profile suggests that "grass-roots", task-centric approaches to drive culture transformation would be more effective than "top-down" driven efforts. Finally, given its demonstrated practicality to quickly assess key aspects of (trust) culture, the use of trust-focused "pulse surveys" merits further evaluation as a means to monitor the effectiveness of transformation

efforts. It is anticipated that the results derived from this research will provide new insight and understanding related to the development of effective trust-building strategies to enhance the mission effectiveness of the AFC as well as other public and private sector organizations.

Chapter 1 – Introduction

Background

The Case for Transformation

As a result of nearly two decades of fighting counter-insurgency operations (COIN) in the Middle East, the U.S. advantage in advanced weapon system capabilities over its near-peer adversaries, e.g. China, Russia, etc. has narrowed significantly. During this period, U.S. Army leadership was forced to make some difficult choices to defer investments in advanced research and force modernization while focusing on readiness and support to win the current fight. To complicate matters even more, the global proliferation of advanced weapons technologies such as e-cyber and armed drones has also been accelerating, providing non-state actors and criminal organizations with highly-disruptive lethal and non-lethal battlefield capabilities at relatively low-costs. Army leadership has expressed their concerns quite clearly, stating that "today's Army Modernization Enterprise is not organized to quickly deliver modern capabilities to soldiers and combat formations", citing (Army) efforts that "are too dispersed…lack unity of command…have limited accountability…and are unable to modernize at the speed and scale required to ensure overmatch against near-peer adversaries in future conflicts" (HQDA, U.S. Army Execution Order 176-18, 2017). This sentiment was echoed by Dr. Bruce Jette, the Army's Acquisition Executive: "There have been many years in which "rapid" acquisition was seen as an exception to "real" acquisition. We cannot afford "real" acquisition if it is going to take 12 years or even six years" (Jette, 2018).

In response, the U.S. Army has recognized that it must adopt a new paradigm that demands "innovation at the speed of change", i.e. a drastically different approach to modernization that "will enable it to adapt, innovate and integrate technology at speed and scale, regaining assured battlefield dominance" (Honorable Ryan D. McCarthy, 2018).

Recognizing the need to significantly reform the ways that it manages research, development, acquisition and procurement, on 01 July 2018 the U.S. Army Futures Command (AFC) was established with the stated mission to lead a continuous transformation of Army modernization in order to provide future warfighters with the concepts, capabilities and organizational structures they need to dominate a future battlefield by being strategic, effective, innovative, agile and unified (US Army, 2019). Specifically, the AFC will lead the Army's Future Force Modernization Enterprise (FFME) by:

- Establishing unity of command and moving forward as "one team" with a shared, coherent vision of the future;
- Ensuring that Army resources, from funding to senior leader energy and focus, are driving the Army toward the future;
- Moving beyond the outdated Industrial-age processes and management practices of the past; and
- Rapidly delivering integrated solutions for superior lethality and battlefield capabilities at a pace that our adversaries cannot match.

The U.S. Army is a massive enterprise, consisting of many sub-agencies with highly diverse missions and capabilities led by institutional military and supported by a sizeable number of federal civilian employees. The stated mission of the U.S. Army is "to deploy, fight and win

our nation's wars by providing ready, prompt and sustained land dominance by Army forces across the full spectrum of conflict as part of the joint force" (US Army, 2020). As the Army's newest four-star command, the AFC is headquartered in Austin, TX and has approximately 24,000 soldiers, federal civilian employees and contract support personnel located in 25 states and 15 countries throughout the world (Fountain, 2019). The AFC task organizational structure is shown in Figure 1 and includes a number of headquarters functional and administrative support offices as well as three major subordinate component organizations which are focused on requirements, technology and systems development.

Each AFC sub-agency is tasked to plan, manage and execute a unique mission that supports the AFC's overall mission to "*Lead a continuous transformation of Army modernization in order to provide future warfighters with the concepts, capabilities and organizational structures they need to dominate a future battlefield*" (US Army, 2019). Mission descriptions of the principal organizations that either directly report or provide support to the AFC are shown in Table 1.

Army Futures Command Task Organization

Mission: **Effective immediately, AFC leads a continuous transformation of Army modernization in order to provide future warfighters with the concepts, capabilities, and organizational structures they need to dominate a future battlefield.**

Establishing and maintaining unity of effort, purpose & prioritization across the Future Force Modernization Enterprise
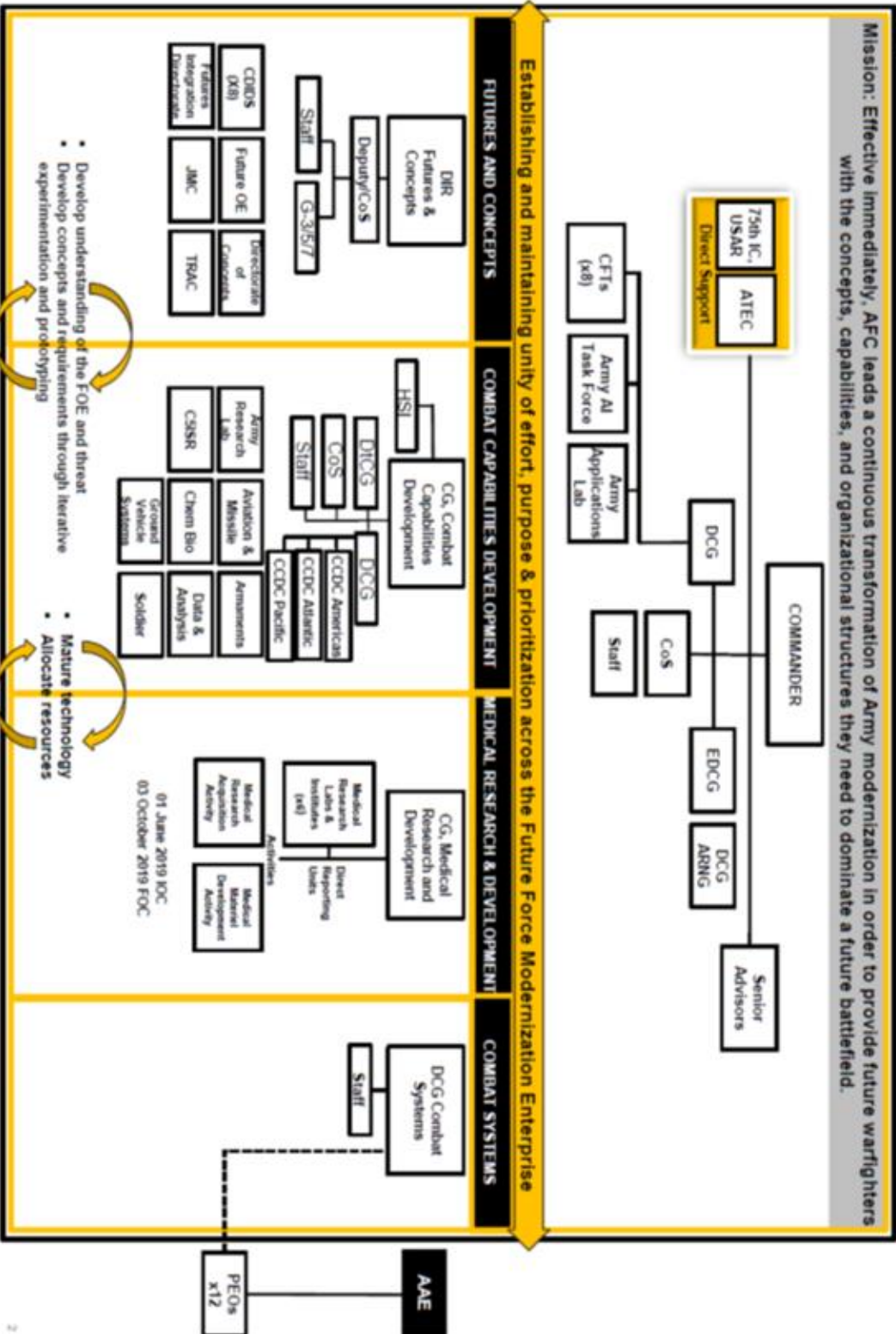

Figure 1. Army Futures Command Task Organization. Extracted from Defense Acquisition University Briefing "Army Organic RD&E Overview", David Byrd, January 21, 2020.

Version 9.5 as of 7 August 2019

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Proponent: AFC FM Division

Table 1. AFC Direct Report/Direct Support Organizations

Organization	Mission/Function	Notes
Army Applications Laboratory (AAL)	Responsible for coordinating outreach to businesses, including small businesses	Direct report. Located at HQ AFC, Austin, TX.
75th Innovation Command	Drive operational innovation, concepts and capabilities to enhance the readiness and lethality of the Future Force by leveraging the unique skills, agility and private sector connectivity of America's Army Reserve	Direct support. HQ 75th IC is located at Ft. Sam Houston, TX.
Army Test & Evaluation Command (ATEC)	Performs developmental testing, operational testing and evaluation of Army systems	Direct support. AFC Support. HQ ATEC is located at Aberdeen, MD. ATEC includes 3 major sub-agencies: Developmental Test Command; Operational Test Command; and the Army Evaluation Center
Army Artificial Intelligence (AI) Task Force	Engage with leading universities and companies to address AI priorities in support of Army modernization	Direct report. Located at HQ AFC, Austin, TX. Established the "AI Hub" with 4 initial thrusts: Intelligence Support; Automatic Threat Recognition; Human Resources/Talent Mgt; and Predictive Maintenance
Cross-functional Teams (CFTs)	8 teams responsible for identifying capability needs and developing requirements associated with the Army's 6 priorities.	Direct report. CFTs are located in different parts of the country in areas relevant to their capability focus Army's 6 Priorities: Long Range Precision Fires; Future Vertical Lift; Next Gen Combat Vehicle; Air & Missile Defense; Army Network; Soldier Lethality
Medical Research & Development Command (MRDC)	Responsible for seeking and developing new medical technologies for use by the Army.	Direct report. HQ MRDC is located at Fort Detrick, MD.
Futures & Concepts Center (FCC)	Responsible for identifying and prioritizing capability and development needs and opportunities. FCC has approximately 855 civilian personnel.	Direct report. HQ FCC is located at Fort Eustis, VA. Subsumed the Army Capabilities Integration Center—formerly part of Army Training and Doctrine Command.
Combat Capabilities Development Command (CCDC)	Responsible for conceptualizing and developing solutions for identified Warfighter needs and opportunities.	Direct report. HQ CCDC is located in Aberdeen, MD Subsumed the Research, Development, and Engineering Command—formerly a part of Army Materiel Command. Includes a HQ component and 8 RD&E organizations: Army Research Lab; Armaments Center; Aviation & Missile Center; CSISR Center; Chemical & Biological Center; Data & Analysis Center; Ground Vehicle Systems Center; and Soldier Center.
Combat Systems Directorate (CSD)	Responsible for refining, engineering, and producing new capabilities.	Direct report. Located at HQ AFC, Austin, TX. Communicates with the Army's PEO/PM offices reporting to the Assistant Secretary of the Army for Acquisition, Logistics, and Technology (AL&T)

Note. Extracted from US Army, Futures Command, URL: https://armyfuturescommand.com/ and "Army Modernization: Army Futures Command Should Take Steps to Improve Small Business Engagement for Research and Development", GAO-19-511, July 2019

It is well understood that structural, governance and policy changes associated with establishing the AFC as a four-star command will not, by themselves, achieve the Army's transformative goals for the FFME. To do so also requires a systemic approach to cultural change. As Army Undersecretary Ryan McCarthy and General Murray testified, the AFC "will address intellectual and materiel transformation by changing processes and organizations, but also the knowledge, skills, abilities and culture of the people within them" (Honorable Ryan D. McCarthy, 2018). Additionally, in a recent Memorandum issued to U.S. military and DoD personnel, the U.S. Secretary of Defense, Dr. Mark T. Esper observed that "Commanders must be willing to make tough decisions…power down decision-making to the lowest capable level…and instill a culture of disciplined initiative and prudent risk-taking in their subordinates…doing so will build trust throughout the ranks" (Esper, 2019).

In order to overcome these challenges and position itself for mission success, the AFC has decided to "streamline and flatten daily interactions, in order to create new space for innovation, agility, and risk tolerance in pursuit of modernization priorities" (AFC, 2018, p. 1). According to GEN John "Mike" Murray, Commanding General, AFC, in order for the AFC to execute its mission and achieve its vision, it has several "must-do's", one of which specifically addresses the issue of trust: "We must become "one team", building and nurturing trust by focusing on creating speed through shared goals and understanding, disciplined initiative, enabled decision making at the lowest possible level and delivering valued outcomes for the Army" (General John M. Murray, 2019, p. 2). More broadly, the AFC intends to create a culture that is aligned with the larger Army's current aspirational culture centered on trust, delegation, candor, efficiency, agility, and results. The new AFC culture will require its members to be more comfortable with change (i.e. have a "growth mindset") and be team-focused (i.e. have an "outward mindset"). It

will also require the development of "deeper and more secure trust, which is necessary to move beyond the status quo to empowerment, innovation, agility and leading change" (AFC, 2018, p. 1).

In order to better understand the challenges facing AFC leadership and its desire to establish a high-trust culture, a brief discussion of organizational culture, trust and its impact on organizational performance and approaches to effectively measure/assess the level of trust in organizations is in order.

Organizational Culture

Organizational culture has been defined in many ways by many people over the years. U.S. Army Regulation 600-100 defines organizational culture as "the set of long-held values, beliefs, expectations, and practices shared by a group that signifies what is important and influences how an organization operates" (AR600-100, 2007, p. 21). Schein defined organizational culture as "a pattern or shared basic assumptions that the group learned as it solved its problems of external adaptation and internal integration that has worked well enough to be considered valid, and therefore, to be taught to new members as the correct way to perceive, think, and feel in relation to those problems" (Schein, 1992, p. 12). Glisson, on the other hand, observed that culture "includes the shared values, beliefs, and behavioral norms in an organization…culture can be described as product and process, the shaper of human interaction and the outcome of it" (Glisson, 2000, p. 197). Borrowing from these definitions, we may then reasonably define organizational culture as "the shared system of assumptions, values, beliefs, history and practices

that members of an organization recognize as being valid in terms of producing positive outcomes for the organization and are therefore taught and passed on to new members".

The power and influence that culture exercises over an organization's ability to successfully execute its strategy and deliver superior results has been addressed extensively. In a recent edition of the Harvard Business Review, it was noted that "when properly aligned with personal values, drives, and needs, culture can unleash tremendous amounts of energy toward a shared purpose and foster an organization's capacity to thrive" (Groysberg, Lee, Price, & Cheng, 2018). However, cultural transformations are inherently difficult to achieve and typically require years of sustained leadership vision, action and commitment. In order for organizational change efforts to gain traction, organizational members must understand why the change is needed, what the change will look like and what is expected from them. They must accept that the goals being pursued and the efforts to be undertaken are in the best overall interest of the organization and thus in their own self-interest. In short, they must "embrace the change". If this condition is not met, forces within the existing culture will eventually exert themselves in various forms of either active or passive resistance or perhaps even ambivalence, which will ultimately drive the change effort toward failure (Siegal & al, 1996).

Trust

The topic of trust and its perceived benefits to organizations has been a popular subject of many scholarly research studies and best-selling books. This has been driven, at least in part, by a growing movement by companies to rely less upon industrial age, bureaucratic, "command and control" management practices and to shift more toward a greater reliance on communication, collaboration, employee empowerment and participative decision-making to reduce redundancy and increase speed and agility. In short, the quality of relationships – i.e. between employers and

employees, staff and customers, internal and external stakeholders – is critical to business success. At the foundation of all good relationships is trust. In a study conducted from 2005-2008 that included a survey of 10,000 followers, (Rath & Conchie, 2008) determined that trust was ranked as the highest factor required for effective leadership. This has emphasized the need to better understand how to effectively cultivate trust and leverage it as a managerial resource in the workplace (Crawford, 2015).

Over the years, scholarly research has produced a plethora of definitions for trust yet there has been little convergence towards a single, universal definition. According to (McNight & Chervany, 1996), this divergence is "primarily driven by empirical studies that typically define trust in specific, narrow ways" (p. 3). Yet, within the constructs of individual and organizational trust, several key definitional elements have emerged in the form of uncertainty, expectancy and dependency, whereby trust involves a degree of risk by making oneself vulnerable to the actions of another. For example, (Rotter, 1967) defined trust as "an expectancy held by an individual or a group that the word, promise, verbal or written statement of another individual or group can be relied upon." (p. 651). According to (Rousseau, Sitkin, Burt, & Camerer, 1998) trust is "a psychological state comprising the intention to accept vulnerability based upon the positive expectations of the intentions or behavior of another" (p. 395). In addressing individual and organizational trust, (Mishra, 1996) defined trust as "one party's willingness to be vulnerable to another party based on the belief that the latter party is (a) competent, (b) open, (c) concerned, and (d) reliable" (p. 265). (Mayer, Davis, & Schoorman, 1995) defined trust as "the willingness of a party to be vulnerable to the actions of another party based on the expectation that the other party will perform a particular action important to the trustor, irrespective of the ability to monitor or control the other party" (p. 712). Mayer also identified ability, benevolence and

9

integrity as key factors for perceived trustworthiness. Perhaps the simplest definition for trust is offered by Stephen M.R. Covey: "Trust means confidence" (Covey & Merrill, 2006, p. 5). According to Covey, trust is the confidence one person has in another person's character and competence, i.e. their integrity, intent, capabilities and track record (results). Covey's definition is useful in that it can be equally applied to trust-based relationships between individuals, among team members and departments within organizations as well as with the organization's external stakeholders and the broader society.

As we have seen, organizational trust is a highly complex, multi-dimensional concept that is influenced by cognitive, affective and intellectual factors as well as circumstances both internal and external to the organization. These factors can dynamically shape perceptions of trust at the individual, team and organizational level, making the task of obtaining meaningful direct measurements of trust an especially challenging endeavor. For leaders seeking to establish a high-trust culture within their organizations, a key challenge is to identify effective means to measure and assess the level of trust-based behaviors and attitudes in a way that validates progress and also target areas for future improvement. Since trust is multi-faceted and dynamic, it is important to investigate the use of multiple instruments such as climate surveys, focus group interviews and exit interviews administered consistently over time in order to develop a deep understanding of the organization's trust culture.

Organizational Benefits of Trust

Much has been published on the organizational benefits of trust-based behaviors. In Five Dysfunctions of a Team, (Lencioni, 2002) illustrates how trust provides the essential foundation

for high-performance teams by creating the conditions leading to constructive conflict, member commitment and accountability and a focus on achieving results. Research conducted by (Cho, 2008) showed how managers in federal agencies could build trust by increasing their own trustworthiness and that trust and managerial trust-worthiness were positively associated with increases in employee satisfaction, cooperation, and perceived work quality. In a study involving a research division of a federal government agency, (Warren, 2012) found that trust in the immediate supervisor, trust in top management and organizational trust experienced by subordinate employees were significant predictors of organizational effectiveness. Similarly, (Shockley-Zalabak, Ellis, & Winograd, Organizational Trust: What it Means, Why it Matters, 2000) observed that numerous research studies, including their own, "indicate that organizations with high levels of trust will be more successful, adaptive and innovative than those with low levels of trust or pervasive distrust " (p. 42). In their best-selling book, The Speed of Trust, (Covey & Merrill, 2006) refer to a study conducted by Watson Wyatt "that shows that total return to shareholders in high-trust organizations is almost three times higher than the return in low-trust organizations" (p. 21).

Although there appears to be a general consensus that high levels of organizational trust are positively associated with improvements in organizational performance, there is somewhat less agreement with respect to the actual cause and effect relationships within and across the individual, team and organizational levels of trust as well as the influence of the organization's external environment. According to (Fulmer & Gelfand, 2012), "trust within any one level does not occur in a vacuum and needs to be considered in the context of trust and related factors at other levels" (p. 1204). This requires that leaders develop a more comprehensive understanding of what constitutes trust-based behaviors and also recognize the distinctions between

11

interpersonal and organizational trust. This presents a special challenge for leaders who seek to develop and implement organizational strategies and policies that promote and reinforce trust-based behaviors in the workplace.

Problem Statement

Given its mandate to lead the Army's Future Force Modernization Enterprise (FFME), the U.S. Army Futures Command (AFC) requires an effective approach to establish and maintain a high-trust culture as a means to improve unity of command, enable decision-making at the lowest possible level and rapidly innovate and deliver new warfighting capabilities to soldiers and combat formations.

Although AFC's leadership believes that a minimum of 2-3 years may be required to reach a "tipping point" for its desired high-trust culture to take root, it also recognizes that efforts to foster "change of a deep and personal nature could take as long as five years for individuals and 20 years for the culture" (AFC, 2018, p. 4). Therefore, in developing an effective approach to establish a high-trust culture, the AFC would likely benefit from a comprehensive understanding of the current AFC culture, organizational change, the highly dynamic nature of organizational trust, its relationship to organizational performance as well as effective instruments to measure/monitor trust behaviors in the workplace.

Purpose

The purpose of this qualitative historical research study is to systematically examine the results of the research and thought leadership associated with cultural change, the dynamics of trust in the workplace and associated trust measurement instruments/methodologies. New insight generated will be leveraged to identify effective trust-building strategies, policies and practices to support AFC leadership in its cultural transformation efforts. This study will leverage several change management and behavioral theories/models in the course of examining culture change and the development of trust-based behaviors in organizations: Covey's Speed of Trust (Covey & Merrill, 2006); Beer's Six Steps to Effective Change (Beer, Eisenstat, & Spector, 1990); Kotter's Eight Step Process for Leading Change (Kotter, 1995); Expectancy Theory (Vroom, 1964); Path-Goal Theory (House & Mitchell, 1975); Leader-Member Exchange (LMX) Theory (Graen & Uhl-Bien, 1995); and the Swift Trust Theory (Meyerson, Weick, & Kramer, 1996). The latter theory is of special interest to this study as it attempts to explain how, despite the lack of prior interaction between members of a newly-established or temporary work teams, trust behaviors can be observed almost immediately. From the AFC's perspective, the "Swift Trust" phenomena may provide key insight and understanding on ways to generate higher levels of agility, collaboration and innovation across the FFME. For example, the AFC's Cross Functional Teams (CFTs) – Long Range Precision Fires; Air & Missile Defense; Future Vertical Lift; Soldier Lethality; Network Command, Control, Communication and Intelligence; Next Generation Combat Vehicle; Synthetic Training Environment and Network; and Assured Positioning, Navigation and Timing– do not have the luxury of lengthy amounts of time or long-standing relationships as foundations to build trust conventionally. However, through a better understanding of the underlying mechanisms of "Swift Trust" as well as other approaches to

behavior change, the AFC's CFTs may be better positioned to rapidly develop and deliver new warfighting capabilities to the soldier and combat formations.

Significance of this Research

The AFC has determined that establishing a high-trust culture is critical to its future force modernization efforts. Tom Peters, noted business management expert and author of <u>In Search of Excellence</u>, has stated that "Technique and technology are important, but adding trust is the issue of the decade". In <u>The Speed of Trust</u>, Stephen Covey describes trust as the "hidden variable" in the formula for organizational success, where low-trust behaviors represent a "tax" on output while high-trust behaviors serve as an output multiplier. According to Covey, trust is often hidden or disguised in organizations because many leaders tend to be pre-occupied with addressing the symptoms of poor performance, rather than looking deeper to see how their organization's systems, policies and management practices may be undermining rather than promoting trust behaviors. This research study will therefore provide a more thorough understanding of the theories and mechanisms associated with promoting trust-based behaviors in the workplace and provide essential insight to guide future AFC transformational efforts.

Furthermore, although much research has been devoted to the topic of organizational culture change, very little has been focused specifically on ways to establish high-trust cultures within U.S. defense agencies. Therefore, it is anticipated that the results of this research study will also have important practical applications beyond the AFC, and may be extended to other defense, public and private sector organizations seeking to achieve sustained levels of agility, competitiveness and performance excellence through the establishment of a high-trust culture.

Overview of the Research Methodology

The primary research questions to be addressed by this research are:

(1) What are the key values, behaviors and attitudes associated with the present culture of the AFC and to what extent do they vary across the organization?

(2) What are the essential characteristics and attributes of "high-trust" cultures, and what organizations might serve as performance benchmarks for the AFC?

(3) What specific strategies, systems and policies are required in order to create and sustain a high-trust culture within the AFC?

(4) How should the level of trust within the AFC be measured/monitored in order to evaluate progress and also identify additional opportunities for improvement?

In order to answer these foundational questions, a qualitative historical research study was performed that includes a comprehensive review and analysis of relevant research literature and industry best practices associated with: (1) managing culture change; (2) organizational trust; and (3) effective approaches to monitor/measure employee trust levels within organizations.

Limitations

Key underlying assumptions associated with this research study include: (1) Organizational culture is a dependent variable and can therefore change or be changed; (2) Trust is a multi-dimensional concept resulting from interactions that span individual, leader, organizational and inter-organizational levels; (3) The degree of trust within an organization is positively associated

15

with organizational performance; and (4) The level of trust within an organization can be measured.

The scope of this research study is limited to the analysis of historical research findings relevant to cultural change, trust-building mechanisms and trust measurement instruments for organizations analogous to the AFC. Research in this study will not include the collection and analysis of data from primary sources, e.g. interviews, human subject experiments etc. Furthermore, this research will focus on the development of trust-based relationships internal to the organization itself and will not include those with stakeholders external to the organization (e.g. customers, suppliers, public, etc.). Other potential limitations associated with this research study include: the availability of information related to the AFC's current culture and cultural transformation efforts; availability of research data and trust measurement methodologies associated with organizations that are analogous to the AFC. In addition, since this research includes historical survey data, any comparative analysis may be limited by sample sizes, respondent truthfulness/common source bias and processing errors associated with the research surveys. Finally, the inability to make valid multilevel inferences based on a single level of analysis (i.e. climate survey data) may limit the applicability of the results of this research study.

Chapter 2 – Literature Review

In order to address the research questions posed in Chapter 1, this chapter provides a review of the literature associated with managing organizational/culture change, essential characteristics associated with high-trust cultures, and organizational trust measurement methods and instruments. For each topic area, a literature review was conducted that involved four basic stages: (1) developing a search strategy; (2) conducting the search; (3) screening search results; and (4) literature down-selection. For the purposes of this study, the research timeframe was set from December 1999 through December 2019, providing approximately 20 years of relevant research literature that generally coincides with the efforts to reform structure, mission and cultural in federal agencies following the 9/11 terrorist attacks on the U.S. in 2001. The primary databases used for search purposes were EBSCOhost, ProQuest, the Defense Acquisition University (DAU) Knowledge Repository, Google, the Defense Information Technology Center (DTIC) and the U.S. Government Accountability Office (GAO). Acceptable sources included PhD research dissertations, journal articles, business review articles, workforce surveys (such as the Federal Employee Viewpoint Survey, Command Climate Survey, etc.) and books authored by recognized thought-leaders related to organizational culture change and the development of trust-behaviors within organizations. The scope of the literature search was limited to documents in English and excluded documents associated with trust relationships exhibited by the public toward institutions, commercial products, technology systems, services, etc.

Managing Cultural Change

In this section, the specific objective was to locate and review literature which would lead to the identification of suitable approaches capable of driving cultural change within the AFC. An

17

initial search of PhD doctoral dissertations was performed on ProQuest using the keywords *organization, culture* and *change* and produced 300,192 results – a clear indication of the importance of the subject to both private and public organizations.

So why are so many organizations interested in ways to change their organizational culture? In short, having the "right" organizational culture is considered by many to be a key source of competitive advantage for sustained business success by high-performance organizations. A strong and healthy culture can be a powerful differentiator, enabling companies to attract and retain the best talent and deliver consistently superior results, even under difficult circumstances. For organizations which must compete in today's globally competitive environment, change is inevitable and therefore must be effectively managed. However, for leaders in both the public and private sectors who recognize that a change in their corporate culture is needed, deciding what to do and how to do it is no small matter. In fact, success rates even for small scale change efforts tend to be quite low (Hirschhorn, 2002). Despite the existence of many well-known change management theories and models - e.g. Lewin Change Management Model; McKinsey 7S Model; Kotter Change Management Theory; Sunstein-Thaler Nudge Theory; Kubler-Ross "Grief Model", etc.- by some estimates, approximately 70% of organizational change initiatives fail to produce expected outcomes (Beer & Nohria, 2000).

According to (Rodrigues, 2006), opinions vary greatly with respect to how organizational culture changes occur over time and what actually drives the process. Consequently, a significant amount of research has been devoted to developing a deeper understanding of why and how organizational cultures develop as well as leadership strategies which may be used to change the underlying values, attitudes and behaviors that reflect organizational culture (Somerville, 2008; Roberts, 2017; Beer & Nohria, 2000; Wildenberg, 2006; Williams, 2019; Alan, 2013).

While the aforementioned sources address change management theories and processes, additional literature searches were performed to obtain information on cultural change efforts pursued by the AFC as well as organizations analogous to the AFC. With respect to AFC cultural change efforts, (HQDA, EXORD 176-18, 2017) establishes the overarching requirements for cultural change; (General John M. Murray, 2019) provides a list of key behavioral characteristics of the desired AFC culture; and (AFC, 2018) describes details associated with core values, artifacts/tools/behaviors, outward/growth mindsets, as well as assumptions/fundamental principles and supporting systems for achieving the desired cultural shift within AFC. Results from the annual Office of Personnel Management (OPM) Federal Employee Viewpoint Survey (FEVS) may be useful in providing additional insight into current workforce beliefs and attitudes within AFC organizations prior to and after the establishment of the AFC (OPMa, 2019).

Additional literature searches conducted on EBSCOhost, Google and ProQuest focused on cultural change efforts by organizations analogous to the AFC, including the U.S. Army as well as other U.S. federal agencies. Searches were conducted using search term combinations using *Army, federal, culture, change, innovation and R&D.* These terms were selected based on the assumption that they would lend themselves more naturally to the AFC's structure, mission, management practices and culture. For example, (Holland, 2019) cited the need for cultural change in the U.S. Army/AFC with respect to the requirements development and materiel development process while (Thompson & Allen, 2017; Conner, 2019) discussed how Army leaders must manage the inherent tensions between the Army's institutionalized command and control culture and its efforts to foster a more open, innovative, risk-taking culture. (Gerras, Wong, & Allen, 2008; Meredith, et al., 2017; King, 2008) also researched cultural change within the U.S. Army, but these studies were primarily focused on efforts to reform the culture and

19

climate of the institutional U.S. Army (i.e. active military components) rather than the acquisition, logistics and technology community dominated by civilian personnel.

Finally, literature searches on Google, ProQuest and the GAO database using the keyword combinations of *culture, change,* and *federal agencies* provided multiple references related to cultural change efforts at federal agencies and various civil service reform efforts, including NASA (CAIB, 2003), the U.S. Office of Personnel Management (U.S. OPM, 2010), Department of Veterans Affairs (Johnson D. , 2019), Department of Housing and Urban Development (Robinson, 2016) and the National Academy of Public Administration (NAPA, 2018). A search of the U.S. GAO database also produced numerous reports highlighting the need for cultural changes, e.g. Nuclear Regulatory Commission (March 2000), Veterans Administration (July 2000), Federal Aviation Administration (October 2005) and Department of Defense (June 2010). In each case, although GAO concluded that culture changes were required, specific guidance as to how to accomplish the change was not specified.

Given the results of the literature searches performed, there does appear to be several change management theories and cultural change efforts that can be leveraged by the AFC as it seeks to establish a high-trust culture. In the next section, we will present a literature review of high-trust cultures, the key characteristics which define them, as well as their impact on key aspects of organizational performance.

High-Trust Cultures

The subject of high-trust cultures – how they develop, their characteristics and their influence on organizational performance – has been a very popular subject for many researchers, authors and bloggers over the years. A Google search using the keywords *building, trust and*

20

organization provided the following compendiums of scholarly foundational research articles on the subject: Handbook of Trust Research (Bachmann & Zaheer, 2006), Organizational Trust: A Reader (Kramer, Organizational Trust: A Reader, 2006) and Trust and Distrust in Organizations: Dilemmas and Approaches (Kramer & Cook, 2004). The same Google search yielded several influential books written by trust thought leaders on ways to build and sustain organizational trust, including, The Speed of Trust (Covey & Merrill, 2006)/Leading at the Speed of Trust (FrankinCovey, 2019); Building the High-Trust Organization: Strategies for Supporting Five Key Dimensions of Trust (Shockley-Zalabak, Morreale, & Hackman, 2010); and The Decision to Trust: How Leaders Create High-Trust Organizations (Hurley, 2011). Among these sources, content provided in the The Speed of Trust and Leading at the Speed of Trust was leveraged to a somewhat higher degree in this study because the U.S. Army Combat Capabilities Development Command (CCDC), the largest component organization within the AFC, made a decision in early 2019 to began mandatory Leading at the Speed of Trust training for all of its supervisors and managers.

In an effort to futher narrow search efforts and locate information on trust research related to organizations analogous to the AFC, an additional literature search was performed on ProQuest using the keywords *trust, culture, federal agency and R&D*, producing three results of primary interest to this study: (Cho, 2008) investigated how trust in managerial leadership influences organizational performance, whether management trustworthiness is an antecedent of trust, and also explored the impact of institutional factors on trustworthiness and trust; (Minnifield, 2017) explored peer coworker behaviors, leadership actions and organizational policies that influence peer coworker trust among federal employees; and (Batchelor, 2013) analyzed the perceptions of

federal employees regarding the level of organizational trust and its influence on their intent to remain or leave the federal government.

Although these aforementioned sources provide many valuable research-based insights and best-practices associated with building and sustaining trust-based behaviors in the workplace, it would also be of interest to identify organizations with high-trust cultures to serve as comparative benchmarks for the AFC's transformational efforts. In order to identify suitable industry benchmarks for high-trust cultures, a review of *Fortune Magazine's* annual "100 Best Companies to Work For" list was performed. Each year, this list is compiled for *Fortune* by the analytics firm Great Place to Work by analyzing millions of responses to 60 workforce survey questions. According to *Fortune*, "Eighty-five percent of the evaluation is based on what employees report about their experiences of trust and reaching their full human potential as part of their organization" (Fortune, 2019). Since government organizations are not eligible for consideration on *Fortune's* "100 Best Companies to Work For" list, another primary source which was leveraged is the "Best Places to Work in the Federal Government" rankings, produced by the Partnership for Public Service and the Boston Consulting Group. This ranking, based upon data collected by the U.S. Office of Personnel and Management's Federal Employee Viewpoint Survey (FEVS), provides a comprehensive rating of employee engagement, which is reflective of "the satisfaction and commitment of the workforce and the willingness of employees to put forth discretionary effort to achieve results" (Partnership for Public Service, 2019). These latter two characterstics are of interest as they are outcomes that are considered to be closely associated with elevated levels of organizational trust (Covey & Merrill, 2006).

Measuring Trust

Although *Fortune's* "100 Best Companies to Work For" list and the Partnership for Public Service "Best Places to Work in the Federal Government" rankings do provide some key insights with respect to trust-based behaviors in a firm, the results are generally aggregated and reported at the organizational level. This rather limited view may present challenges for leaders seeking to understand and influence aspects of sub-cultural beliefs, attitudes and behaviors associated with trust in order to improve certain organizational performance outcomes. Therefore, the additional use of other, more targeted trust measurement approaches may be warranted.

As it turns out, a great number of trust measurement instruments, generally appearing in the form of either games or survey questionaires have been developed by psychologists, sociologists and business thought leaders. For the purposes of this study, we limited our literature search to survey-based instruments addressing the categories of interpersonal trust (employee/peers /manager), trust among departments/units within an organization and trust between organizations. In The Speed of Trust (Covey & Merrill, 2006) provide self-assessment instruments for Self-Trust, Relationship Trust and Organizational Trust. Google and ProQuest search using the keywords *trust, leadership, organization, and measurement* showed that research instruments, i.e. the Behavioral Trust Inventory - BTI (Gillespie, 2015); Organizational Trust Inventory - OTI (Cummings & Bromiley, 1996) and the Management Behavior Climate Assessment - MBCA (Sashkin, 1996) have been frequently used and/or cited in other trust research publications, e.g. (Forsyth, 2016; Milligan, 2004; Costa & Anderson, 2011; Dietz & Den Hartog, 2006). In fact, the BTI has been used as the principal trust measure in the U.S. Army's Annual Survey of Army Leadership (Gillespie, 2015, p. 233). The same Google keyword search identified other variations of trust assessment models and guidance provided by authors, e.g. Building the High-Trust Organization: Strategies for Supporting Five Key

23

Dimensions of Trust (Shockley-Zalabak, Morreale, & Hackman, 2010), corporate business management consultants, e.g. (PwC, 2015) and thought leaders, e.g. (Gleeson, 2017).

This chapter provided a review of the relevant literature associated with managing organizational/culture change, cultural change efforts pursued by the AFC and other federal agencies, characteristics associated with high-trust cultures, as well as methods and instruments used to measure organizational trust. In the next section we will explain how the results of this literature search will be used to address the research questions postulated by this study's Problem Statement.

Chapter 3 – Research Methodology

<u>Introduction</u>

It is clear that there is no shortage of research and analysis on the topic of trust and its role in influencing of organizational performance. Many preeminent scholars and thought-leaders have published literally hundreds of scientific reviews, studies, articles and books on trust and its perceived organizational benefits. Charged to lead the U.S. Army's FFME, a principal goal of the AFC is to establish and maintain a high-trust culture as a means to improve unity of command, enable decision-making at the lowest possible level and rapidly innovate and deliver new warfighting capabilities to soldiers and combat formations in a timeframe that is responsive to the challenges of the rapidly-changing global security environment. The purpose of this qualitative historical research study is to systematically collect, review and analyze scholarly research findings and thought leadership associated with managing cultural change, the dynamics of trust in the workplace, as well as trust measurement instruments/methodologies. New insight generated from the research findings in this study will be leveraged to identify effective trust-building strategies, policies and practices to support AFC leadership in its cultural transformation efforts. This chapter describes the principal research questions to be studied, the parameters of the research design, research tools utilized as well as potential sources of bias/error and/or other factors that would limit validity of this research.

<u>Research Questions</u>

As stated previously, the problem statement to be addressed in this research study is "Given its mandate to lead the Army's FFME, the AFC requires an effective approach to establish and

maintain a high-trust culture as a means to improve unity of command, enable decision-making at the lowest possible level and rapidly innovate and deliver new warfighting capabilities to soldiers and combat formations". The specific research questions which support this problem statement are as follows:

(1) What are the key values, behaviors and attitudes associated with the present culture of the AFC and to what extent do they vary across the organization?

(2) What are the essential characteristics which define "high-trust" cultures, and what organization(s) might serve as performance benchmarks for the AFC?

(3) What change management strategies, systems and/or policies are required in order to create and sustain a high-trust culture within the AFC?

(4) How should the level of trust within the AFC be measured/monitored in order to evaluate progress and also identify additional opportunities for improvement?

Research Design

In Phase 1 of the research design, a comprehensive review and analysis of relevant research literature, historical survey data and industry best practices was performed which generally followed the research themes associated with: (1) organizational culture and trust; (2) managing organizational change; and (3) effective approaches to monitor/measure employee trust levels within organizations.

Phase 2 involved a comparative analysis of the survey data, tools and methodologies collected in Phase 1 with the intent to develop additional insight with respect to the four research questions. For example, an analysis of FEVS survey responses of AFC sub-agencies was used to

explore and identify trends in trust-based beliefs, attitudes and behaviors within the AFC; a comparative analysis of cultural change theories, trust/behavioral models and methods employed by high-trust organizations was performed in an effort to identify industry best-practices to build trust; and a comparative analysis of trust measurement instruments was completed in order to identify suitable approaches to measure/monitor trust at various levels within and across AFC organizational components.

Bias and Error

In Chapter 1 several potential sources of bias and error associated with this research study were identified. Since this research includes historical survey data (e.g. FEVS, OTI, MBCA, Best Places to Work in the Federal Government List, etc.), comparative analyses may be limited by sample sizes, single source bias and/or processing errors associated with the research surveys. Also, the inability to make valid multilevel inferences based on a single level of analysis (i.e. climate survey data) may limit the effectiveness of trust-building strategies as well as the generalizability of findings to other organizations. These errors may be somewhat mitigated by focusing the comparative analyses on multi-year data trends, rather than individual survey points themselves and leveraging survey responses from other organizations analogous to the AFC.

Chapter 4 – Findings

Introduction

"Credibility, or our capacity to have other people trust what we say, is essential to any successful acquisition professional. Trust in our credibility matters when we interact with our supervisors, subordinates, customers (military operators), the media, Congress and industry—in other words with everyone we encounter."- Frank Kendall, former Under Secretary of Defense for Acquisition, Technology and Logistics (Kendall, 2014, p. 2)

Mr. Kendall's opinion above clearly illustrates the importance that DoD places on trust in the day-to-day activities of its acquisition professionals. In fact, according to the U.S. Army Civilian Acculturation Handbook (U.S. Army, 2014) trust is one of the "5 Essential Characteristics of the Army Profession…the essence of being an effective Soldier or Army Civilian…the core intangible needed by the Army inside and outside the profession" (p. 14). In this respect, the AFC's goal to build and maintain a "high-trust" culture is deeply rooted in the Army's professional tradition. The purpose of this chapter is to analyze, compare and synthesize relevant data, theories, tools and industry best practices associated with trust as a managerial resource in the workplace. New insights and finding generated from this research will enable the AFC to develop an effective approach to achieve its transformational goal.

The contents of this chapter are organized in a manner which addresses each of the four primary research questions posed in this study, specifically:

(1) What are the key values, behaviors and attitudes associated with the present culture of the AFC and to what extent do they vary across the organization?

(2) What are the essential characteristics and attributes of "high-trust" cultures, and what organizations might serve as performance benchmarks for the AFC?

(3) What specific strategies, systems and policies are required in order to create and sustain a high-trust culture within the AFC?

(4) How should the level of trust within the AFC be measured/monitored in order to evaluate progress and also identify additional opportunities for improvement?

Analysis of AFC Culture

The AFC's assigned mission is to "lead a continuous transformation of Army modernization in order to provide future warfighters with the concepts, capabilities and organizational structures they need to dominate a future battle field" (US Army, 2019). The AFC Campaign Plan, shown in Figure 2, has established the following "Unifying Principle" to achieve momentum: "Align research, discovery, processes and resources to provide Soldiers with the structure, capabilities, and concepts necessary to dominate on a future battlefield". In addition, a key strategic AFC Line of Effort (LOE) is focused on People with the campaign objective to "Shape the total culture of Army Futures Command with its most valuable asset – People". This clearly shows that AFC leadership recognizes that its people and culture must play a foundational role in order to successfully achieve its campaign plan objectives and execute its mission. Finally, the AFC's stated goal to develop a "deeper and more secure trust" across the

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FFME is consistent with the U.S. Army Civilian Acculturation Handbook, which has identified

trust as one of the "5 Essential Characteristics of the Army Profession" (U.S. Army, 2014, p. 14).

Figure 2. The U.S. Army Futures Command Campaign Plan. Made available by the
Strategic Initiatives Group, HQ Combat Capabilities Development Command
(CCDC), 02/21/2000

In order to begin to develop a cultural profile of the AFC, it may be helpful to recall that

earlier we borrowed elements from three key sources (AR600-100, 2007; Schein, 1992; Glisson,

2000) in order to develop a definition for organizational culture, i.e. "the shared system of

assumptions, values, beliefs, history and practices that members of an organization recognize as

being valid in terms of producing positive outcomes for the organization, and are therefore

taught and passed on to new members". It is important to point out, however, that in some cases,

the system of assumptions, values, beliefs, history and practices that are publicly espoused by an

organization may not be universally shared or demonstrated consistently among its members.

Detecting these divergences is often difficult unless time and effort is devoted to collect data

direct observation. It is also important to acknowledge that since the AFC is comprised of several

sub-agencies with separate and distinct missions, it is very likely that what we observe and refer

to as "AFC culture" might be more accurately described as a "mosaic of sub-cultures" that exist

within the Command. This contention is supported by (Wildenberg, 2006) who observed that

"organizational subcultures form in response to the distinctiveness of their role and position

within an organization" and that "these subcultures resist change so as to ensure continuity of

their standing and maintain balance within organizations" (p. 5). Since AFC organizations are

staffed largely with federal civilians who share the Army Values and a common overarching

mission to support Army modernization, each of these sub-agencies will likely share many

cultural similarities with other organizations, not only within AFC, but also the Army, DoD as

well as other federal government agencies. However, due to their unique mission focus, histories,

rituals, etc. there may be other cultural aspects where these organizations could differ

significantly from each another. Based on this assumption, (Coghlan, 2011) observed that a

change process is best designed with organizational uniqueness in mind. Therefore, it is critical

for the AFC, or any large organization for that matter, to give proper consideration to the nature

of its organizational sub-cultures when planning, communicating and executing any major

cultural change initiative.

For the reasons mentioned above, defining the workforce culture for an organization as large

and complex as the AFC represents a challenging task. Primary methods of collecting data on

employee attitudes, beliefs and behaviors include the use of employee climate surveys,

interviews with employees, both individually and in focus groups. However, these types of

assessments are generally more indicative of organizational climate than the underlying culture as they assess employee attitudes and perceptions at a "point in time". Consequently, organizational climate characteristics may change much more quickly that the actual underlying culture. Insights into cultural norms on the other hand, i.e. "how things are done around here", are more difficult to directly assess and are typically obtained through direct observation of employee behaviors, artifacts, rituals, employee reward/recognition systems, hiring/retention practices, etc. in the workplace by trained, independent behavioral experts (WHA Quality Center, 2020).

As it would be beyond the scope of this qualitative research study to collect primary source information directly from research subjects using trained behavioral experts, it was decided to utilize data obtained from the 2019 OPM Federal Employee Viewpoint Survey (FEVS) in order to generate inferences about trust-based behaviors and the culture within the AFC. It must be Since the AFC was established in July 2018 and did not reach Full Operating Capability (FOC) until the following year, the AFC's "status-quo" culture is akin to a patchwork of organizations that were re-aligned to it when it was established. Furthermore, the AFC 2019 FEVS data consisted of employee responses from the following sub-agencies: Army Capabilities Integration Center; Army Materiel Systems Analysis Activity; Army Research Development and Engineering Command (now the Army Combat Capabilities Development Command); and the Army TRADOC Analysis Center. Possible research limitations introduced by the approach include (1) relevancy of FEVS questions to trust-based behaviors and outcomes; (2) survey response rates/sample size; (3) respondent truthfulness and common source bias; (4) survey administration and data processing errors; and (5) the inability to make valid multilevel inferences based on a single level of analysis.

32

<u>Analysis of FEVS Data</u>

According to the 2019 FEVS Government-wide Management Report (OPMgw, 2019), the FEVS is a self-administered survey sent annually to all eligible full–time, part–time, permanent and non–seasonal employees. The 2019 FEVS included 101 questions that addressed employee perceptions in 10 areas of concern: Personal Work Experiences; Work Unit; Agency; Supervisor; Leadership; Performance; Partial Government Shutdown; Work-Life Programs; Satisfaction; and Demographics. Most of the FEVS questions utilized the 5-point Likert-type response scales with 3 variants: (a) Strongly Agree, Agree, Neither Agree nor Disagree, Disagree, Strongly Disagree; (b) Very Satisfied, Satisfied, Neither Satisfied nor Dissatisfied, Dissatisfied, Very Dissatisfied; and (c) Very Good, Good, Fair, Poor, Very Poor. The 2019 FEVS survey also contained 5 new questions related to the Partial Government Shutdown that occurred between December 22, 2018 and January 25, 2019 and one new question related to Work-Life Program participation. A complete list of all the (non-demographic) 2019 FEVS questions can be found in Appendix A.

A total of 6,729 federal employees within AFC responded to the 2019 FEVS survey for an overall response rate of 53.1%. At the time OPM circulated the FEVS, four sub-agencies were identified under the AFC: CCDC, ARCIC, TRAC and the Army Materiel Systems Analysis Activity (AMSAA) (DataExplorer, 2019). It should be noted that in Feb 2019, AMSAA became part of the CCDC Data & Analysis Center (AFC, 2020). Table 2 shows the distribution of survey respondents, response rates and percentages of employees who identified themselves as either non-supervisors, team leaders, supervisors, managers or senior leader for each AFC sub-agency, the AFC and U.S. Army.

The data provided in Table 2 shows that CCDC respondents represented almost 94% of the total number of the AFC survey respondents. It follows then that the aggregated results reported

33

at the AFC level may not necessarily reflect the attitudes and behaviors for all of the AFC sub-agencies. In fact, a similar observation might also be made with respect to the 4th level sub-agencies within the CCDC. Therefore, as we analyze and interpret the survey results, we should acknowledge the possibility that sub-cultures with significantly different attitudes and beliefs likely exist within the AFC.

Table 2. 2019 FEVS Response Rates for AFC Sub-agencies

AFC Sub-agency	# of FEVS Respondents	Response Rate (%)	Non-Supv/ Team Lead (%)	Supv/Mgr/SL (%)
ARCIC	102	48.8	78	22
TRAC	123	55.7	77	23
AMSAA	188	67.9	92	8
CCDC	6,316	52.7	85	15
AFC Overall	**6,729**	**53.1**	**85**	**15**
US Army Overall	**85,639**	**44.0**	**79**	**21**

Note. Extracted from the 2019 Federal Employee Viewpoint Survey, 3rd Level Sub-Agency Reports, U.S. Department of the Army, AMSAA/TRADOC/ARCIC/CCDC, accessed on February 02, 2019, URL: https://www.dataxplorer.com/FEVS

FEVS "Top 10" Positive and Negative Responses

A summary of the Top 10 positive and negative 2019 FEVS results for the AFC is shown in Table 3. The top four AFC positive responses (Q.7, Q.8, Q.42 and Q.49) indicate strong level of employee commitment and dedication to their job as well as a high degree of respect and caring from their supervisors. However, the top four negative responses (Q.23, Q.21, Q.33, and Q.9) appear to point to potential employee concerns related to fairness and resource support.

Table 3. Top 10 Highest Positive and Negative FEVS Responses by AFC Employees in 2019

Highest Percent Positive	%		Highest Percent Negative	%
(Q.7) When needed I am willing to put in the extra effort to get a job done.	96.9		(Q.23) In my work unit, steps are taken to deal with a poor performer who cannot or will not improve.	37.7
(Q.8) I am constantly looking for ways to do my job better.	91.6		(Q.21) My work unit is able to recruit people with the right skills.	30.4
(Q.42) My supervisor supports my need to balance work and other life issues.	89.2		(Q.33) Pay raises depend on how well employees perform their jobs.	30.1
(Q.49) My supervisor treats me with respect.	89.0		(Q.9) I have sufficient resources (for example, people, materials, budget) to get my job done.	29.6
(Q.36) My organization has prepared employees for potential security threats.	88.8		(Q.24) In my work unit, differences in performance are recognized in a meaningful way.	29.4
(Q.28) How would you rate the overall quality of work done by your work unit?	88.4		(Q.41) I believe the results of this survey will be used to make my agency a better place to work.	28.0
(Q.13) The work I do is important.	88.1		(Q.67) How satisfied are you with your opportunity to get a better job in your organization?	27.9
(Q.50) In the last six months, my supervisor has talked with me about my performance.	85.9		(Q.22) Promotions in my work unit are based on merit.	25.3
(Q.48) My supervisor listens to what I have to say.	85.1		(Q.53) In my organization, senior leaders generate high levels of motivation and commitment in the workforce.	25.0
(Q.29) My work unit has the job-relevant knowledge and skills necessary to accomplish organizational goals.	84.6		(Q.25) Awards in my work unit depend on how well employees perform their jobs.	23.0

Note. Extracted from the 2019 Federal Employee Viewpoint Survey, 2nd Level Sub-Agency Report, U.S. Department of the Army, Army Futures Command, accessed on February 02, 2019, URL: https://www.dataxplorer.com/FEVS

In order to gain a more detailed understanding of the results shown in Table 3, the data were subsequently re-mapped in Table 4 to show how each AFC sub-agency had individually ranked the AFC "Top 10" positive and negative responses. As expected, Table 3 shows that the overall results for the AFC were significantly influenced by the weight of the CCDC responses. That being said, there was still very strong agreement among the AFC sub-agencies with respect to the AFC's Top 5 positive responses, with all sub-agencies ranking Q.7 as their #1 positive response

item. Collectively, the "Top 10" positive response items indicate a strong sense of employee'
commitment to their jobs, supervisor respect/support for their employees and employees'
confidence in their units' capabilities/quality of work.

Table 4. Comparison of AFC "Top 10" with Individual AFC Sub-agency Rankings

			AFC Sub-Agency Ranking			
Highest Percent Positive	**%**	**AFC**	**CCDC**	**AMSAA**	**ARCIC**	**TRAC**
(Q.7) When needed I am willing to put in the extra effort to get a job done.	96.9	1	1	1	1	1
(Q.8) I am constantly looking for ways to do my job better.	91.6	2	2	5	4	2
(Q.42) My supervisor supports my need to balance work and other life issues.	89.2	3	3	3	2	5
(Q.49) My supervisor treats me with respect.	89.0	4	4	2	6	6
(Q.36) My organization has prepared employees for potential security threats.	88.8	5	6	4	5	4
(Q.28) How would you rate the overall quality of work done by your work unit?	88.4	6	7	9	3	3
(Q.13) The work I do is important.	88.1	7	5	___	___	___
(Q.50) In the last six months, my supervisor has talked with me about my performance.	85.9	8	8	7	8	___
(Q.48) My supervisor listens to what I have to say.	85.1	9	9	6	___	9
(Q.29) My work unit has the job-relevant knowledge and skills necessary to accomplish organizational goals.	84.6	10	10	___	9	7

			AFC Sub-Agency Ranking			
Highest Percent Negative	**%**	**AFC**	**CCDC**	**AMSAA**	**ARCIC**	**TRAC**
(Q.23) In my work unit, steps are taken to deal with a poor performer who cannot or will not improve.	37.7	1	1	1	5	6
(Q.21) My work unit is able to recruit people with the right skills.	30.4	2	2	7	10	___
(Q.33) Pay raises depend on how well employees perform their jobs.	30.1	3	3	6	7	1
(Q.9) I have sufficient resources (for example, people, materials, budget) to get my job done.	29.6	4	4	___	4	4
(Q.24) In my work unit, differences in performance are recognized in a meaningful way.	29.4	5	5	2	8	___
(Q.41) I believe the results of this survey will be used to make my agency a better place to work.	28.0	6	6	5	1	2
(Q.67) How satisfied are you with your opportunity to get a better job in your organization?	27.9	7	7	4	2	5

36

Highest Percent Negative	%	AFC	AFC Sub-Agency Ranking			
			CCDC	AMSAA	ARCIC	TRAC
(Q.22) Promotions in my work unit are based on merit.	25.3	8	8	8	9	9
(Q.53) In my organization, senior leaders generate high levels of motivation and commitment in the workforce.	25.0	9	9	3	___	___
(Q.25) Awards in my work unit depend on how well employees perform their jobs.	23.0	10	10	___	___	___

Note. Extracted from the 2019 Federal Employee Viewpoint Survey, 2nd and 3rd Level Sub-Agency Reports, U.S. Department of the Army, Army Futures Command, accessed on February 02, 2019, URL: https://www.dataxplorer.com/FEVS

Importantly, these characteristics reflect several of the organization trust elements described by the "5 Waves of Trust Model" (Covey & Merrill, 2006) and by the "5-Dimensional Path Model for Organizational Trust" (Shockley-Zalabak, Ellis, & Winograd, Organizational Trust: What it Means, Why it Matters, 2000). Before we move on from the AFC "Top 10" positive list, consider a few words of caution are in order. First, although these results could certainly be interpreted as artifacts of a trust culture, care must be taken not to generalize these results beyond the limits imposed by the questions themselves. For instance, survey results which would indicate a high level of trust between an employee and his/her supervisor or between the employee and members of his/her work unit may not necessarily extend beyond those limits. These results might even point to an organizational weakness rather than a strength. A high level of trust expressed among members of a particular work unit might indicate a high degree of comradery but could also be a characteristic of bureaucratic "silo".

Review of the AFC "Top 10" negative responses revealed several interesting, if seemingly contradictory results, when compared to the AFC "Top 10" positive list. First, it is important to note that there was a general consensus among the AFC sub-agencies regarding the #1 ranked negative response, i.e. Q.23 "In my work unit, steps are taken to deal with a poor performer who

cannot or will not improve", as well as items Q.33, Q.41, Q.67 and Q.22. These responses appear, at least on the surface, to contradict some of the employee perceptions expressed on the AFC "Top 10" positive list, as they reflect serious employee concerns associated with accountability, respect and fairness - characteristics that are commonly associated with trust-building behaviors (or a lack thereof) in the workplace (Covey & Merrill, 2006; Lencioni, 2002; Patterson, Grenny, Maxfield, McMillan, & Switzler, 2013). Research findings (Fulmer & Gelfand, 2012; Warren, 2012) provide one possible explanation for this apparent contradiction, where employee attitudes and beliefs expressed about individual (self) trust (e.g. I am trustworthy), or trust in their immediate supervisor/work unit (e.g. I trust/respect my supervisor/teammates) can often be quite different from their perceptions of trust in other work units/higher levels of authority within the organization. In this respect, seems very plausible that an AFC employee who might express trust in their immediate supervisor, i.e. Q.48 "My supervisor listens to what I have to say", could also at the same time express a lack of trust in senior leadership in the organization, i.e. Q.41 "the results of this survey will (not) be used to make my agency a better place to work". In this sense, leaders should be wary of adopting a "one size fits all" approach when attempting to address trust issues in the organization.

As we have seen, as important as it is to identify commonly held trust beliefs and behaviors among the AFC sub-agencies, it is equally important to understand how and where they might differ in order to identify the most effective approaches to establish a high-trust culture. For example, a review of the individual AFC sub-agency "Top 10" lists (DataExplorer, 2019) reveals that Q.25, "Awards in my work unit depend on how well employees perform their jobs" did not make the "Top 10" negative response list for either AMSAA, ARCIC or TRAC. One trust-related concern that did appear on the AMSAA, ARCIC and TRAC sub-agency "Top 10"

negative response list but not on the AFC's list was Q.64, "How satisfied are you with the information you receive from management on what's going on in your organization"? AMSAA ranked that response 9th (19.7%), ARCIC ranked it 3rd (33.4%) and TRAC ranked it 7th (24.7%) on their lists, respectively. Although Q.64 did not make the overall AFC list, it is still a highly relevant concern from a trust development standpoint. Leaders who devote the time to regularly and honestly communicate with their employees are able to increase their trustworthiness, which in turn improves the level of trust between themselves and their employees (Cho, 2008). As this latter example demonstrates, it is critical then for AFC and their sub-agency leaders to look deep into their agency's data in order to identify the most significant areas of concern expressed by their employees and develop corrective action plans accordingly.

FEVS Employee Engagement Index

OPM has also developed several specialized groupings, or indices, of FEVS questions in order to assess employee attitudes which OPM has determined to be critical for developing and sustaining an inclusive, high performance workplace (OPM, 2018). One such index is referred to as the Employee Engagement Index, or "EEI". The EEI attempts to assess the factors that influence employee engagement (e.g., effective leadership, meaningful work, employee opportunities to learn/grow, etc.). The EEI is made up of 3 principal sub-factors: (1) Intrinsic Work Experience – which reflects the degree to which the employee feels a sense of accomplishment and motivation provided by job itself; (2) Supervisors - which reflects the level of trust, respect and support between supervisors and employees; and (3) Leaders Lead - which reflects the employee perceptions associated with leader integrity, communication and employee motivation. According to OPM, "the framework used for developing the EEI assumes that organizational conditions lead to feelings of engagement. These feelings, in turn, lead to

engagement behaviors (e.g., discretionary effort, persistence), and then to optimum organizational performance" (OPMgw, 2019, p. 7). Table 5 compares the average positive responses to questions associated with the 3 EEI components for CCDC, ARCIC, TRAC and AMSAA and also compares the overall AFC EEI average with other government benchmarks.

Table 5. 2019 AFC FEVS Employee Engagement Index (EEI) Results

Intrinsic Work Experience							
Number	FEVS Question	AFC	CCDC	ARCIC	TRAC	AMSAA	NASA
Q3	I feel encouraged to come up with new and better ways of doing things.	71	71	63	71	77	83
Q4	My work gives me a feeling of personal accomplishment.	77	77	74	77	68	86
Q6	I know what is expected of me on the job.	80	80	77	73	81	87
Q11	My talents are used well in the workplace.	65	65	63	64	64	77
Q12	I know how my work relates to the agency's goals.	81	82	77	74	77	92
	Average:	75	75	71	72	73	85

Supervisors							
Number	FEVS Question	AFC	CCDC	ARCIC	TRAC	AMSAA	NASA
Q47	Supervisors in my work unit support employee development.	80	80	78	78	85	88
Q48	My supervisor listens to what I have to say.	85	85	83	86	91	90
Q49	My supervisor treats me with respect.	89	89	88	89	93	93
Q51	I have trust and confidence in my supervisor.	77	76	83	82	83	85
Q52	Overall, how good a job do you feel is being done by your immediate supervisor?	78	77	85	80	82	86
	Average:	82	81	83	83	87	88

Leaders Lead							
Number	FEVS Question	AFC	CCDC	ARCIC	TRAC	AMSAA	NASA
Q53	In my organization, senior leaders generate high levels of motivation and commitment in the workforce.	48	47	58	62	42	67
Q54	My organization's senior leaders maintain high standards of honesty and integrity.	63	63	80	76	60	78
Q56	Managers communicate the goals of the organization.	64	64	70	68	64	78
Q60	Overall, how good a job do you feel is being done by the manager directly above your immediate supervisor?	65	65	73	71	67	78
Q61	I have a high level of respect for my organization's senior leaders.	61	60	74	75	58	76
	Average:	60	60	71	70	58	75

	AFC	CCDC	ARCIC	TRAC	AMSAA	NASA
EEI Overall Average:	72	72	75	75	73	83

EEI BENCHMARK COMPARISONS				
	AFC	Army	DoD	NASA
EEI Overall Average:	72	70	70	83

Note. Extracted from the 2019 Federal Employee Viewpoint Survey, 2nd and 3rd Level Sub-Agency Reports, Army Futures Command, URL: https://www.dataxplorer.com/FEVS and NASA 2019 Annual Employee Survey Results, URL: https://searchpub.nssc.nasa.gov/ accessed on February 02, 2019

According to OPM guidance, if 35% or more of employees answer unfavorably to a particular survey question, OPM defines that as an area that needs improvement. However, if 65% or more of employees answer positively to a survey question, that indicates a strength (Suntiva, 2018). In applying that standard, the EEI results suggest that "Intrinsic Work Experience" (75% overall) and "Supervisors" (82% overall) are areas of relative strength for the AFC, while "Leaders Lead" (60% overall), represents an opportunity for further improvement (at least for CCDC and AMSAA, that is). It is interesting to note that Q.11 "My talents are used well in the workplace" was scored borderline low by every AFC sub-agency and is therefore an area that should be monitored closely as it is likely to impact employee's sense of self-trust/confidence/engagement. The overall EEI results for the AFC were slightly higher that either the Army or DoD EEI average, but noticeably lower than NASA, which has been one of the large agency (10,000-74,999 employees) EEI leaders for the past five consecutive years (DataExplorer, 2019).

The AFC EEI results reveal several important characteristics about the AFC's current trust culture. First, employees who experience a high degree of intrinsic satisfaction from their jobs are happier and more committed, often contributing "above and beyond" what is expected. In doing so, they garner reputations as "trusted" employees. This is also reflected in the high

positive responses received for Q.7 and Q.8 shown in Table 4. Second, from a supervisor standpoint, the FEVS results suggest that the relationships between AFC employees and their immediate supervisors are good. Cho's research with trust in federal agencies revealed a causal relationship between managerial trustworthiness, the degree of employee trust in the supervisor and employee satisfaction and cooperative behavior (Cho, 2008). These findings are consistent with LMX Theory (Graen & Uhl-Bien, 1995), which holds that the interaction between leaders and followers and the subsequent formation of positive interpersonal relationships (including feelings of trust) can have a significant impact on organizational effectiveness. Should Cho's findings and the LMX Theory hold true for the AFC, the expected impact on organizational effectiveness at the work unit level should be generally positive. However, the third EEI sub-element, "Leaders Lead", may be a potential area for future concern as the responses for CCDC and AMSAA were below the 65% positive level. Because employees generally do not have direct and frequent contact with management above their immediate supervisor – especially senior leaders in the organization – opportunities to develop strong trust relationships via the LMX mechanisms are limited. Therefore, the level of trust and confidence that employees may express about their management, their senior leadership team or their organization, is often influenced by their own observations/perceptions of events as well as the "trusted" opinions of others within their work unit. In Leading at the Speed of Trust, Covey highlights the need for leaders to strengthen their character and competence in order to build and sustain positive trust relationships with their subordinates. These factors include the consistency between leadership's words and actions (integrity); the fairness/transparency of policies and decisions (intent); the competency to lead and inspire (capability); and the track record of delivering positive results (Covey & Merrill, 2006). Along very similar lines, (Shockley-Zalabak & Morreale, 2011) found

that leadership competence, openness and honesty, concern for employees/stakeholders, reliability and identification with the organization were key factors to maintain high levels of organizational trust.

AFC Transformation Index

As mentioned previously, the AFC' seeks to establish a high-trust culture in order to (1) improve unity of command; (2) empower decision-making to the (lowest) appropriate level; and (3) accelerate innovation by encouraging intelligent risk-taking. Therefore, it may be helpful to develop a customized "AFC Transformation Index (ATI)" by selecting FEVS questions specifically associated with each of these objectives. In order to provide some context for the selection of FEVS questions, the following descriptions for each objective were developed:

a. Unity of Command*:*

When members within a group or organization trust and cooperate with each other, united by a singular purpose and shared vision of the future, the organization is able to make maximum use of its resources towards achieving its goals and often exceeds performance expectations. According to the U.S. Army Civilian Acculturation Handbook, "To be successful in all our missions, we must have spirited and dedicated professionals who are committed to high standards of excellence, bonded together in cohesive units and organizations" (U.S. Army, 2014, p. 18).

b. Empowerment:

Empowerment is a feeling which generally develops when employees perceive that they can be entrusted with the resources, authority, opportunity, and autonomy to perform their organizational roles as they determine best, including making decisions about tasks, deadlines and deliverables. Successful empowerment therefore requires that the employee has a clear understanding of how their job supports the organization's objectives; the practical limits of the decision-making authorities delegated to them; and that they will be held accountable for the decisions they make and the results they achieve.

c. Innovation:

There have been numerous definitions proposed for innovation, but the important context here is that the development of a new, value-creating idea does not generally happen without accepting some risk of failure. This infers that employees must have the trust and encouragement from leadership to "feel safe" in taking more risk, especially if their new and potentially disruptive ideas challenge the "status-quo". It also requires that employees receive the necessary resources and opportunities to experiment with novel ideas and be properly recognized and rewarded based on their contributions.

Based on the descriptions provided above, 15 FEVS questions were selected to develop the ATI shown in Table 6. Again, the results for each question are shown for the AFC, its sub-agencies, and includes the Army, DoD and NASA as comparative benchmarks.

Table 6. 2019 AFC Transformation Index (ATI) Results

UNITY OF COMMAND						
Number	FEVS Question	AFC	CCDC	ARCIC	TRAC	AMSAA
Q56	Managers communicate the goals of the organization	64	64	70	68	64
Q59	Managers support collaboration across work units to accomplish work objectives	67	67	74	69	74

Q20	The people I work with cooperate to get the job done	83	83	86	83	85
Q26	Employees in my work unit share job knowledge with each other	79	79	80	81	84
Q58	Managers promote communication among different work units	60	60	68	65	69
	Average:	**71**	**71**	**76**	**73**	**75**

EMPOWERMENT						
Number	FEVS Question	AFC	CCDC	ARCIC	TRAC	AMSAA
Q12	I know how my work relates to the agency's goals	81	82	77	74	77
Q30	Employees have a feeling of personal empowerment with respect to work processes	56	56	51	64	53
Q59	How satisfied are you with your involvement in decisions that affect your work?	67	67	74	69	74
Q9	I have sufficient resources to get my job done	52	51	51	61	62
Q16	I am held accountable for achieving results	83	83	85	86	83
	Average:	**68**	**68**	**68**	**71**	**70**

INNOVATION						
Number	FEVS Question	AFC	CCDC	ARCIC	TRAC	AMSAA
Q3	I feel encouraged to come up with new and better ways of doing things.	71	71	63	71	77
Q8	I am constantly looking for ways to do my job better.	92	92	91	93	92
Q32	Creativity and innovation are rewarded.	54	54	52	66	53
Q24	In my work unit, differences in performance are recognized in a meaningful way.	40	40	44	55	39
Q51	I have trust and confidence in my supervisor.	77	76	83	82	83
	Average:	**67**	**67**	**67**	**73**	**69**
	Overall ATI Average:	**69**	**69**	**70**	**72**	**71**

ATI BENCHMARK COMPARISONS				
	AFC	**Army**	**DoD**	**NASA**
Unity of Command	**71**	67	68	82
Empowerment	**68**	67	67	79
Innovation	**67**	63	63	79
Overall ATI Average:	**69**	66	66	80

Note. Note. Extracted from the 2019 Federal Employee Viewpoint Survey, 2nd and 3rd Level Sub-Agency Reports, Army Futures Command, URL: https://www.dataxplorer.com/FEVS and NASA 2019 Annual Employee Survey Results, URL: https://searchpub.nssc.nasa.gov/ accessed on February 02, 2019

The overall results for the AFC shown in Table 6 indicate that Unity of Command (71%),

Empowerment (68%) and Innovation (67%) are relative strengths, based upon the "65% Positive

Response" guidance provided by OPM. Again, the CCDC results were observed to have a

significant influence on the AFC's overall results but there was also some degree of variation observed in the results among the AFC sub-agencies. CCDC's overall results for the 3 ATI areas were either equal to or somewhat lower than the results for ARCIC, TRAC, or AMSAA (but still exceeded the 65% threshold on average). Similar to the EEI results, the AFC's ATI scores were higher than either the Army or DoD benchmark, but again were comparatively lower than NASA's overall averages. We will attempt to dive deeper into NASA's FEVS results in the next section of this chapter.

Although the AFC's ATI results appear to be generally positive and cause for some level of guarded optimism, (Q.30), (Q.9), (Q.32) and (Q.24) do represent some potential areas of concern. Putting Q.9 aside for the moment as it involves the sufficiency/availability of resources, Q.30 (empowerment with respect to work processes), Q.32 (recognizing differences in performance) and Q.24 (rewarding creativity and innovation) may be symptoms of trust-related issues. For example, Q.30 could point to management's inability to extend trust, with the result that they either impose excessively burdensome regulations on their people or not empower them to make decisions within the limits of their responsibility. Covey refers to this as "Smart Trust", i.e. extending trust conditionally based upon the trustor's analysis of the situation and the capabilities and history of the trustees involved (Covey & Merrill, 2006). Q.24 and Q.32 on the other hand, relate to potential employee concerns about the way performance evaluations are conducted and use of rewards/recognition to support creativity and innovation. Shockley-Zalabak and Covey have both observed that if employees sense that the organization's policies are unfair or not delivering positive results, the level of employee trust in leadership and in the organization goes down. Covey refers this as a "Trust Tax" on the organization (FrankinCovey, 2019, p. 7), while Shockley-Zalabak has related this behaviors that potentially undermine the

46

sense of reliability and identification that employees feel about their organization (Shockley-Zalabak & Morreale, 2011).

Growth and Outward Mindsets

A key cultural enabler sought by AFC transformation proponents involves the development of a "Growth Mindset" and "Outward Mindset". A "Growth Mindset", in contrast to a "Fixed Mindset", is one where an individual exhibits a passion for learning and embraces both change and new ways of thinking (Dweck, 2007). Although we cannot discount the potential for individual bias in employee responses to the FEVS questions, the same self-reported attitudes characteristics that would support high levels of Self-Trust, i.e. commitment to the job, continuous improvement, opportunities to develop knowledge/skills, etc. should also provide a solid foundation for the development of a "Growth Mindset". Unfortunately, the ability to embrace and/or manage change, a key attribute of a "Growth Mindset", is not explicitly addressed by the FEVS. Given the AFC's desire to transform and streamline many of the industrial-age, bureaucratic processes and institutions of the past, this is a critical attribute that requires further attention.

The Arbinger Institute defines an "Outward Mindset" as the capacity to see others as people, rather than just mere objects that must be dealt with. Seeing others only as objects leads to a state "self-deception" - a distorted view of the world where one sees themselves as hardworking, righteous and competent and others as lazy, evil and incompetent. Arbinger refers to this state of mind as "being in the box", in which hyper self-interest can prevent effective communication, teamwork and the ability to focus on delivering results (Arbinger Institute, 2018).

We can gain a degree of insight toward the level of self-deception that might exist within the AFC by using an approach based loosely on Arbinger's "Mindset Assessment" tool (Arbinger Institute, 2018, p. 184). By contrasting employee responses for specific pairs of FEVS questions, we can identify potential "outward mindset gaps", i.e. gaps between how employees generally view themselves vs others in the organization. For example, Table 7 shows the outward mindset gaps for two such pairs of FEVS questions for the AFC, its sub-agencies and also includes the Army, DoD and NASA as comparative benchmarks:

Table 7. 2019 AFC Outward Mindset Gap Index (OMGI) Results

Number	Mindset Pair #1: Employee Performance	AFC	CCDC	ARCIC	TRAC	AMSAA
Q15	My performance appraisal is a fair reflection of my performance.	72	72	80	72	79
Q24	In my work unit, differences in performance are recognized in a meaningful way.	40	40	44	55	39
	Mindset Gap (Performance Eval) %	80%	80%	82%	31%	102%
Number	Mindset Pair #2: Cooperation					
Q20	The people I work with cooperate to get the job done	83	83	86	83	85
Q59	Managers support collaboration across work units to accomplish work objectives	67	67	74	69	74
	Mindset Gap (Cooperation) %	**24%**	**24%**	**16%**	**20%**	**15%**

MINDSET GAP BENCHMARK COMPARISONS				
	AFC	**Army**	**DoD**	**NASA**
Mindset Gap (Performance Eval) %	**80%**	**85%**	**80%**	**47%**
Mindset Gap (Cooperation) %	**24%**	**24%**	**24%**	**12%**

Note. Extracted from the 2019 Federal Employee Viewpoint Survey, 2nd and 3rd Level Sub-Agency Reports, U.S. Department of the Army, Army Futures Command, URL: https://www.dataxplorer.com/FEVS and NASA 2019 Annual Employee Survey Results, URL: https://searchpub.nssc.nasa.gov/servlet/sm.web.Fetch/NASA_AES_EVS_Report.pdf?rhid=1000&did=1428101&type=released accessed on February 02, 2019

Although the FEVS data shown in Table 7 is very limited, it does raise some very interesting questions. According to the Arbinger Institute, their work with companies across various industries using the "Mindset Assessment" tool indicates that employees tend to rate themselves 40% higher, on average, than their colleagues across characteristics that include "awareness, helpfulness, accountability, collaboration, self-correction, coordination, inclusivity, generosity, transparency, results-focus, openness, appreciation, recognition, empowerment, initiative, engagement and safety" (Arbinger Institute, 2018, p. 184). Although Arbinger's exact methodology may differ from the approach used in this research study, the magnitude with respect to the average "Performance" gap is rather high ($\geq$ 80%) for most AFC sub-agencies (with the exception of TRAC). This could be an indicator of possible over-estimates of self-worth or simply concerns about disparities in the way performance evaluations are conducted. While the AFC's overall average for the "Cooperation" gap (24%) is well below the 40% Arbinger threshold, the combined average for the AFC is just over 50%. Perhaps not so surprisingly, NASA's "Mindset Gaps" gaps were significantly lower, with a combined average of just under 30%. What these results mean in absolute terms is unclear at this point. However, the comparisons are useful in that they may provide the impetus for investigating where to focus organizational culture improvement efforts.

Collectively, the analysis of the 2019 FEVS "Top 10 Positive and Negative Response List", the EEI, the ATI and Mindset results for the AFC appears to reflect a culture with several trust-based strengths which were expressed at the individual level, with their immediate supervisor and cooperation with other members within their work unit. However, several areas of potential concern were also identified, particularly as they relate to sustaining an Outward Mindset and fostering a climate of organizational trust: (1) use of employee talent; (2) performance appraisals

49

and pay raises; (3) lack of rewards/recognition for creativity/innovation; (4) lack of employee

empowerment over work processes; and (5) a lack of respect/confidence in manager/senior

leader abilities to motivate and promote communication among work units at some AFC sub-

agencies. And although there were some positive indications of a "Growth Mindset" among

employees from a self-development and commitment standpoint, there was insufficient FEVS

data available to make any inferences regarding the propensity of employees to embrace change.

As a final point, with the recent establishment of the AFC in July 2018, it was not possible to

generate multi-year trend analyses. Therefore, in limiting our analysis to 2019 FEVS data, single

source errors/bias introduced by respondents could not be completely eliminated.

Characteristics of High-Trust Cultures

In the previous section a composite profile of AFC "status-quo" trust-based behaviors was

generated by leveraging the 2019 OPM FEVS data. In doing so, a baseline was established to

guide future cultural change efforts. This now leads us to address our next research question, i.e.

"What are the essential characteristics and attributes of "high-trust" cultures, and what

organizations might serve as performance benchmarks for the AFC"?

Numerous articles and best-selling books have been published that provide recommended

approaches to build trust and the beneficial impacts it provides to organizations and society at

large (Lencioni, 2002; Hurley, 2011; Covey & Merrill, 2006; Shockley-Zalabak & Morreale,

2011). For example, in Leading at The Speed of Trust, Covey describes "13 Behaviors of High-

Trust Leaders" rooted in character and competence that are essential to building and maintaining

high-trust relationships (FrankinCovey, 2019, p. 30). Shockley-Zalabak and Morreale developed

a validated model for building organizational trust that was based on their research of 53 organizations from the U.S., Australia, Hong Kong, Italy, India, Singapore and Japan. Participating organizations represented government, education and industries including pharmaceuticals, chemicals, finance, healthcare, retail, and hotels. Their research findings supported an Organizational Trust Model (OTM) based on the following 5 drivers: Competence; Openness and Honesty; Concern for Employees/ Stakeholders; Reliability, and Identification (Shockley-Zalabak & Morreale, 2011).

The issue of how a lack of trust or perhaps a climate of distrust may adversely impact various aspects of organizational performance has also been a subject of much study and discussion. Covey describes how trust impacts two primary outcomes: speed and cost, i.e. when trust is high, speed goes up and costs go down, producing a "trust dividend"; when trust is low, speed goes down and costs increase, imposing a "trust tax" on the organization (Covey & Merrill, 2006). Similarly, Shockley-Zalabak and Morreale observe that "if we cannot delegate with confidence, we create costly redundancy and reporting structures that lower efficiency. When we can't trust, then autonomous, rapid response is impossible. Problems are not solved, opportunities are missed, costs rise, and effectiveness suffers" (Shockley-Zalabak & Morreale, 2011, p. 41). Figure 3 depicts Covey's "Trust Formula" along with the "7 Organizational Trust Taxes and Trust Dividends" (FrankinCovey, 2019, p. 7).

(Covey & Merrill, 2006) have also developed a "trust tax/trust dividend" maturity model that shows how organizational characteristics and personal relationships change as a function of trust.
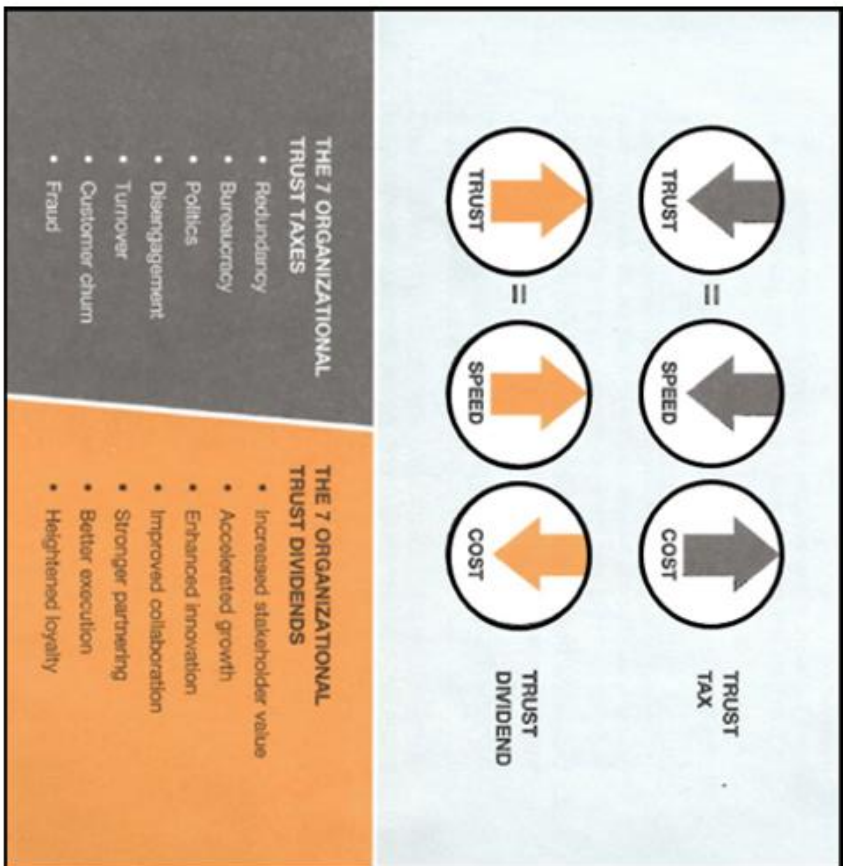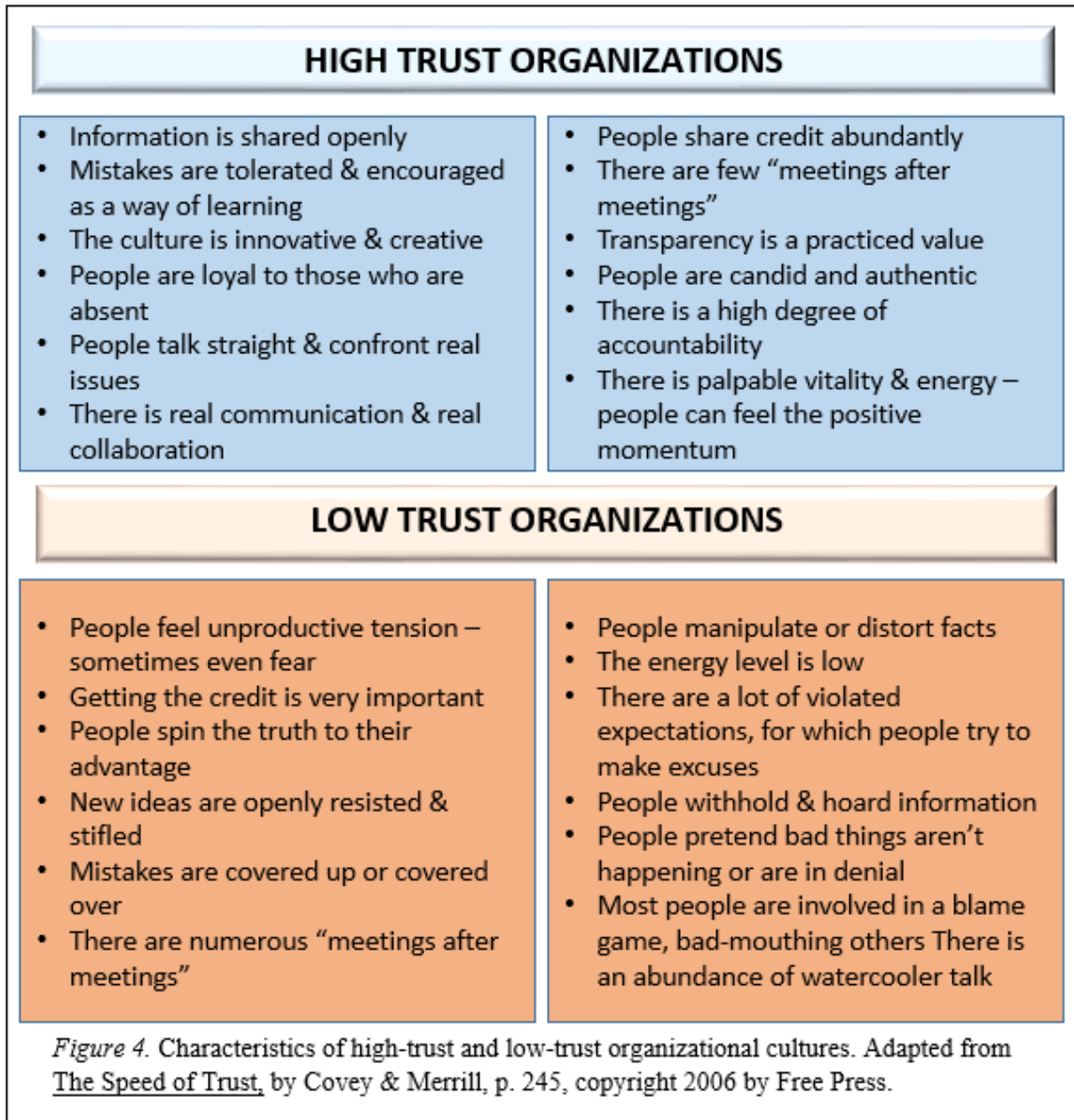
Trust Taxes and Dividends

Figure 3. Covey's trust formula describes how changes in trust levels impact speed and cost in organizations and the 7 types of organizational trust taxes and trust dividends. Extracted from Leading at the Speed of Trust, v3.01, by FranklinCovey, p. 7, copyright 2019. Reprinted with permission.

HIGH TRUST ORGANIZATIONS

- Information is shared openly
- Mistakes are tolerated & encouraged as a way of learning
- The culture is innovative & creative
- People are loyal to those who are absent
- People talk straight & confront real issues
- There is real communication & real collaboration

- People share credit abundantly
- There are few "meetings after meetings"
- Transparency is a practiced value
- People are candid and authentic
- There is a high degree of accountability
- There is palpable vitality & energy – people can feel the positive momentum

LOW TRUST ORGANIZATIONS

- People feel unproductive tension – sometimes even fear
- Getting the credit is very important
- People spin the truth to their advantage
- New ideas are openly resisted & stifled
- Mistakes are covered up or covered over
- There are numerous "meetings after meetings"

- People manipulate or distort facts
- The energy level is low
- There are a lot of violated expectations, for which people try to make excuses
- People withhold & hoard information
- People pretend bad things aren't happening or are in denial
- Most people are involved in a blame game, bad-mouthing others There is an abundance of watercooler talk

Figure 4. Characteristics of high-trust and low-trust organizational cultures. Adapted from The Speed of Trust, by Covey & Merrill, p. 245, copyright 2006 by Free Press.

The model provides an organization trust continuum that ranges from "Non-existent Trust",

which imposes an 80% trust tax to "World Class Trust", which generates a 40% trust dividend

(pp. 22-24). Figure 4 lists examples of cultural behaviors for high-trust and low-trust

organizations that were typically reported by participants at Speed of Trust workshops and

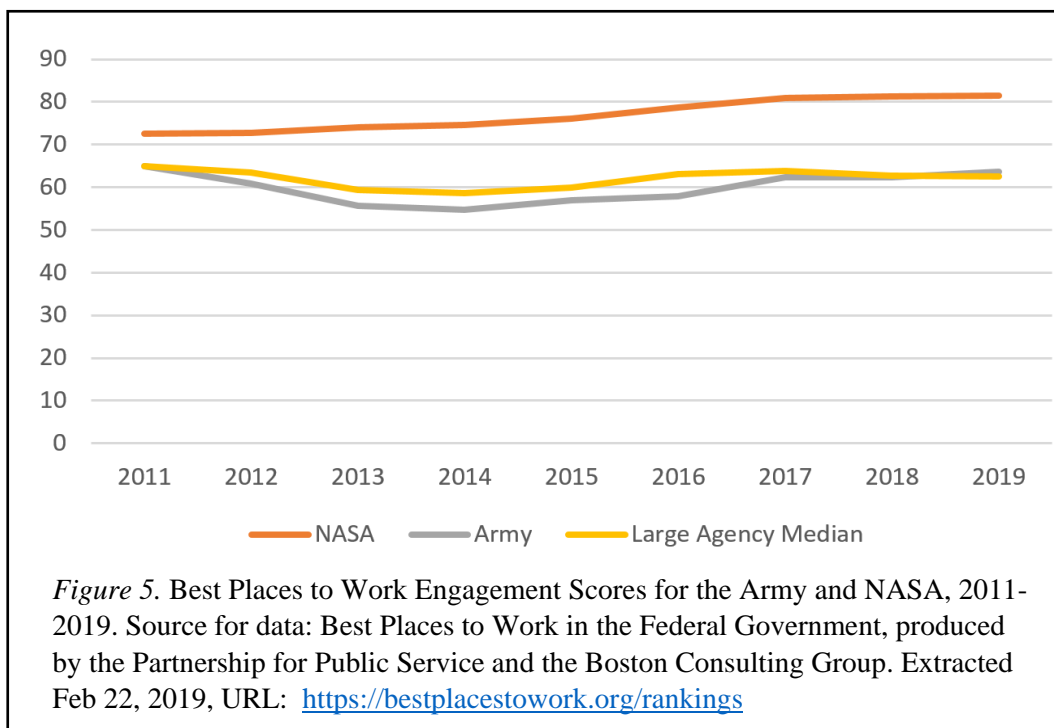presentations (Covey & Merrill, 2006). Although many of the items in Figure 4 refer to

individual interpretations of both positive and negative behaviors observed within their organization (and therefore difficult to validate), some parallels can be drawn with the results of the FEVS analysis discussed earlier. For instance, FEVS "Top 10 Positive & Negative Responses", EEI and ATI results indicated multiple AFC strengths (primarily at the individual and work unit level) that correlate to employee energy and vitality and energy, e.g. (Q.7) "When needed I am willing to put in the extra effort to get a job done"; accountability, e.g. (Q.16) "I am held accountable for achieving results"; communication/sharing knowledge, e.g. (Q.26) "Employees in my work unit share job knowledge with each other; and cooperation within the work unit, e.g. (Q.20) "The people I work with cooperate to get the job done". However, employees expressed rather negative perceptions with respect to performance evaluations, pay raises and awards, e.g. (Q.24) "In my work unit, differences in performance are recognized in a meaningful way"; and confidence in leadership (above their supervisor), e.g. (Q.54) "My organization's senior leaders maintain high standards of honesty and integrity". According to Covey and Shockley-Zalabak's work, these negative perceptions are potential indicators (i.e. artifacts) of organizational trust issues that can result when there is a lack of alignment between the principles that promote trust (i.e. integrity, fairness, competence, effectiveness) and the organization's policies, systems and governance (Covey & Merrill, 2006; Shockley-Zalabak & Morreale, 2011). With this in mind, we turn our attention toward companies that have cultivated a reputation for performance excellence to serve as potential benchmarks for organizational culture excellence.

NASA as a Benchmark

As large government agencies, NASA and the AFC share many similarities – e.g. deep, storied histories and traditions; a strong sense of service to the nation; a highly-educated workforce; strong partnerships with other government agencies, academia and industry; and a culture that prides itself on technological innovation and systems performance/safety/and reliability. In addition, as organizations assigned and resourced by the White House and Congress to plan, manage and execute highly complicated and often dangerous missions on behalf of the American people, the AFC and NASA employ a bureaucratic operating model to ensure that the efforts of its employees are coordinated in a manner that achieves the agency's goals as efficiently as possible. Given the political/budgetary, structural and operational similarities between the two agencies, it therefore seems appropriate to use NASA as a comparative benchmark for AFC.

In the previous section, a comparative analysis was performed using three indexes: OPM's EEI, the ATI and the OMGI based on 2019 FEVS results. In each case, the results for NASA were found to be significantly higher than either the AFC, Army or DoD. In addition, according to the Partnership for Public Service, NASA has also has earned the top spot in its "Best Places to Work in the Federal Government" / large agency category list for the past 8 years in a row (Partnership for Public Service, 2019). The Best Places to Work engagement score is calculated using a proprietary weighted formula that looks at responses to 3 of the FEVS questions - (Q.40) "I recommend my organization as a good place to work"; (Q.69) "Considering everything, how satisfied are you with your job?"; and (Q.71) "Considering everything, how satisfied are you with your organization?", and assigns higher weighting to questions more strongly related to

55

"intent to remain" (Partnership for Public Service, 2019). During the 8 year period 2011-2019,

NASA increased its average employee engagement score 9 points from 72.5 to 81.5. In addition,

it should also be noted that NASA was also 1 of only 11 agencies included in the 2019 Best

Places to Work rankings to score higher than the private sector average employee engagement

score of 77.0, based on data provided by the employee research firm Mercer | Sirota (Partnership

for Public Service, 2019). In comparison, the Army's 2019 ranking was 7th overall with an

average engagement score of 63.7, while the AFC's score was somewhat higher at 68.5

(Partnership for Public Service, 2019). Figure 5 shows the 2011-2019 Best Places to Work

engagement score trends for NASA, the Army and also the large agency median.

Figure 5. Best Places to Work Engagement Scores for the Army and NASA, 2011-2019. Source for data: Best Places to Work in the Federal Government, produced by the Partnership for Public Service and the Boston Consulting Group. Extracted Feb 22, 2019, URL: https://bestplacestowork.org/rankings

NASA's FEVS results generated during this period reflect a strong leadership commitment to

improve key aspects of its organization culture using employee feedback. These characteristics

strongly relate to several of Covey's 13 behaviors of high-trust leaders, i.e. "Get Better", "Show

56

Respect", "Listen First", "Confront Reality" and "Deliver Results" (FrankinCovey, 2019, p. 32). They also appear to align well with Shockley-Zalabak's OTM drivers – i.e. Competence, Openness and Honesty, Concern for Employees, Reliability, and Identification. In an attempt to validate this observation, AFC and NASA trust cultures were compared using FEVS questions that were selected and grouped based on the definitions provided for Shockley-Zalabak's OTM drivers. The results of this comparative analysis are included in Table 8 and show that NASA's scores were higher for all 5 trust drivers.

Table 8. Comparison of NASA and AFC Organizational Trust Culture

Trust Culture Drivers	FEVS Questions	AFC	NASA
Competence: Relates to the extent to which co-workers, leaders and the organization as a whole are perceived as being competent & successful	Q29. My work unit has the job-relevant knowledge and skills necessary to accomplish organizational goals.	85	91
	Q28. How would you rate the overall quality of work done by your work unit?	88	94
	Q52. Overall, how good a job do you feel is being done by your immediate supervisor?	78	86
	Q60. Overall, how good a job do you feel is being done by the manager directly above your immediate supervisor?	66	78
	Q39. My agency is successful at accomplishing its mission.	83	88
	AVG:	80	87
Openness & Honesty: Relates to how members communicate about problems, engage in constructive disagreements, and provide input into job-related decisions.	Q48. My supervisor listens to what I have to say.	85	90
	Q54. My organization's senior leaders maintain high standards of honesty and integrity.	63	78
	Q64. How satisfied are you with the information you receive from management on what's going on in your organization?	53	74
	Q58. Managers promote communication among different work units (for example, about projects, goals, needed resources).	60	76
	AVG:	65	80

Concern for Employees/Stakeholders: Relates to the actions by management that exhibit a willingness to hear & act on employee/customer concerns & well-being	Q49. My supervisor treats me with respect.	89	93
	Q63. How satisfied are you with your involvement in decisions that affect your work?	61	74
	Q41. I believe the results of this survey will be used to make my agency a better place to work.	42	65
	Q62. Senior leaders demonstrate support for Work-Life programs.	68	83
	AVG:	65	79
Reliability: Relates to employees & leaders ability to keep commitments and holding each other accountable	Q7. When needed I am willing to put in the extra effort to get a job done.	97	98
	Q16. I am held accountable for achieving results.	83	91
	Q24. In my work unit, differences in performance are recognized in a meaningful way.	40	57
	Q57. Managers review and evaluate the organization's progress toward meeting its goals and objectives.	64	77
	AVG:	71	81
Identification: Relates to employees' belief that their values are reflected in the values the organization exhibits in day-to-day behaviors.	Q66. How satisfied are you with the policies and practices of your senior leaders?	50	67
	Q37. Arbitrary action, personal favoritism and coercion for partisan political purposes are not tolerated.	64	77
	Q61. I have a high level of respect for my organization's senior leaders.	61	76
	Q40. I recommend my organization as a good place to work.	74	88
	AVG:	62	77

Note. Based on the Organizational Trust Model from "Building high-trust organizations: Trust is the Main Thing for Leaders", Shockley-Zalabak & Morreale, 2011; Data extracted from 2019 FEVS 2nd Level Sub-Agency Report, Army Futures Command, URL: https://www.dataxplorer.com/FEVS and NASA 2019 Annual Employee Survey Results, URL: https://searchpub.nssc.nasa.gov/ accessed on February 02, 2019

Areas of significant difference between the two agencies were determined for Openness & Honesty, Concern for Employees/Stakeholders and Identification. Two FEVS questions in particular, (Q.57) "Managers review and evaluate the organization's progress toward meeting its goals and objectives" and (Q.41) "I believe the results of this survey will be used to make my agency a better place to work" are particularly of interest in that they reflect NASA leadership's emphasis on using employee feedback to improve the organization. The 2019 FEVS response data shows that approximately 77% of NASA respondents replied positively to (Q.57) and 65%

to (Q.41) overall. In contrast, approximately 64% of AFC survey participants responded positively to (Q.57) and 42% to (Q.41). Although the meaning of these results in absolute terms is unclear, since the OTM drivers have been validated as predictors of organizational trust (Shockley-Zalabak & Morreale, 2011), it can be reasonably concluded from the data that NASA's culture exhibits a somewhat stronger trust orientation than the AFC at this point in time.

Although the AFC's OTM results are somewhat lower than those for NASA, the overall levels are only slightly lower than OPM's "65% Positive Response" level and therefore provide a sound basis for future improvement. Since AFC overall results are heavily skewed by CCDC responses, AFC sub-agencies should be encouraged to prioritize their improvement efforts on OTM drivers that require local attention.

Up to this point we have focused on what NASA might be doing well, based on what can be inferred from its FEVS results. However, we now turn our attention toward addressing those areas that might be characterized as opportunities for improvement (OFIs). Table 9 compares the overall results for FEVS items (Q.1- Q.71) that received < 65% positive responses from NASA and the AFC. The FEVS OFI results for NASA are quite impressive in that only 7 questions (~10%) received less than a 65% positive response with only 2 questions (~3%) receiving less than a 54% positive response. In contrast, 25 questions (~35%) received less than a 65% positive response with 13 questions (~18%) receiving less than a 54% positive response for the AFC overall.

59

Table 9. AFC and NASA FEVS Opportunities for Improvement

AFC				
FEVS Question	**% Positive**		**FEVS Question**	**% Positive**
Q.23 In my work unit, steps are taken to deal with a poor performer who cannot or will not improve.	32		Q.32 Creativity and innovation are rewarded.	54
Q.24 In my work unit, differences in performance are recognized in a meaningful way.	40		Q.30 Employees have a feeling of personal empowerment with respect to work processes.	56
Q.33 Pay raises depend on how well employees perform their jobs.	42		Q.65 How satisfied are you with the recognition you receive for doing a good job?	56
Q.41 I believe the results of this survey will be used to make my agency a better place to work.	42		Q.58 Managers promote communication among different work units.	60
Q.21 My work unit is able to recruit people with the right skills.	44		Q.27 The skill level in my work unit has improved in the past year.	61
Q.67 How satisfied are you with your opportunity to get a better job in your organization?	44		Q.61 I have a high level of respect for my organization's senior leaders.	61
Q.22 Promotions in my work unit are based on merit.	46		Q.63 How satisfied are you with your involvement in decisions that affect your work?	61
Q.53 In my organization, senior leaders generate high levels of motivation and commitment in the workforce.	48		Q.31 Employees are recognized for providing high quality products and services.	62
Q.25 Awards in my work unit depend on how well employees perform their jobs.	50		Q.54 My organization's senior leaders maintain high standards of honesty and integrity.	63
Q.66 How satisfied are you with the policies and practices of your senior leaders?	50		Q.18 My training needs are assessed.	64
Q.9 I have sufficient resources (for example, people, materials, budget) to get my job done.	52		Q.54 My organization's senior leaders maintain high standards of honesty and integrity.	64
Q.64 How satisfied are you with the information you receive from management on what's going on in your organization?	53		Q.56 Managers communicate the goals of the organization.	64
			Q.57 Managers review and evaluate the organization's progress toward meeting its goals and objectives.	64

NASA				
FEVS Question	**% Positive**		**FEVS Question**	**% Positive**
Q.33 Pay raises depend on how well employees perform their jobs.	40		Q.67 How satisfied are you with your opportunity to get a better job in your organization?	60
Q.23 In my work unit, steps are taken to deal with a poor performer who cannot or will not improve.	49		Q.22 Promotions in my work unit are based on merit.	61
Q.24 In my work unit, differences in performance are recognized in a meaningful way.	57		Q.9 I have sufficient resources (for example, people, materials, budget) to get my job done.	62
			Q.21 My work unit is able to recruit people with the right skills.	62

LEGEND					
	0-35% Positive Response Immediate Action Required		36-54% Positive Response Needs Improvement		55-64% Positive Response Borderline Strength/Weakness

Note. Numbers rounded to nearest whole integer. Extracted from the 2019 Federal Employee Viewpoint Survey, 2nd and 3rd Level Sub-Agency Reports, Army Futures Command, URL: https://www.dataxplorer.com/FEVS and NASA 2019 Annual Employee Survey Results, URL: https://searchpub.nssc.nasa.gov/ accessed on February 02, 2019

Interestingly, the same 3 questions received the lowest % positive responses for both NASA and the AFC: (Q.23) "In my work unit, steps are taken to deal with a poor performer who cannot or will not improve"; (Q.24) "In my work unit, differences in performance are recognized in a meaningful way"; and (Q.33) "Pay raises depend on how well employees perform their jobs. Although NASA's positive response rate for (Q.23) and (Q.24) were significantly higher than the AFC, they still fall below OPM's "65% Rule" and therefore require management attention. As mentioned previously, negative perceptions expressed for these items point to a potential misalignment between the principles that promote organizational trust (fairness, accountability) and in the way the performance management systems and processes are designed and/or implemented by the organization (Covey & Merrill, 2006; Shockley-Zalabak & Morreale, 2011). According to (Lencioni, 2002), the organization's ability to consistently deliver superior results depends on the willingness of team members to "tolerate the interpersonal discomfort that comes with calling their peers into account for performance and/or behaviors that might hurt the team" (p. 212). The discomfort felt in such situations could be related to a combination of factors, including either a lack of trust and respect between employees, a general orientation toward introversion or a lack of confidence in holding such difficult conversations. In bureaucratic cultures where employees and supervisors have highly defined job responsibilities, another possible explanation might be attributed to employee perceptions that "it's the supervisor's responsibility to enforce accountability – not mine". Regardless of the reason, if these issues related to performance and accountability are not addressed in a meaningful way, the ability to achieve and sustain high levels of organizational trust may eventually be compromised.

NASA's track record of performance as indicated by its FEVS and Best Places to Work Results reflects years of focused effort by NASA's leadership team and its employees to improve

key aspects of its work culture. According to NASA's (former) Administrator, Charles Bolden, "Using the Federal Employee Viewpoint Survey (FEVS) as a focal point for guidance, over time we have developed a positive work culture with a high level of employee engagement through deliberate, proactive initiatives" (Bolden, 2016). NASA's former chief human capital officer, Bob Gibbs, explains that people make the difference at NASA: "Our success is based on our people…If you look at the structure of NASA, we have people who care about the work and we have leaders who care about their people. That's the cultural fabric of NASA that's woven into pretty much everything we do" (Partnership for Public Service, 2019). Gibbs also stated that NASA leaders recognize the importance of active listening, accountability and communication when addressing employee engagement issues. "From pulse surveys to periodic small group discussions conducted throughout the year, NASA's leadership solicits candid employee feedback in a safe and authentic environment" (Partnership for Public Service, 2019).

But it wasn't always this way at NASA. History has shown that NASA's reputation for innovation and achievement has followed anything but a linear path, being marked by both incredible success as well as horrendous failure. In 1967, three astronauts were tragically lost during the Apollo 1 capsule fire and almost 19 years later, the Space Shuttle Challenger exploded shortly after launch resulting in the loss of her entire crew of 7. Seventeen years later, the Space Shuttle Columbia and her crew disintegrated in the atmosphere on February 1, 2003. In total, 17 astronauts lost their lives. But it wasn't until after the loss of Columbia did investigation officials acknowledge the influence of NASA's external political/budgetary environment, its organization system and social/cultural as being as much to blame for the loss of Columbia as the actual technical causes:

"Cultural traits and organizational practices detrimental to safety were allowed to develop including: reliance on past success as a substitute for sound engineering practice, organizational barriers that prevented effective communication of critical safety information and stifled professional differences of opinion, lack of integrated management across program element, [and] Evolution of an informal chain of command and decision-making processes that operated outside the organization's rules" (CAIB, 2003, p. 9).

Despite NASA's efforts to remain vigilant about preventing any back-slide, external political and budgetary pressures still remain as factors that will continue to influence leadership decisions and actions that shape NASA culture. Time will ultimately tell whether NASA's efforts to improve its culture will enable the agency to avoid repeating the mistakes of the past which led to the Apollo 1, Challenger and Columbia disasters. From an AFC standpoint, NASA's history and experience with respect to culture change should provide value-added insights and approaches worthy of consideration and study as the AFC pursues its own culture change initiatives. To many in the defense industry, the AFC's recent decision to cancel the Optionally Manned Fighting Vehicle (OMFV) program in Jan 2020 and then re-open the competition is recognized as a good sign that the AFC is serious about restoring trust and confidence in the Army's ability to modernize the force by not repeating the same mistakes that eventually led to the termination of the Future Combat System (FCS) program in 2009 and Ground Combat Vehicle (GCV) program in 2014.

Culture Change within the AFC

Since the U.S. Army Civilian Acculturation Handbook (U.S. Army, 2014) identifies trust as one of the "5 Essential Characteristics of the Army Profession", the AFC's goal to build and maintain a culture based on trust is deeply rooted in the Army's professional tradition. Although not explicitly identified as one of the Army Values, i.e. Loyalty, Duty, Respect, Selfless Service, Honor, Integrity and Personal Courage, it can be reasonably argued that trust is intrinsically connected to each one of the Army Values.

Table 10. Relationship between the Army Values and Organization Trust

Army Value	Covey's 13 High-Trust Behaviors
Loyalty	Show Loyalty; Listen First
Duty	Get Better; Deliver Results; Practice Accountability
Respect	Demonstrate Respect; Listen First
Selfless Service	Show Loyalty; Deliver Results
Honor	Keep Commitments; Clarify Expectations
Integrity	Talk Straight; Create Transparency
Personal Courage	Confront Reality; Right Wrongs; Extend Trust

Note. Table shows the relationship between the Army Values and Covey's "13 Behaviors of High-Trust Leaders" Adapted from Leading at the Speed of Trust, v3.01, by FranklinCovey, p. 32, copyright 2019. Reprinted with permission

Table 10 shows the relationship between Covey's "13 Behaviors of High-Trust Leaders" and the Army Values. If one assumes that the relationships shown in Table 10 are valid, then a culture rooted deeply in the Army Values should be well-positioned to develop trust in accordance with what Covey refers to as "The 5 Waves of Trust" (FrankinCovey, 2019, p. 11), i.e. self-trust (i.e. individual), relationship trust (i.e. team), organizational trust, market trust (by external stakeholders) and societal trust (i.e. nation, world).

In order to shape organizational culture, we must understand the factors which influence it. We refer back to the definition for culture proposed earlier, i.e. "the shared system of assumptions, values, beliefs, history and practices that members of an organization recognize as being valid in terms of producing positive outcomes for the organization and are therefore taught and passed on to new members". In short, culture defines the ways that members of an organization need to behave if the organization is to achieve success in whatever business (environment) they happen to be in. Therefore, the factors that influence organizational culture typically include characteristics both external and internal to the organization. From an external perspective, these factors include technology, stakeholder interests, regulatory environment and societal conditions. From an internal perspective, factors that can shape culture include the organization's mission, operating model, governance system, power/status roles, leadership styles, values, systems and work processes, workplace conditions, hiring/development/retention practices and workforce demographics. (Schreader & Self, 2003; Lees, 2003) have argued that by changing key aspects of the organizational environment, e.g. leadership styles/practices, decision authorities, job assignments, recognition/reward systems, physical environment, etc. it is possible to effectively shape and/or manage organizational climate and/or culture.

As an organization within the U.S. federal government tasked with managing and executing a highly complex mission on behalf of the Army and the nation, the AFC employs a bureaucratic operating model to organize, direct and coordinate modernization efforts across the FFME. Typical characteristics of bureaucratic operating models include multi-level, hierarchal reporting relationships; strict division of authority; departmental specialization; and formalized rules/operating procedures (Longley, 2019). In an ideal world, the principles and processes associated with bureaucratic models are based on well-defined and clearly-understood policies,

authorities, rules and procedures. These principles and processes are intended to provide a

consistent approach to disciplined oversight and efficient execution of the mission while

preventing the occurrence of unfair/unethical/illegal practices. Unfortunately, many

bureaucracies fail to meet this standard in the real world. For example, the complex, hierarchal

reporting structures found within bureaucracies frequently provide fertile ground for excessive

reporting layers, redundant missions, bloated support staffs and "over-baked" processes that can

impedes the free flow of (accurate) information, delay decision-making and reduce

organizational productivity and efficiency. According to (Pettite, 2019) "it is believed that the

top-down decision making, risk aversion, and rigid processes inherent in a bureaucratic culture

impede the follower's ability to constructively challenge, innovate, take positive risks, and

demonstrate extra-role behaviors" (p. 169). In addition, the high degree of departmental

specialization found in bureaucracies may also give rise to the development of "Inward

Mindsets" and organizational silos, where members withhold key resources and/or critical

information from other work unit that can potentially undermine the level of unity of effort

required to achieve the organization's mission objectives in the most effective and efficient

manner possible.

As a result, bureaucratic structures and cultures, which have been built over many years, tend

to support engrained values, processes and behaviors that have been developed around procedure

and protocol rather than continuous improvement, innovation and change. Therefore, these

cultural factors will tend to purposely slow or resist any efforts to move away from or change

previously-established (i.e. status-quo) cultural norms that its group members have determined to

be necessary for their future success and preservation. It may be of interest to point out that

according to OPM's 2019 FEVS report for the AFC, approximately 69% of respondents were

over 40 years old and approximately 60% of respondents have been with their current agency for more than 10 years (OPMafc, 2019, pp. 26-27). Therefore, based on these demographics, one might reasonably assume that workforce attitudes and behaviors associated with the AFC status-quo culture are well-entrenched. Therefore, given the challenges typically associated with bureaucratic cultures, the observation by (Beer & Nohria, 2000) that approximately 70% of organizational change initiatives fail to produce expected outcomes probably comes as little surprise.

As the AFC seeks to transform its culture in ways that will promote higher levels of trust across the FFME, it stands to reason that any proposed change management approach should ideally leverage the body of available research and thought leadership associated with workforce culture and trust. Since organizational culture and trust remain extremely nebulous and complex concepts, formulating and managing an effective path forward to establish a high-trust culture within an organization as large and complex as the AFC represents a special challenge. Therefore, it is advisable to directly involve external subject matter experts from the fields of psychology, sociology, organizational development and/or management science to support and advise leadership during all phases of the change effort in order to maximize the likelihood of success.

Multiple models for organizational change have been developed over the years, including Lewin's "Unfreeze/Change/Refreeze" Model, Kotter's Change Management Theory and the McKinsey 7S Model. Although these and most other change models may vary slightly with respect to terminology and description of key elements of the change process, the actual phases in the process are fairly similar. For example, (Smith, 2006) has proposed the following fundamental phases to drive sustainable changes in organizational culture:

Ensure Readiness: Leaders must prepare the workforce for change by clearly communicating the need for change and what the effort will likely require from members throughout the organization. According to (Alan, 2013) "there is a consensus that organizational change starts with, and must be driven by commitment, vision and direction by organizational leaders, and that change only happens when organizational members are invested and willing to make it happen" (p. 5). Therefore, any successful culture change effort should begin with establishing a clear and unequivocal sense of urgency among the leadership team that change is needed to address a business problem that requires the commitment of the entire organization. If culture is suspected to be a contributing factor to the business problem, leaders should seek the assistance of external subject matter experts to provide unbiased perspectives to help validate concerns, identify opportunities for improvement and to provide advice during planning and implementation.

Change Planning: Development of plans typically include a description of priorities, timetables, schedules, progress metrics as well as an outline of the roles, responsibilities of organizational leaders/members involved in the change effort. Transparency in the change planning process is critical to ensure that members understand the rationale for changes that impact them directly. Finally, leaders must anticipate that there will be at least some level of resistance to the change effort and so should devote time upfront to understand the nature of the resistance and then incorporate appropriate mitigation strategies into the planning effort.

Change Leadership: Leaders at all levels within the organization must be committed to supporting the change plan and have the necessary personal skills to lead and motivate their people through the change initiative. Involvement of external consultants and/or subject matter experts should be limited to providing unbiased advisory/support to help leaders make better informed decisions rather than managing the change effort on behalf of leaders.

68

Change Management: Organizational change requires active oversight of the effort to ensure that milestones are met. It is important for leaders to frequently communicate the status of the change effort to members in order to keep them apprised of progress and focused on the goals as well as build member confidence in the process. Leaders should actively solicit feedback from organizational members in order to make further improvements in the change effort.

External Stakeholders: While the organization's cultural change effort is focused internally, continuous communication with customers, suppliers, and decision-makers is critical since any proposed cultural changes must be focused on improving the way the organization creates value for its stakeholders.

Assessment of Change Process: Organizational leaders must regularly evaluate progress and make any required changes based on events that may have arisen during the process. As progress is made, successes should be celebrated and widely publicized in order to maintain momentum and encourage additional efforts toward improvement. Once the change effort is completed, leaders must review and compare the actual outcomes to the original goals established at the beginning of the process.

Assuming that AFC leadership decides to continue on a path toward establishing a high-trust culture, determining the most appropriate approach for the change effort will be critical to its success. Factors to be considered when making such a determination may include the perceived level of urgency; organizational size/structure; current cultural profile; previous history with change; and availability of resources and qualified subject matter experts. For example, considering the urgent need to take immediate and visible corrective action to restore confidence in the agency and get the Shuttle program back on track following the Columbia disaster, NASA's decision to adopt a "top-down", corporately-mandated approach to change would

appear to be justified given the agency's circumstances at that time. Failure to adequately address the external and internal factors impacting the agency's change effort may lead to ineffective approaches that are met with skepticism, cynicism and/or outright resistance, wasting valuable time and resources.

There are multiple options for managing change efforts. For example, rather than attempting to push change down from the top, research done by (Beer, Eisenstat, & Spector, 1990) suggests that the most successful transformations begin at the periphery of the organization – i.e. in the firm's plants or business units - rather than in corporate headquarters. In their four-year study of organizational change at six large corporations, it was observed that corporate-wide programs focused on changing employee attitudes/behaviors through corporate-wide training programs and/or structural changes were generally less effective at fostering change than when groups of employees were tasked to solve specific business problems. The authors argue that "by aligning employee roles, responsibilities, and relationships to address the organization's most important competitive tasks…they focused energy for change on the work itself, not on abstractions such as "participation" or "culture" (p. 1). Such an approach still requires the vision and commitment on the part of senior leadership to support the overall change effort, but avoids any "mandate from the top" to pursue specific solutions. Instead, the principal role for senior leaders is to create a climate for change, to maintain a focus on achieving results, and to ensure that best practices and lessons learned are shared widely across the organization. Once the change efforts among the work units reach a critical mass, senior leadership must be prepared to align the company's structure and systems with the new management practices developed by peripheral units.

70

As previously pointed out, shaping the total AFC culture has already been established as strategic line of effort within the AFC's Campaign Plan. In addition, considering the AFC's current cultural strengths as indicated by the 2019 EEI and ATI results, the AFC might consider adopting an empowered/task-oriented approach, rather than a "top-down" driven effort. In fact, in some respects the Command has already set the stage for such an approach through the current efforts of its Cross-Functional Teams (CFTs). By placing diverse groups of people into a new organizational context, united by a common goal to solve a critical business problem (i.e. deliver new warfighting capabilities), success of the individual and the group will likely require the development of new skills, attitudes and behaviors - to include trust-based behaviors. In this sense the CFTs may provide an excellent platform to demonstrate the benefits of short-term, trust based training interventions; i.e. accelerated modernization through improved communication, collaboration and commitment among CFT members. Having the opportunity to have been acculturated through their work with the CFT, these individuals may then, in turn, serve as highly effective advocates for trust transformation efforts within their home organizations.

As the expected pace of change in the political, financial, technological and societal landscape continues to accelerate, workplace teaming dynamics are likely to dramatically change as well. What we now recognize as conventional mechanisms associated with the development of trust-based behaviors in groups, teams and organizations, e.g. shared experiences, showing vulnerability, consistency of action, etc. are likely to evolve in the years to come. For example, trust in machines may become equally as important as in other humans. As the national security environment becomes more volatile, uncertain, complex and ambiguous, the AFC's principal business problem – to deliver new, innovative warfighting system solutions to combat units "at the speed of change" – will require a new paradigm for collective problem solving that will

71

increasingly rely on hyper-temporary systems and "Swift Trust". Temporary systems have been studied for many years (Goodman & Goodman, 1976; Thompson J. , 1967), and one might even argue, provide the basis for today's integrated product teams. In fact, Goodman and Goodman's definition of a temporary system is "a set of diversely skilled people working on a complex task over a limited period of time" (Goodman & Goodman, 1976, p. 494). The capability to assemble and dissolve highly-skilled, multi-disciplined teams in rapid succession, will drastically increase speed and agility, and enable the AFC to innovate new warfighting capabilities in much shorter timeframes. Under such short timeframes, these teams will not have the luxury of time to develop into a high-performing group through Tuckman's "Form, Storm, Norm and Perform" model. However, research performed by (Meyerson, Weick, & Kramer, 1996) on trust dynamics in temporary systems has shown that, despite the lack of prior interaction between members of a newly-established or temporary work teams, trust behaviors can be observed almost immediately. This phenomenon, which is referred to as "Swift Trust" (p. 167) involves members making accelerated judgements about the trustworthiness of other members within the group under conditions of high uncertainty. Consequently, by developing a better understanding of the underlying mechanisms of "Swift Trust" as well as other approaches to behavior change, the AFC's CFTs as well as any potential "hyper-temporary systems" in the future may be better positioned to rapidly develop and deliver new warfighting capabilities to the soldier and combat formations.
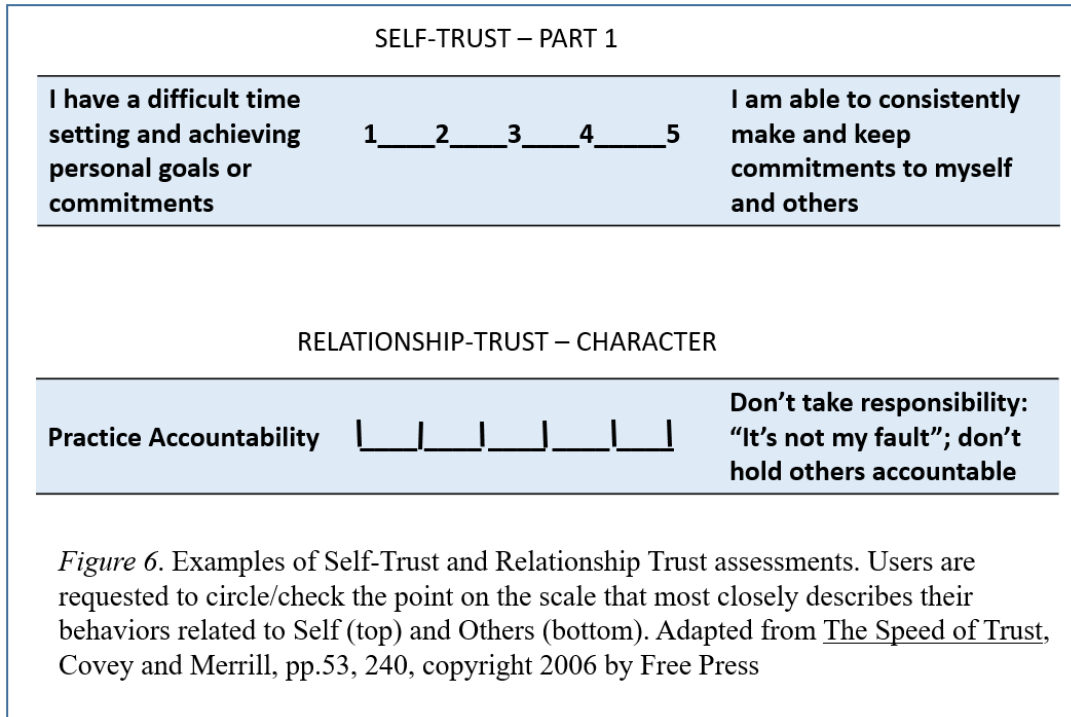
Approaches to Trust Measurement

As with other organizational multi-dimensional psychologically and or socially-driven constructs such as culture or climate, directly measuring the level of organizational trust in

objective terms remains elusive. (Paliszkiewicz & Koohang, 2013) have argued that existing

attempts to measure trust are unable to capture the whole phenomenon, as trust is both context

and situation specific and is perceived subjectively by separate individuals with distinct histories.

In addition, McEvily & Tortoriello, after analyzing 171 papers published over 48 years, had

identified a total of 129 different measures of trust; however, in only 24 instances were they able

to verify whether a previously developed and validated measure of trust had been truly

replicated. This led them to conclude that "the state of the art of trust measurement is

rudimentary and highly fragmented" (McEvily & Tortoriello, 2011, p. 23).

According to (Adams & Wiswell, 2007) trust assessment evaluations rely on the perceptions

of individuals within the organization. The different views expressed by those individuals are a

product of recalled situations and contexts based on their individual and collective experience.

The observed differences in the views expressed are represented as variance in the measure,

while the mean measure is considered to be a descriptive statistic for the organization as a whole.

Still, despite the all the challenges, numerous trust measurement instruments have been

researched and developed to address important aspects of organizational trust. Two of the most

widely known workforce climate survey instruments which have been used to generate

inferences about the level of organizational trust and/or workforce engagement (which is a

function of trust) within an organization include Fortune's "100 Best Companies to Work For"

list, the OPM Federal Employee Viewpoint Survey and the FEVS-based "Best Places to Work in

the Federal Government" rankings, created by the Partnership for Public Service. Many survey-

based trust measurement instruments have been developed and used in organizational trust

research. (Covey & Merrill, 2006) provides several simple and straightforward trust assessment

instruments for Self-Trust ("4 Cores"), Relationship Trust and Organizational Trust ("Character-

73

Competence"). Figure 6 shows samples of questions from Covey's approach to trust assessments

for Self-Trust and Relationship Trust.

SELF-TRUST – PART 1

| I have a difficult time setting and achieving personal goals or commitments | 1____2____3____4_____5 | I am able to consistently make and keep commitments to myself and others |

RELATIONSHIP-TRUST – CHARACTER

| Practice Accountability | |___|___|___|____|____|___| | Don't take responsibility: "It's not my fault"; don't hold others accountable |

Figure 6. Examples of Self-Trust and Relationship Trust assessments. Users are requested to circle/check the point on the scale that most closely describes their behaviors related to Self (top) and Others (bottom). Adapted from The Speed of Trust, Covey and Merrill, pp.53, 240, copyright 2006 by Free Press

Some other notable examples include the Behavioral Trust Inventory (BTI), Organizational Trust

Inventory (OTI) and the Management Behavior Climate Assessment (MBCA). The BTI was

designed to assess trust between subordinates and their manager and between subordinates and

their peers in team/group settings (Gillespie, 2015); the OTI was developed to assess trust

between divisions/work units and addresses the affective (i.e. the way people feel), cognitive (i.e.

the way people think) and behavioral (i.e. the way they intend to behave) aspects of the trust

relationship (Cummings & Bromiley, 1996); and the MBCA was developed to assess the climate

of organizational trust created by the behaviors of senior and executive-level managers within

the context of their perceived consistency and credibility (Sashkin, 1996). (Capra, Lanier , &

Meer , 2008) in researching trust surveys and interactive games found that, contrary to the

opinions of many experimental economists, that attitudinal questions were very good predictors

of trusting behaviors. Finally, as part of a Hacking for Defense (H4D) pilot program, (Gallop, 2018) was able to demonstrate the viability of using TINYpulse, a commercially available software product, to assist leaders assess and track the quality of key aspects of organizational culture in three DoD Program Manager Offices, and therefore could likely be used as a viable platform to guide trust-building efforts.

Based on the above discussion, although there doesn't appear to be one, all-inclusive research tool or methodology for the measurement of the organizational trust, leaders should consider the employment of multiple approaches in order to create a more holistic view of organizational trust and its impact on organizational performance. Probably most importantly, it is critical for leaders to seek out the support of external, unbiased subject matter experts from such fields as psychology, sociology and organizational development to assist in the development and implementation of the approach as well as the interpretation of the results.

Chapter 5 - Interpretation

The problem statement for this historical qualitative research study was "Given its mandate to lead the Army's Future Force Modernization Enterprise (FFME), the U.S. Army Futures Command (AFC) requires an effective approach to establish and maintain a high-trust culture as a means to improve unity of command, enable decision-making at the lowest possible level and rapidly innovate and deliver new warfighting capabilities to soldiers and combat formations." In order to adequately address develop an effective approach to address this problem, four primary research questions were established to be investigated:

The primary research questions to be addressed by this research are:

(1) What are the key values, behaviors and attitudes associated with the present culture of the AFC and to what extent do they vary across the organization?

(2) What are the essential characteristics and attributes of "high-trust" cultures, and what organizations might serve as performance benchmarks for the AFC?

(3) What specific strategies, systems and policies are required in order to create and sustain a high-trust culture within the AFC?

(4) How should the level of trust within the AFC be measured/monitored in order to evaluate progress and also identify additional opportunities for improvement?

In order to adequately address each of these questions, a qualitative historical research study was performed. The approach involved the systematic collection, review and analysis of scholarly research findings and thought leadership associated with managing cultural change, the

76

dynamics of trust in the workplace, employee climate survey data as well as trust measurement instruments/methodologies. Collectively, the following conclusions and recommendations derived from analysis of the available information will support the further development of effective trust-building strategies, policies and practices to support AFC leadership in its cultural transformation efforts.

Conclusions

1. The AFC's stated goal to develop a "deeper and more secure trust" across the FFME was shown to be deeply rooted in the Army Values and Professional Tradition.

2. Comparative analysis of the Army Values and Covey's "13 Behaviors of High-Trust Leaders" showed a strong qualitative relationship between trust-building behaviors and the Army Values.

3. The following conclusions are associated with comparative analysis of survey data available from the 2019 OPM FEVS:

   a. In general, the overall survey results for the AFC were skewed by the higher number of CCDC respondents as compared to the other AFC sub-agencies, i.e. TRAC, AMSAA and ARCIC.

   b. When separated by sub-agency, comparative analysis showed many areas of commonality but also revealed several significant differences in workforce perceptions which could possibly be associated with sub-cultural influences.

   c. Analysis of FEVS "Top 10" positive response items for the AFC indicated a strong sense of employee commitment to their jobs, supervisor respect/support for their employees, and employee confidence in their unit's

77

capabilities/quality of work. Collectively, these characteristics reflect the existence of strong trust bonds within the work unit (team).

d. Review of FEVS "Top 10" negative response items for the AFC reflect serious employee concerns associated with how the organization deals with its poor performers. Negative employee perceptions with respect to accountability, respect and fairness of the performance evaluation system can impede the development of trust in the organization and undermine morale and engagement.

e. Comparative analysis of the AFC and its sub-agencies using OPM's Employee Engagement Index (EEI) revealed a strong sense of intrinsic job satisfaction and positive relationships with their supervisor – two indicators of work unit trust. However, perceptions associated with senior leadership, particularly their ability to generate high levels of motivation and commitment in the workforce were somewhat negative. These results reflect strong trust relationships at the work unit level, but not at the organizational level.

f. Comparative analysis using the AFC Transformation Index (ATI) indicated that the AFC workforce is generally well-positioned to support the Command's intent to improve unity of command, empowerment and innovation. However, concerns expressed about empowerment with work processes, availability of resources and recognizing differences in employee performance, represent opportunities for improvement. Analysis of AFC trust culture using the Shockley-Zalabak OTM indicated a moderate orientation toward building organizational trust. Potential areas of concern included

78

aspects of Openness & Honesty, Concern for Employees/Stakeholders and Identification.

g. The FEVS-based Outward Mindset Gap Index (OMGI) analysis indicated that perceptions associated with cooperation with others vs leadership efforts to promote cooperation across work units were generally in alignment. However, with the exception of TRAC, gap perceptions regarding the quality of their own performance evaluations vs how others are evaluated were quite high. This could be an indicator of a possible workforce orientation toward an Inward Mindset.

h. NASA's performance results on the EEI, ATI and OMGI were found to be significantly higher than the overall results for the AFC. NASA's sustained level of superior performance as indicated by the FEVS and Partnership for Public Service "Best Places to Work" index and analysis using the Shockley-Zalabak OTM indicate a strong leadership emphasis on improving key aspects of workforce climate and the development of organizational trust. However, negative employee perceptions concerning the way poor performers are dealt with at NASA represents a significant area of mutual concern with the AFC.

4. Analysis of the AFC's structure, operating model and cultural profile suggests that an empowered, task-centric approach, rather than a "top-down" corporate wide approach best-positions the AFC toward establishing a "high-trust" culture.

5. A review of trust measurement methods led to the following conclusions

a. A review of the relevant research and best practices did not result in the identification of one, all-inclusive research tool or methodology for the

measurement of the organizational trust. Each instrument reviewed was focused on evaluating a different trust dynamic: Self-Trust (4 Cores-Covey); subordinate to peer/to manager (BTI-Gillespie; Character/Competence-Covey); inter-division/work unit trust (OTI-Cummings; Character/Competence-Covey); and trust in senior managers (MBCA-Sashkin; Character/Competence-Covey). Gallop demonstrated the feasibility and effectiveness of pulse surveys as a promising approach to enable leaders to quickly identify and address issues within the organization.

b. Due to the inherent multi-dimensional complexity of organizational trust, a combination of direct methods, e.g. direct observation, in-person interviews, focus groups (by trained SME's) and indirect methods, e.g. workforce surveys, self-assessments, represents the most comprehensive means to assess trust culture.

Recommendations

1. The AFC's transformation to a "high-trust" culture will require the high levels of sustained commitment and effort from leaders and employees across the FFME. Keys to making this happen include:

   a. Articulating a sense of urgency by showing how the status-quo culture will not enable the Command to effectively execute its modernization mission in the way the Army and nation expects.

   b. Avoid dictating specific solutions or "top-down" corporate mandates for Command-wide training programs or system changes. Instead, senior leaders

should focus on creating a climate that encourages "grass-roots" efforts by subordinate organizations to develop ways to build trust by solving mission-focused modernization tasks.

c. Regularly review progress of trust-building efforts by sub-organizations to maintain focus and accountability for results; share best practices and lessons learned to other units

d. Model effective trust-building behaviors through words and actions. Ensure that the AFC's policies and systems, e.g. financial, performance management, decision-making, hiring/selection, etc. promote respect and extend trust wisely to subordinate organizations.

e. Leverage the experience of professionally trained subject matter experts from fields such as psychology, sociology and organizational development to advise/assist (not manage) in the development and implementation of cultural intervention efforts and data assessments. It is generally good practice to avoid using in-house personnel who may be well-intentioned, but lack the required level of specialized education and experience.

f. In order to assess the efficacy of its transformation efforts, AFC leadership should engage experienced SMEs to assist in the development of an effective methodology to monitor trust-based behaviors in the workplace. Given the multi-dimensional nature of organizational trust, it is advisable to utilize a combination of methods to provide meaningful results and interpretations. Given its practicality to quickly assess key aspects of (trust) culture through-out the

Command, the potential use of trust-based pulse surveys such as TINY pulse, should be evaluated.

2. Analysis of the AFC EEI, ATI and OTM results identified numerous opportunities for improvement that require sustained leadership attention and action. Items which garnered the highest percentage of negative responses were associated with dealing with poor performers; recognizing differences in employee performance; and pay raises not linked to performance. In addition, the OMGI framework developed as part of this study merits additional study to in order to validate the model and/or address possible concerns regarding an Inward Mindset workforce orientation.

3. If not already underway, the AFC should reach out to NASA in an effort to establish a cooperative effort to identify and share best practices with the intent to make improvements in workforce trust culture.

.**Limitations of the Study**

The operating assumptions associated with this research study included (1) Organizational culture is a dependent variable and can therefore change or be changed; (2) Trust is a multi-dimensional concept resulting from interactions that span individual, leader, organizational and inter-organizational levels; (3) The degree of trust within an organization is positively associated with organizational performance; and (4) The level of trust within an organization can be measured.

During our research and analysis of trust dynamics and organizational change theories and practices, we did not find any compelling which could be considered contrary to assumptions (1)

and (2). With regards to assumption (3), our review of available research and thought leadership provided evidence showed a correlation between trust behaviors and improved levels of organizational performance such as job satisfaction, employee engagement and retention rates. However, due to the unavailability of Army modernization metrics associated with newly established AFC, no such correlation or inferences could be made between AFC workforce climate survey data and AFC mission performance. With regard to assumption (4), our review and analysis of relevant research and commercial on trust measurement tools and methods revealed that a significant amount of work has been done to develop and test trust measurement instruments. However our research also found that very few of them have actually been independently validated. The limited number of available validated trust measurement instruments would not however have materially changed our recommendation to use a combination of methods to characterize organizational trust.

There are several research limitations associated with the review and analysis of the FEVS data performed as part of this study. In general, respondent truthfulness, common source bias, survey administration and data processing errors, and the inability to make valid multilevel inferences based on a single level of analysis (i.e. climate survey data) may limit the applicability of the results of this research study. In addition, qualitative analysis of survey results as well as inferences made associated with the relationships between FEVS questions and aspects of organizational trust and trustworthiness were based on the researcher's personal judgement and experience and therefore may be subject to debate. Second, at the time the 2019 FEVS survey was administered to Army components, only CCDC, TRAC, AMSAA and ARCIC were identified by OPM as sub-agencies under AFC. This fact limits the generalizability of findings to other AFC organizations which were not listed. Due to significantly larger numbers of CCDC

FEVS respondents relative to those for TRAC, AMSAA and ARCIC, overall results reported for the AFC largely reflect the influence of CCDC.

Recognizing the limitations presented by the qualitative nature of this research study discussed above, it is believed that a sufficient level of academic rigor and attention to detail has been applied in addressing the research questions posed in this study. Furthermore, a sound basis has been established to pursue future research studies focused on exploring the causal relationships between trust-based behaviors and Army modernization performance outcomes. In order to ensure the highest level of fidelity and applicability of future research findings, the use of quantitative methodologies and behavioral data collected through direct methods, e.g. direct observation, in-person interviews and focus groups, is highly recommended. In conclusion, it is believed that the collective set of observations, conclusions and recommendations derived from this research has generated new insight and understanding related to the development of effective trust-building strategies, policies and practices that support cultural transformation efforts by the AFC as well as other organizations in the public and private sector.

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Appendix A. OPM Federal Employee Viewpoint Survey Questions (2019)

Survey Items

Item	Item Text
Q1	I am given a real opportunity to improve my skills in my organization.
Q2	I have enough information to do my job well.
Q3	I feel encouraged to come up with new and better ways of doing things.
Q4	My work gives me a feeling of personal accomplishment.
Q5	I like the kind of work I do.
Q6	I know what is expected of me on the job.
Q7	When needed I am willing to put in the extra effort to get a job done.
Q8	I am constantly looking for ways to do my job better.
Q9	I have sufficient resources to get my job done.
Q10	My workload is reasonable.
Q11	My talents are used well in the workplace.
Q12	I know how my work relates to the agency's goals.
Q13	The work I do is important.
Q14	Physical conditions allow employees to perform their jobs well.
Q15	My performance appraisal is a fair reflection of my performance.
Q16	I am held accountable for achieving results.
Q17	I can disclose a suspected violation of any law, rule or regulation without fear of reprisal.
Q18	My training needs are assessed.
Q19	In my most recent performance appraisal, I understood what I had to do to be rated at different performance levels.
Q20	The people I work with cooperate to get the job done.
Q21	My work unit is able to recruit people with the right skills.
Q22	Promotions in my work unit are based on merit.
Q23	In my work unit, steps are taken to deal with a poor performer who cannot or will not improve.
Q24	In my work unit, differences in performance are recognized in a meaningful way.

Q25	Awards in my work unit depend on how well employees perform their jobs.
Q26	Employees in my work unit share job knowledge with each other.
Q27	The skill level in my work unit has improved in the past year.
Q28	How would you rate the overall quality of work done by your work unit?
Q29	My work unit has the job-relevant knowledge and skills necessary to accomplish organizational goals.
Q30	Employees have a feeling of personal empowerment with respect to work processes.
Q31	Employees are recognized for providing high quality products and services.
Q32	Creativity and innovation are rewarded.
Q33	Pay raises depend on how well employees perform their jobs.
Q34	Policies and programs promote diversity in the workplace.
Q35	Employees are protected from health and safety hazards on the job.
Q36	My organization has prepared employees for potential security threats.
Q37	Arbitrary action, personal favoritism and coercion for partisan political purposes are not tolerated.
Q38	Prohibited Personnel Practices are not tolerated.
Q39	My agency is successful at accomplishing its mission.
Q40	I recommend my organization as a good place to work.
Q41	I believe the results of this survey will be used to make my agency a better place to work.
Q42	My supervisor supports my need to balance work and other life issues.
Q43	My supervisor provides me with opportunities to demonstrate my leadership skills.
Q44	Discussions with my supervisor about my performance are worthwhile.
Q45	My supervisor is committed to a workforce representative of all segments of society.
Q46	My supervisor provides me with constructive suggestions to improve my job performance.
Q47	Supervisors in my work unit support employee development.
Q48	My supervisor listens to what I have to say.
Q49	My supervisor treats me with respect.
Q50	In the last six months, my supervisor has talked with me about my performance.
Q51	I have trust and confidence in my supervisor.
Q52	Overall, how good a job do you feel is being done by your immediate supervisor?

Q53	In my organization, senior leaders generate high levels of motivation and commitment in the workforce.
Q54	My organization's senior leaders maintain high standards of honesty and integrity.
Q55	Supervisors work well with employees of different backgrounds.
Q56	Managers communicate the goals of the organization.
Q57	Managers review and evaluate the organization's progress toward meeting its goals and objectives.
Q58	Managers promote communication among different work units.
Q59	Managers support collaboration across work units to accomplish work objectives.
Q60	Overall, how good a job do you feel is being done by the manager directly above your immediate supervisor?
Q61	I have a high level of respect for my organization's senior leaders.
Q62	Senior leaders demonstrate support for Work/Life programs.
Q63	How satisfied are you with your involvement in decisions that affect your work?
Q64	How satisfied are you with the information you receive from management on what's going on in your organization?
Q65	How satisfied are you with the recognition you receive for doing a good job?
Q66	How satisfied are you with the policies and practices of your senior leaders?
Q67	How satisfied are you with your opportunity to get a better job in your organization?
Q68	How satisfied are you with the training you receive for your present job?
Q69	Considering everything, how satisfied are you with your job?
Q70	Considering everything, how satisfied are you with your pay?
Q71	Considering everything, how satisfied are you with your organization?
Q72	Currently, in my work unit poor performers usually:
Q78	Please select the response below that BEST describes your current teleworking schedule.
Q79	How satisfied are you with the Telework program in your agency?
Q80_1	Work-Life program used at your agency within the last 12 months? Alternative Work Schedules
Q80_2	Work-Life program used at your agency within the last 12 months? Health and Wellness Programs
Q80_3	Work-Life program used at your agency within the last 12 months? Employee Assistance Program
Q80_4	Work-Life program used at your agency within the last 12 months? Child Care Programs
Q80_5	Work-Life program used at your agency within the last 12 months? Elder Care Programs
Q80_6	Work-Life program used at your agency within the last 12 months? None Listed Above

Q81	How satisfied are you with the following Work-Life programs in your agency? Alternative Work Schedules
Q82	How satisfied are you with the following Work-Life programs in your agency? Health and Wellness Programs
Q83	How satisfied are you with the following Work-Life programs in your agency? Employee Assistance Program
Q84	How satisfied are you with the following Work-Life programs in your agency? Child Care Programs
Q85	How satisfied are you with the following Work-Life programs in your agency? Elder Care Programs

Source: 2019 Office of Personnel Management Federal Employee Viewpoint Survey: Report by Agency, URL: https://www.opm.gov/fevs/reports/data-reports

Author's Note

Title: Mr. Joseph A. Brescia

Director, Strategic Transformation Office

U.S. Army CCDC AC, Picatinny Arsenal, NJ 07806-5000

Contact Information:

(W) 973-724-7620

(M) 973-723-2549

joseph.a.brescia.civ@mail.mil