Miami-Dade County

Delivering Excellence

A GUIDE TO RESULTS-ORIENTED GOVERNMENT AND PERFORMANCE MEASUREMENT

Office of Strategic Business Management

November 2004

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1.0 INTRODUCTION

This is a basic guide for understanding performance measurement. It begins with a brief history of performance measurement and describes some of the driving forces behind their reinvigorated use today at all levels of government. It then provides a conceptual framework for performance measurement, including mission statements, goals, objectives, and definitions of specific types of performance measures with numerous examples.

Next, an operational framework is laid out, featuring "The Balanced Scorecard" approach to performance measurement. This framework should be helpful to managers by offering a total, systems view of an operation, identifying where performance indicators fit within this framework. Finally, a number of steps are described that you can follow within your department to help you reach the right and vital few performance measures for your use.

A reference list on performance measurement literature is also provided for your consideration. You may wish to purchase one or more of these references as resource tools for your department's use.

An appendix contains a catalog of performance measures by service area drawn from several sources. While this catalog lists many performance measures, you should determine the most important performance measures based on your operational requirements, as explained in this guide. The measures in the catalogue should help you identify the kinds of measures you may want to create as you review your own operations.

The rest of this guide is organized as follows:

- Background
- Business and Strategic Planning
- Mission, Goals, and Objectives
- Types of Measures
- Operational Framework
- Tools for Getting Started
- Appendices

The fundamental purpose of performance measurement is to help you improve the performance of your operation.

2.0 BACKGROUND

In 1908, New York City published budget and performance documents concerning city services

(under the direction of the Bureau of Municipal Research). The city displayed charts and graphs in public places and over 70,000 people viewed these in just a few weeks. This was an effort to ensure accountability of the government to the people of the city. In 1943, the International City/County Management Association (ICMA) published the first book on performance of city services. In the 1960s, the federal government implemented a performance, planning, budgeting system (PPBS) to link the effectiveness of federal programs and budget allocations. Management by objectives (MBO) came in the late 1960s and early 1970s, linking organizational goals and work tasks to achieve those goals. In the mid-1970s, zero-based budgeting (ZBB) became the newest reform effort. All of these reforms were intended to provide better information to decision-makers, especially regarding the linkage between resources used and accomplishing the purposes of the specific organization. Because these efforts were not as successful as hoped, the march of reform continues driven by increasingly scarce resources, public dissatisfaction with government services, calls for more accountability for spending public funds and competition--out-sourcing, privatization, marketization.

In 1992, Reinventing Government was published to popular acclaim and was embraced by reformers at all levels of government. Professional associations advocated managing for results, including the American Society for Public Administration (ASPA) and the Governmental Accounting Standards Board and the ICMA. ASPA has created a Center for Accountability and Performance (CAP), published a performance measurement guide and conducted workshops around the country on this issue. The Governmental Accounting Standards Board (GASB) has pushed diligently for expanded performance measurement through what it calls "service efforts and accomplishments" (SEA) reporting. From the perspective of GASB, a government's financial balance sheet is an important aspect of accountability, but alone it is an incomplete gauge of performance. Full accountability also requires information about the products or services that a government's resources support.

ICMA continues to be active in the performance measurement field. ICMA is currently in the sixth year of developing national comparative performance measures with the help of the Urban Institute. It has published several major data reports summarized municipal performance information. ICMA has a web site (ICMA.ORG/PERFORMANCE) showing some information about its performance project.

At the federal level, the National Performance Review established a requirement for all federal agencies to develop mission statements, goals, objectives and performance measures. The 1990 Chief Financial Officers Act requires systematic measurement of performance by federal agencies, and the 1993 Government Performance and Results Act (GPRA) called for the measurement of quantity, quality, timeliness, cost and outcomes – with a focus on outcomes – for federal agencies.

In 1994, the Florida legislature enacted the Government Performance and Accountability Act, which required a phased approach for state agencies to develop input, output, and outcome measures and standards as part of the budget process by the year 2002. In theory, once budgets

have been approved under this approach, agency managers would be given lump sum budgets and flexibility in spending. Agencies would see increased budget and personnel flexibility, retention of unencumbered appropriations and employee bonuses. Agencies would also be required to submit quarterly reports on progress towards goals and objectives and appear before the governor and state legislature to explain why goals and objectives were not being met; programs not meeting objectives would be subject to elimination or budget and personnel restrictions.

In North and South Carolina, groups of cities and counties have banded together to help establish common definitions of performance measures, the collection of performance data and the publication of summary information regarding these measures.

A second important reason for doing performance measurement is to increase public trust in government.

3.0 FRAMEWORK FOR DELIVERING EXCELLENCE THROUGH RESULTS-ORIENTED GOVERNMENT

The County has developed a framework of service excellence through results-oriented government that is predicated on strategic and business planning, and is bolstered by performance measurement and feedback systems. Results-oriented government focuses on achieving results for our customers; being responsive and accountable to the taxpayers.

Our framework for results-oriented government builds on the components Plan, Measure, Monitor – incorporates Leadership and Organizational Culture, and is supported by Customer Service and Innovation.

MIAMI-DADE COUNTY

DELIVERING   EXCELLENCE
THROUGH   RESULTS-
ORIENTED

LEADERSHIP AND ORGANIZATIONAL CULTURE

Plan	Measure	Monitor
Strategic Plan **Business Plan** **Budget Process** **Other Plans**	**Performance Measures** **Customer Surveys** **311 Answer Center** **Dept. Measures**	**Quarterly Reporting** **Management Appraisal System** **Community Report Card** **Performance Excellence Assessments**

FRAMEWORK

TOOL BOX FOR CUSTOMER SERVICE AND INNOVATION
(Service Excellence Standards and Training Programs, Secret Shopper, Managed Competition, Targeted Savings Initiatives, Gainsharing, Employee Participation Programs, Process Reviews and Re-engineering)

- **Leadership and Organizational Culture** – *Bringing together elected officials, the County Manager's office, and all senior management to lead the implementation of a results-oriented government culture while ensuring that the entire organization understands the County mission; believes in and practices the County organizational values (Guiding Principles); and that each employee understands their role in supporting their department's business plan, and through that, the first-ever County Strategic Plan.*

- **Plan** – *Continuing to build on the County Strategic Plan, through the business planning and budget process – a well-executed plan promotes a common understanding of the County's overall direction so that employees can readily determine how their work supports the strategic direction and organizational success.*

- **Measure** – *Continuing to refine performance measures and measurement systems to ensure that measures are appropriate, accurate, reliable, and timely.*

- **Monitor** – *Continuing to enhance accountability to our elected officials and residents, through departmental quarterly performance reporting, individual objective-based performance appraisals for senior management, organizational assessments, and the Community Scorecard.*

- **Customer Service** – *Ensuring that County employees know and understand customer service standards and how this ties to our service excellence framework "Delivering Excellence Every Day".*

- **Innovation** - *Pursuing innovative programs such as efficiency and competition programs, gainsharing, secret shopper, etc.., to drive performance excellence and recognize and reward areas of success.*

3.1 County Strategic Plan

In late 2001, Miami-Dade County government initiated its first-ever countywide strategic planning process known as *"The People's Vision: The County's Mission"*. During the early stages, the County carried out thousands of interviews and surveys, and dozens of focus groups and workshops to learn what our elected officials and the community believed was important. A core team of leaders taken from a diverse cross-section of the community helped guide the process to ensure understanding of issues important to the community.

Strategic planning is a process for identifying answers to four key questions:

1. Where are we now?

2. Where would we like to be?

3. How do we get there?

4. How do we measure our progress?

Miami-Dade County Strategic Planning Model

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                                    │          Vision             │
                                    │  What is our best possible  │
                                    │           future?           │
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                                    ┌─────────────────────────────┐
                                    │          Mission            │
                                    │    Why are we in business?  │
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                                                  │
                                    ┌─────────────────────────────┐
                                    │      Guiding Principles     │
                                    │     How do we do business?  │
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Vision — *What is our best possible future?*

Mission — *Why are we in business?*

Guiding Principles — *How do we do business?*

Strategic Issues & Themes — *What are the cross-cutting issues?*

Countywide P.A.C.T.* — *Where are we today as a community?*

Revision in 5 years

Strategic Area Missions

Strategic Area P.A.C.T.* — *Where are we now?*

Goals — *Where do we want to be?*

Strategies — *How do we get there?*

Objectives — *How will we know we arrived?*

Feedback — *Do we need new strategies?*

Biannual update

Performance Monitoring — *Did we get there?*

County Executive Staff
Staff Support

Implementation — *Getting there!*

Departments and Other Entities Business/I/Action Plans

Strategic Areas
- Health and Human Services
- Economic Development
- Neighborhood and Unincorporated Area Municipal Services
- Public Safety
- Transportation
- Environment
- Recreation & Culture
- Enabling Strategies

*P.A.C.T.: Proactive Assessment of Community Trends - an analysis of the organization's strengths, opportunities, weaknesses, and threats.

Strategic planning examines the current environment within which the organization operates, identifies the organization's strengths and weaknesses, agrees on five to seven major areas on which to focus in the near future, sets goals and objectives for these areas, lists specific action steps to accomplish the goals and objectives, and establishes some means of measuring progress towards the desired future.

The Strategic Plan for Miami-Dade County government includes:

- The County government's vision statement reflecting where it would like to be in the future: *Delivering Excellence Every Day*

- The County government's mission statement: *Delivering excellent public services that address our community's needs and enhance our quality of life;*

- Guiding principles that establish the cultural values of our organization;

- Priority Strategic Themes that identify the role and priorities of our government; and

- Goals and desired outcomes, strategies to achieve these, and measurable objectives by which to

evaluate success.

To provide additional insight, Miami-Dade County's Guiding Principles, Priority Strategic Themes as well as the Strategic Plan goals, desired outcomes, strategies and performance objectives or measures are available on-line at www.miamidade.gov/stratplan.

Department business plans and a fresh approach to our budgeting process are designed to ensure that financial resources, policy decisions, department operations and County staff are all aligned to achieve the results outlined in the County Strategic Plan.

3.2 Departmental Business Plans

The County's business planning process has a specific focus on performance measurement linking to the desired outcomes and performance measures in the County Strategic Plan. Departments create, refine or elevate the use of performance measures that reflect their operations from a balanced perspective and track department objectives. Departments are encouraged to provide measures from the following perspectives:

- Results
- Customer satisfaction
- Efficiency
- Internal business processes
- Resources

Thus, performance measurement is a critical management tool for strategic, business and operational planning, implementation and evaluation.

Departmental business plans are designed to be the major communication tool throughout our organization to ensure that we are all working towards the same results, and that we all know what it takes to achieve those results. Department business plans contain current year objectives that reflect the adopted budget as well as an outlook for the upcoming year. Ownership of department objectives and supporting tasks and activities is assigned to entities or positions within the department. The business plans incorporate a discussion of critical factors for Departments to be successful in achieving their business plans. This information is available on-line, providing a communications mechanism with elected officials and the public, as well as with Department staff.

3.3 Countywide Budget Process: Resourcing for Results

The County budget process, Resourcing for Results, is based on top priorities outlined in Departmental business plans. For the first time during the Fiscal Year 2004/2005 budget process, each departmental budget was submitted by program, with each program tied to the measurable objectives identified in departmental business plans. Programs and associated line items, total to the departmental budget request. Priorities are emphasized by adjusting the targets contained within the program objectives. In order for Resourcing for Results to be successful, each department must ensure their programs and functions are clearly identified and further defined. In some instances,

departments may have to carefully examine their organizational structure to identify funding levels by all significant programs and function rather than the traditional line item structure.

Instead of holding departmental budget hearings addressing line items, discussions at "resource meetings" focus on programs, priorities, objectives and performance measures consistent with the priorities developed from the Strategic Plan, departmental business plans and from elected officials. The overall Proposed Budget is balanced through a team approach involving departments, County Manager's staff, the Office of Strategic Business Management and the County Manager, in order to match priorities and service levels with available resources. This provides a transparent process under which the budget decisions are easier for the public to follow and through which the decision making process is simplified.

RESOURCING FOR RESULTS OVERVIEW

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│    Departments      │
│  prepare priorities │
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│     Manager's       │
│     priorities      │
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│  out" programs      │   │    resource     │   │ Board priorities│
│  with emphasis      │   │    estimates    │   │                 │
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        │ Allocation of resources to support County priorities│
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              │       COUNTY MANAGER'S          │
              │       PROPOSED BUDGET           │
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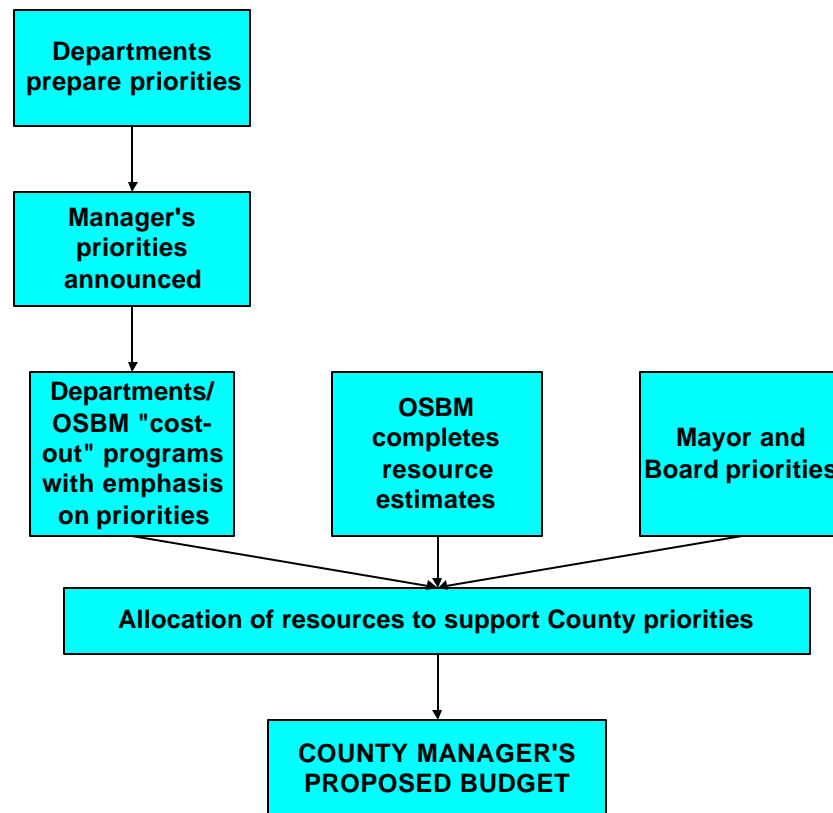
4.0 GOALS/DESIRED OUTCOMES AND OBJECTIVES: THE CONCEPTUAL FRAMEWORK

Performance measures are valuable because they tell us how we are doing. They underscore our success and help us identify where we can make improvements. Of course, performance measures cannot tell us how to make improvements; other tools are necessary for that purpose, but they can serve as an early warning system to help us better manage and to address issues

before they become problems. Performance measures are part of an overall conceptual and strategic framework for more effective management.

The conceptual framework for articulating the department's purpose and how you want to achieve that purpose is a mission statement, a desired outcome and well-defined objectives for attaining those outcomes. You measure your progress towards achieving those objectives through specific performance measures. Within this framework, performance measures serve as your link to program operations and desired outcomes.

Simply stated, mission, goals/desired outcomes, objectives and performance measures form the links in the causal chain of applying resources to provide services and products to achieve a desired outcome and for continuing to improve your performance. Linking these together successfully will help lead your organization towards high performance management. Figure 1 defines these basic concepts.

Figure 1: Climbing the Steps toward Performance Management

Mission/Goals/Outcomes	Objectives	Performance Measures	Analysis for Continuous Improvement
Mission statements declare the County's or the department's long-range intent, its fundamental purpose, its reason for being. Goals and intended outcomes are slightly more specific expressions coming out of the mission statement. Goals and intended outcomes help shape the department's values and organizational culture and will link the mission with more measurable objectives.	Objectives are clear statements of the department's performance intentions, expressed in measurable terms, usually with an implied or explicit timeframe. Embedded within objectives will be the performance measure of interest. Objectives set the performance targets you are trying to reach or standards you are trying to maintain.	Performance measures indicate how much or how well the agency is doing, its success. Ideally, they track the agency's progress toward achieving its objectives, with objectives linked to the goals and mission of the organization. The measure itself is often a simple indicator whose value comes by its relationship with the target or standard set in the objective.	Many agencies compare this month or this year's performance measures to those of the past. Some are beginning to make comparisons with other agencies or other governments and initiating the process of benchmarking. When you analyze your performance measures, you should be able to identify areas for further improvement. It is over time that performance measurement information becomes the most valuable.

4.1 Strategic Areas/Mission Statements

The County Strategic Plan includes seven areas, each of which contains its unique strategic area mission statement:

- Economic Development
- Health and Human Services
- Neighborhood and Unincorporated Area Municipal Services
- Public Safety
- Recreation and Culture
- Transportation
- Enabling Strategies

Each strategic area mission statement articulates broad purposes, but every department can establish a link to one or more of these strategic areas with its own mission statement.

4.2 Goals

For each of the seven strategic areas, specific goals, and desired outcomes have been defined. Goals and the associated desired outcomes can be thought of as guides or milestones toward the desired future. Goals identify the direction you want to take. Desired outcomes identify the desired results that are required to achieve the goal. Both are more precise statements than the mission statement, but not as specific as objectives. Here are several examples of goals and desired outcomes:

- Facilitate the start-up and growth of businesses by providing information and technical assistance
- Ensure a safe and accessible roadway system
- Provide safe, reliable and courteous public transit service
- Provide timely, and economical curbside collection of garbage and trash in the waste collection service area

4.3 Objectives

Objectives are precise statements of measurable targets that describe the end results of a service or program that should be achieved in a specific period of time. You should create objectives to be S-M-A-R-T (**S**pecific, **M**easurable, **A**ggressive/attainable/agreeable, **R**esults-oriented, **T**ime-bound). See Table 1 for several examples of objectives based on S-M-A-R-T criteria. Keep in mind that to the public, elected officials and senior managers, the ultimate results (the desired outcomes) are the ones they want reported. These results relate to the mission of the organization. As managers, you will have an interest in other results-oriented objectives that will help you achieve the desired
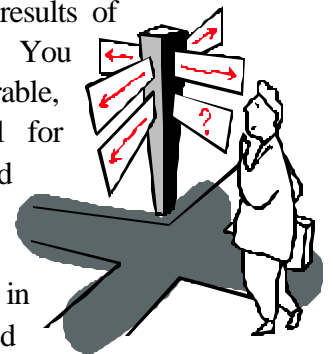
outcome. These objectives naturally come out of the operational processes you use to do your work, and they provide the balance you need to be more effective managers. This balance will be explained later in this guide under the definitions of performance measures and in the section on the operational framework.

Objectives set the targets you want to achieve or the standards you want to reach. Many people establishing objectives for the first time set the targets too high. Everyone wants to make dramatic improvements in performance. Performance improvement, especially significant improvement, does not happen by accident. You must do something different to increase your performance. Generally, you have two ways to improve performance: increase the resources you have to do the job or change the way you provide the service or product. Think back over your management history. How often in the past have you received substantial new resources, particularly people, who helped you improve your performance? What are the chances that you will get substantial new resources in the future for this purpose? Then ask yourself, can I change the way I do business? How hard will this be? With answers to these questions in mind, you are much more likely to set realistic objectives. It helps, of course, to have historical performance data as a reference in setting S-M-A-R-T objectives. If you do not have historical data, you may have to wait in creating objectives while you collect data over 3 to 6 months.

Table 1: S-M-A-R-T Objectives

Specific	Specific; stated clearly; easy to understand➔one concept per objective.
	• To reduce the ***theft rate*** 10% of by end of the new fiscal year
	• To decrease ***emergency response time*** from 5 to 4 minutes by the year 2005
Measurable	Objectives have to be quantifiable in order to create measures for them.
	• To increase the ***number of stolen cars recovered*** to 70% within 2 years
	• To reduce by 5% the ***average cost of processing new hires*** by May 2005
Aggressive but **A**ttainable and **A**greed upon	Set objectives to challenge yourself, but do not set objectives that are impossible to reach or too easily achieved; they should be a challenge to you, but potentially within your reach. Front-line workers, supervisors and managers should agree upon objectives. Use a strong verb or verb form to start the objective.
	• To increase ***revenue from city leased properties*** by 4% per year
	• To decrease ***permit processing time*** from 45 to 35 days by June 2005
Results-oriented	Focus on the outcome: Keep your eye on the prize, especially for measures reported to the public.
	• To maintain an ***average cleanliness rating*** on city streets of 80% during the year
	• To decrease the ***number of traffic fatalities*** by 10% over the next two years
Time-bound	Objectives should be accomplished within a set time.
	• To reduce ***emergency rescue response*** time by 30 seconds the second quarter
	• To increases ***customer satisfaction ratings*** by 5% by the end of the fiscal year

4.4 Performance Measures

Performance measures are quantifiable, enduring measures of outcomes, quality, efficiency, cost-effectiveness, process, inputs and outputs of services or goods you provide. Sometimes we call them performance indicators. Performance measures by themselves are only a word or two or a phrase that captures an important dimension of your work. Performance measures are embedded within objectives, and it is through the objective that the measures take on value.

Table 2 shows the performance measures from objective statements listed in Table 1 with the target or standard included in the objective. The direction of change in the target or standard is shown in bold italics.

The performance measure itself does not address what you are trying to achieve or accomplish. It merely indicates what information you need to collect in order to measure progress towards achieving stated objectives and goals.

Look at the objectives in Table 1 again. The second example in the Specific category is to decrease average emergency response time from 5 to 4 minutes by the year 2005. What do you measure? EMERGENCY RESPONSE TIME—the number of minutes it takes to respond to each emergency call. That is the performance measure. Now, your purpose, your objective, your target is to reduce the time from 5 to 4 minutes by the year 2005. Therefore, as the new

year progresses, you collect data (daily, weekly, monthly, quarterly, annually—as you determine the need), figure out what the average response time is and hope that your actions cause the time to drop from an average of 5 minutes to 4 minutes. After all, you are measuring your change in performance; you must be doing something to reduce the response time.

Look at one more objective from Table 1, the first one under Results-oriented: to maintain an average cleanliness rating on city streets of 80 percent during the year. What are you measuring? CLEANLINESS OF THE STREET based on some guide. What is your objective? To maintain an average rating of 80 percent. How do you measure this? Perhaps with trained observer ratings or maybe a survey of residents. You may do this once a week, once a month or once a quarter. How often you collect performance data depends on their availability, cost of collection and your need to use the data as a management tool. Your objective sets the target that the average cleanliness rating stays at 80 percent. Again, you are measuring your actions in keeping the streets clean at a defined standard.

Table 2: Performance Measures with Targets or Standards

Performance Measure	Objective→ Target or Standard
Theft rate	*Reduce* theft rate by 10% of by end of the new fiscal year
Emergency response time	*Decrease* the time from 5 to 4 minutes by the year 2005
Number of stolen cars recovered	*Increase* recovery of stolen vehicles to 70% within 2 years
Average cost of processing new hires	*Reduce* cost by 5% by May 2005
Revenue from city leased properties	*Increase* revenue by 4% per year
Permit processing time	*Decrease* time from 45 to 35 days by June 2005
Average cleanliness rating	*Maintain* clean city streets at an 80% rating
Number of traffic fatalities	*Decrease* the number by 10% over the next two years
Number record searches completed	*Complete* 3,000 searches during 2005
Customer satisfaction ratings	*Increase* customer satisfaction ratings by 5%

In summary each performance objective is comprised of a measure with associated performance targets. The objective can be expressed as a sentence as above or can be represented in a table.

PERFORMANCE OBJECTIVE		
DESCRIPTION OF PERFORMANCE MEASURE	**PERFORMANCE LEVELS**	
	ACTUAL VALUE	**TARGET VALUE**
Percent of annual survey respondents rating service as good or excellent	75%	80%

4.5 Example

Let's follow an agency by reviewing its own mission statement and performance measures and the linkage to the County Strategic Plan. This will help establish the linkages needed for you and your agency to understand the chain of effects from resources used to desired outcomes. We will use refuse collection as our service and examine mission, goal, objectives and performance measures that might be used for this service.

County Mission: Delivering excellent public services that address our community's needs and enhance our quality of life

Strategic Area Mission Statement: To provide efficient, accountable, accessible, and courteous neighborhood services that enhance quality of life and involve the community

Strategic Plan Goal: Enact programs to beautify and improve urban and residential areas

Desired Outcome*:* Neighborhood and rights-of-way aesthetics that foster and enhance quality of life (priority outcome)

Strategic Plan Objectives*:*
- 90% of roadways and rights of way clean and well-maintained
- 80% of residents and visitors rating county neighborhoods as aesthetically pleasing

Solid Waste Management Mission Statement*:* To collect garbage, trash and recyclables throughout the unincorporated areas and various municipalities; ensure sufficient disposal capacity to meet Countywide needs; and regulate waste for the benefit of the entire County

Supporting Solid Waste Department Objectives*:*
(1) Provide weekly litter pickup to 95 *percent of major arterials maintained by Miami-Dade County* in FY 05

(2) Maintain *bulky waste collection response time* within 7 days from request

(3) Ensure that 25 *percent of elementary schools receive at least 1 seminar/program each year addressing litter prevention*

(4) Reduce *number of complaints* regarding litter from 1000 per month to 500 per month

(5) Ensure *litter collection costs* do not exceed $100 *per mile*

Performance Measures:
Performance measures are embedded within the objective as italicized above
- Percent of major arterials maintained by Miami-Dade County

- Bulky waste collection response time

- Percent of elementary schools receiving at least 1 seminar/program

- Number of complaints regarding litter per month

Here are critical questions. If you were the manager for this service, would information from these measures help you understand how well the service was being performed? Would this information help you find areas of your operation where improvements to performance could be made? Do they individually and collectively meet usefulness, cost and other criteria to ensure you have the right measures? Are there too many to keep track of? Are some redundant? Is there key information missing from this list that might be important to you?

Later in this guide, we provide a set of criteria for you to use in answering these and other questions about performance measures you develop. This guide is a screening device to ensure that you have a balanced set of measures that you can use to manage for performance. You should be the best judge of which measures help you the most.

5.0 TYPES OF PERFORMANCE MEASURES

Most of you already measure and report on some aspect of your organization's performance, whether as part of the annual business plan and budget process, an audit or a special study. If

you are like most state and local governments, you probably looked at how much you spent, how many staff members you had, and how many clients you served or similar measures of the amount of work that was done.

This information is important in tracking service demand and workload trends over time, but it tells us little about program results and quality. Does it matter that we have increased the number of arrests each year for the past five years, if citizens still do not feel safe in their homes? Of course it matters, but to citizens, the customers of police work, feeling safe in their neighborhoods is certainly more meaningful to them than arrest counts. Measuring how we achieve those results also matters from an operational perspective. Before examining an operational framework for performance measures, we will define and provide examples of the most commonly used performance measures.

Performance measures have been categorized in a variety of ways over the years. The following six categories encompass most measures of performance:

- Input/Resource
- Output/Workload
- Process
- Efficiency
- Outcome/Results/Effectiveness
- Productivity

Not all of these measures focus on performance per se. Some focus on information that is important or of interest to the public, elected officials and managers. Some are more useful when combined with other measures, such as the ratio of resources used to outputs or workload. Such a ratio is an efficiency measure. The definitions below explain each category of measure and where they are most useful.

5.1 Input/Resource Measures

Input measures report resources consumed or used by a program–e.g., dollars spent, number of employees, employee hours, resumes received. Input measures have also been used to express the level of need or demand for a particular service, such as the number of students enrolled in a work-training program. Although such information is useful, it reflects *service demand* rather than *performance*. Its importance lies primarily as a comparative tool for you to assess changes over time or to compare resource use with another jurisdiction. For example, suppose your police department has a response rate of 6 minutes to emergency calls and a nearby city has a response rate of 3 minutes. There may be a number of reasons for the performance difference. If your resources for response indicated you had 1.5 response officers per 1,000 population and the other jurisdiction had 3 response officers per

1,000 population, you would have one way to explain the performance difference, at least as measured by response time: the other city has more personnel resources to deploy in responding to calls. Input measures are necessary for you to compute efficiency measures.

5.2 Output/Workload Measures

Output measures identify how much work was performed or how many units of service were provided. Typical output measures include the number of applications processed, the number of emergency units dispatched, the number of arrests made, and the tons of garbage collected. Comparison of current output with output from previous periods can reveal variations or stability in work activity. Output measures have also been called workload or product measures.
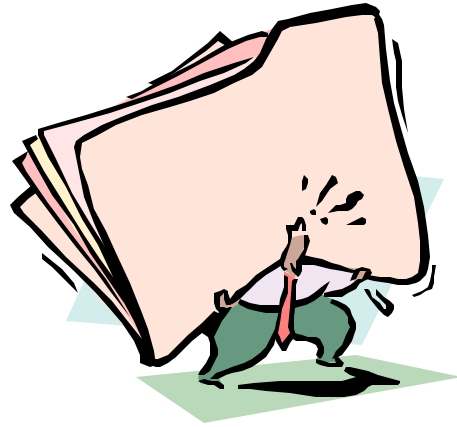
- Number of counseling sessions provided
- Number of road miles paved
- Number of building inspections made

While output measures tell *how much* was done, they do not reveal *how efficiently* or *how well* it was done. Output measures are necessary for you to compute efficiency measures, since efficiency is usually defined as the ratio of inputs to outputs.

5.3 Efficiency Measures

Efficiency measures relate the amount of work performed to the amount of resources consumed in doing it–typically stated in dollars or labor-hours. Often expressed as unit costs such as "costs per application processed" or "cost per lane-mile paved," efficiency measures can also take the form of units produced per $1,000, units produced per labor-hour, or labor-hours per unit. Still other forms of efficiency measures report labor or equipment production time as a percentage of full utilization or compare actual production rates to an efficiency standard.

While efficiency measures are important in gauging whether or not you are using your resources wisely, you should be careful not to focus on efficiency to the exclusion of effectiveness. As David Osborne and Ted Gaebler note in their bestseller, *Reinventing Government*, "There is nothing so foolish as to do more efficiently something that should no longer be done."

Some examples of efficiency measures are:

- Personnel hours per crime solved

- Operating cost per bus system mile
- Cost per ton of garbage collected

Efficiency measures are often used in comparing different jurisdictions. Such comparisons are often misleading because usually no effort has been made to ensure common definitions of the service, similar accounting treatments of costs, and to ensure events outside the control of the government are factored into the measures. Efficiency measures are likely to be more useful as an internal gauge of wise resource use over time. Often such measures show that indeed government is doing more with less, especially when adjusted for the effects of inflation.

5.4 Outcome/Results/Effectiveness/Quality Measures

Outcome measures focus on program results, effectiveness and service quality, assessing the impact of agency actions on customers, whether individual clients or whole communities. Outcome measures relate to why you are in business, the mission, goal and purpose of your operation. These are the most important measures in managing for results. These are the measures that the public, elected officials and senior management are most concerned about. These are the measures that end up in scorecards and multi-jurisdictional comparisons where rankings are often reported. Here are some examples:

- Reduction in the incidence of fire-related deaths
- Percentage of AFDC grants reduced due to new employment
- Percentage of students increasing earning capacity following graduation from adult literacy program
- Percentage of citizens rating service as good or excellent
- Perception of personal safety in your neighborhood

Because some program results may take several years or longer to accomplish, many governments choose to measure "intermediate" as well as "final" outcomes. For example, while working towards a long-term or final outcome of increasing exports and creating jobs, the Minnesota Trade Office also measures intermediate outcomes to show progress along the way.

Intermediate Outcomes
- Number of firms deciding to export
- Number of firms making foreign market contact

Final Outcomes
- Number of firms adding new export-related jobs
- Number of firms delivering a product or service to a foreign market

In some cases, especially for services that are directed at pure public goods (quality of life in the community, including public safety, neighborhood quality and so on), it may not be possible to measure the final outcome

except perhaps in general terms. In these cases, the intermediate outcome may be the best that can be done. The measure may be some sort of proxy for the effect we really would like to determine, but because of time constraints, cost or difficulty in establishing a clear linkage between our action and the outcome, some lesser measure is appropriate.

For example, from a public safety perspective, it is easier to measure response time (which is under the control of the responding agency to a large extent), an intermediate measure, than it is to measure changes in public safety in the community. For sure, measures such as the crime index provide some indication over the level of safety in a community, but factors other than police work, such as unemployment and juvenile age population, affect crime rates; thus, the crime rate per se may not be that useful a performance measure. One can always ask citizens, through scientific surveys, about their feelings and perceptions of public safety as a reasonable final outcome measure for this service, understanding that these kinds of surveys are subjective measures of performance.

The bottom line for you is that you may provide a service where the ultimate outcome is difficult to measure or over which you have little control. In this case, you need to step back a little and find an intermediate or some other useful proxy measure as the indicator of the results of your work.

5.5 Process Measures

Process measures reflect aspects of a particular work activity you perform while producing the service or product. These aspects are the related tasks of an activity that leads to a specific product or service delivery. It is here that speed and quality of service delivery and production are determined.

Processes include such things as procurement, requisitions, work orders, hiring, permitting, licensing, budgeting, marketing, and other systems of tasks that result in an end product or service. One could define the protocol of responding to an emergency medical, fire or police call a process. Processes often cut across functional lines within a department as well as crossing from department to department.

Common measures include such things as process cost, unit cost of process outputs, first pass yield, cost of rework, process cycle time, actual cycle time and touch points. These measures are briefly defined next:

- Process cost: the total cost of all the activities in a process.
- Unit cost of process outputs: the cross-functional cost of producing a tangible output. Most processes cut across functional and often departmental lines. This measure captures the true total cost of a
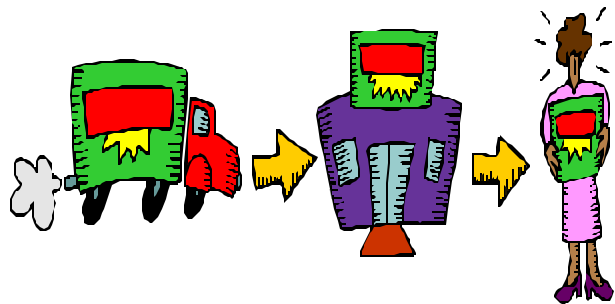
process not just the unit cost for your part of the process.

- First pass yield: The percentage of products or work that makes it through the process without being reworked, revised or sent back to be corrected or done over.

- Cost of rework: The cost of not doing it right the first time.

- Process cycle time: the total length of time spent in generating an output expressed in minutes, days, weeks or months.

- Actual cycle time: the length of time spent in generating an output with no waiting or rework.

- Touch points: The number of times an item is handed off (touched) within a process.

Process measures seem particularly relevant to support functions and support departments, those that provide services to other departments such as Employee Relations, General Services Administration, Finance and others. They are also important to direct service departments where the primary function is a process such as the building permit process or a licensing process. Sometimes the process measure may be in fact an outcome measure for a specific function of a department or division.

Here are several examples of process measures:

- Length of time from initial complaint to inspection

- Emergency response time (often used as an outcome measure for police and fire)

- Total cost of a new hire

- Number of times a work order is "touched" from initiation to completion of the work

- Cost of non-value added work (rework)

- Length of time to purchase specific products or services

5.6 Productivity Measures

Productivity measures include elements of efficiency and outcomes in a single indicator. For example, while the unit cost of all repairs is an efficiency measure, the unit cost of *satisfactory* repairs is a productivity measure.

- Cost per employment vacancy filled successfully (i.e., successfully completing probation)

- Cost per mental health patient rehabilitated, released and not requiring this assistance for at least a year

- Cost per repaired vehicle not needing the same repair within six months

Productivity measures are relatively rare in the public sector because they are often difficult to formulate and interpret. They seem better suited for internal service delivery where more

accurate records are available.

5.7 Summary

While these common definitions of performance measures are useful in helping you create a set of measures for your operation, some people get confused over these terms. Some measures, in fact, can be defined in more than one way such as the example of response time, which has been defined by some as an outcome measure and by others as a process measure. It is not necessary to adhere rigidly to these terms in developing your measures. What is important from a management perspective is that you have a set of limited measures that capture those dimensions of your operations that affect most, not all, of what you do. You should have what is called the "vital few" measures that drive your agency's business activities. Once you have identified the "vital few" measures, the Governmental Accounting Standards Board's (GASB) special report entitled "Reporting Performance Information: Suggested Criteria for Effective Communication" will assist you in the communication of this relevant, reliable performance information about your government programs and services. The GASB criteria will serve as a useful resource in the performance measurement development process. Another useful tool for developing these measures is "The Balanced Scorecard". This is explained next as the operational framework for performance measurement.

6.0 OPERATIONAL FRAMEWORK FOR PERFORMANCE MEASURES

A visual tool to place performance measures in perspective is "The Balanced Scorecard" (Figure 2). This model provides a broader focus than just looking at results; it was originally designed for business application. It recognizes that results are an outcome of the other parts of the causal chain reflected in the model, and it suggests that a focus solely on profit (ROCE—return on capital employed) may not be in the long-run, in the best interests of the company.

Other parts of the causal chain are critical to the bottom line performance. Understanding and measuring these areas are important to ensure the long-run survivability of the organization. It is really a simple relationship. People, applying their knowledge and skills, use resources to produce a service or product that a customer needs or wants. These wants and needs make them look for a quality product at a fair price. You hope they buy your product and become life long customers (loyalty). Attracting new and keeping old customers means you will be in business for a long time.
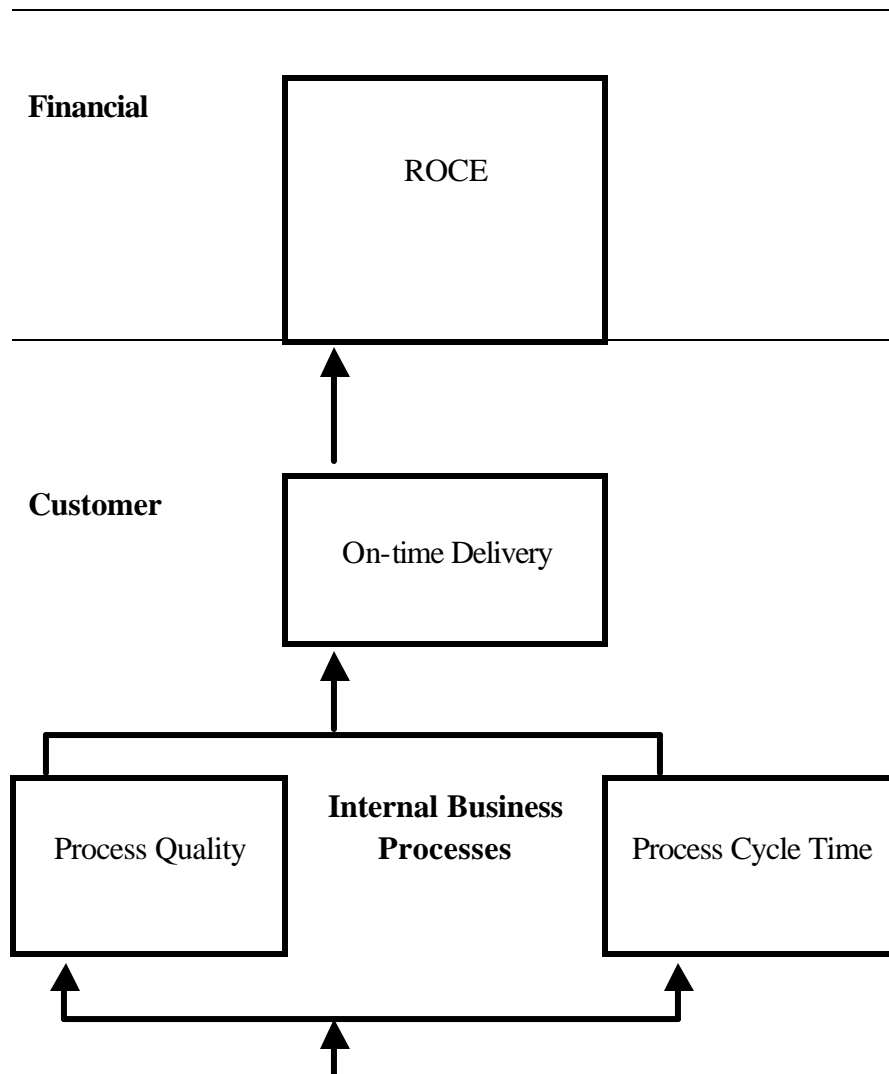
Of course, for most public managers, the connection between wants and needs and purchase are not as direct or clear as in the private sector. Most often, the payment and the service are not linked or at least they are not done at the same time. The closer the public product is like a private product, the easier it is to create performance measures with a customer focus. The more your service looks like a pure public good, the less likely you will have a specific customer, and your service may have to be measured more broadly as it impacts citizens in general. These latter services are the kinds where intermediate or proxy measures are most practical for measuring results.

There are two critical points regarding "The Balanced Scorecard" model that are important to understanding its ultimate usefulness for management purposes.

Alignment: All of the pieces of the system are in line with the ultimate goals and objectives. Employees understand how their individual jobs affect the process, service delivery, quality and the ultimate goal of the service or production system, whether it is profit or service delivery success.

Balance: Measures for each part of the system are important in determining progress to achieving the ultimate goal.   For long-term health, as measured by quality, cost-effectiveness or profit, monitoring the complete organization is more essential than focusing on only one or two areas.

Figure 2: The Balanced Scorecard

Financial

ROCE

Customer

On-time Delivery

Internal Business Processes

Process Quality

Process Cycle Time

Learning & Growth	Employee Skills	

Source: Robert S. Kaplan & David P. Norton. (1996) <u>The Balanced Scorecard: Translating Strategy into Action</u>. Boston: Harvard Business School Press.

The first element in the model is Learning and Growth; people with their skills are what make the organization successful, and continuous learning and growth are important for both the short and long run health of the agency. Effective training, for example, should be a regular part of a business-operating plan.

Secondly, the internal business process focus in "The Balanced Scorecard" is explicitly on quality and cycle time, potentially one of the most fruitful areas for performance improvement. These internal business processes feed directly to the customer component of this model where on-time delivery and customer loyalty are critical to finding new customers and retaining old ones. Success in these two areas then leads to the financial goals of the organization -- return on capital employed (ROCE) or profit.

Resources→Work Activity→Product/Service→Impact on Customer/Community.

Figure 3 on the next page combines "The Balanced Scorecard" model with the types of performance measures defined earlier for refuse collection. This schematic allows us to look at the total picture of a balanced set of performance measures that should prove useful for all of the reasons performance management is so important. It should allow us to manage performance, resource allocation and accountability. Reading from left to right, one can follow how the resources (people, staff and money) flow to the activities and tasks, to the output of the work, and ultimately to the desired outcome. With these data, one can measure output and efficiency indicators. More sophisticated techniques are needed to assess the outcome measures. Surveys are likely sources for customer satisfaction ratings. Internal data collection can address spillage and complaint resolution.

Other data techniques, such as trained observer ratings, can be used to assess cleanliness. Perhaps in contemporary times the issue of garbage related disease is moot, but there may be some other health and environmental measures that could link the work of collecting garbage to the stated goals.

Each department should be able to put together a performance chart of its operation (perhaps by

major activity) that looks like Figure 3.

6.1   Performance Measurement Design Principles

The Miami-Dade County Efficiency and Competition Committee developed and adopted Performance Measurement Design Principles in the spring of 2002 to assist County departments in the development of performance measurements. Below are the design principles:

- Use measures to improve long-term performance;
- Develop measures that are consistent with County goals and objectives identified in the County's strategic and business plans;
- Adopt measures that are comprehensive, yet non-redundant (the most important facets of performance will be captured, but multiple measures will not address the same performance objective, and each measure will address a distinct performance aspect);
- Continually pursue and implement strategies that further engrain performance measurement within the culture of County government;
- Identify and develop measures that compare performance against historical county data and other municipal, professional, or industry service standards which may include measures from other comparable jurisdictions;
- Strive to make measures reliable, understandable, easily accessible, and available in a timely manner;
- Report measures at least quarterly
- Independently verify, and validate measures;
- Will be sensitive to data collection cost by avoiding measures where the measurement costs may exceed their value
- Emphasize measures that are focused on controllable aspects of performance
- Include a balanced set of workload (output), efficiency, effectiveness (outcome), and productivity measures that gauge performance related to financial perspective, internal and external customer service/satisfaction, internal business processes, and organizational learning.

7.0 TEN STEPS TO BETTER PERFORMANCE MEASURES

Performance measures are more valuable when every member of the department knows, understands and works with them as a routine matter. This means staff must intellectually accept the measures, believe in their value and act appropriately when given information about performance. This acceptance does not happen overnight, no matter how much you might want it to. For some departments, this acceptance may take several years to obtain. One way to help your staff members buy into your performance measures is to have them participate in developing, refining or expanding your measures. The following steps provide a guide to accomplishing employee buy-in and ensuring your measures are the right ones. These steps should be done in sequence with the help of a facilitator.

Figure 3: Solid Waste Collection: Input to Outcome Sequence with Selected Performance Measures

Goal: Contribute to a clean and healthy environment through regular collection of refuse from properties within the city

Intended Outcomes:
1. Reliable refuse collection services with minimal non-operative time due to employee absence, injury or vehicle breakdown

2. Consistently high customer satisfaction ratings

3. Efficient use of resources (fees competitive with other cities providing same level of service)

Learning & Growth (Inputs/Resources)	Business Process (Work Activities / Task List)	Outputs/Product (Workload)	Efficiency (Inputs/Outputs)	Customer Impact (On-time delivery and loyalty--satisfaction) Intermediate Outcomes	Outcome Impact (Impact on community) End Outcomes
# of staff, budget, equipment, time, other • Days absent per FTE • % of trucks available per day • Injuries per 100 employees • Turnover • Exit interview scores • Grievances • # of complaints • Employee moral • Training days/employee	Operating routes Inspections Maintenance Training Call intake Public relations Support • Cycle time • Error rates • % of rework • Touch points • Other process measures • Satisfaction levels from training events	• Tons collected per week / month / year by route • % of routes completed on schedule per day • # of complaints responded to	• Cost per ton collected • Cost per household (fee) • Tons per crew per shift	• % of good and excellent ratings • % of reporting spillage • % of 24 hr complaint resolution	• Incidence of garbage related disease • Appearance of streets/ neighborhoods

Step 1: Identify Major Activities and Create a Work Team for One or Two Activities

Each department should identify its major activities and identify how these support the County Strategic Plan. A useful guide is the proposed budget book where primary activities for each department are shown. For example, primary activities for police include police services, investigative services, and sheriff services, etc., and can be dissected by specific program or function. Police services can be categorized by police patrol, general investigations, community-oriented activities and administrative support; Investigative services which includes homicide, sexual crimes, robbery, domestic crimes, economic crimes, etc., and can also be broken out into specific functions. For example, homicide can be subcategorized by natural deaths, homicides, suicides, and traffic-related fatalities. For waste management, major activities include garbage collection, trash collection, disposal, compliance, transfer operations, and recycling. Departments with a number of major activities should limit their initial performance measurement efforts to one or two activities. An activity may be so large, as indicated with the police example, that it will have to be broken down into sub-activities to be manageable.

Once the department selects the activity for this project, it should create a performance measurement team for that activity. The team should consist mostly of direct service employees for the selected activity, those providing the service to the public or internal customer. The teams should be small (5 to 8 members) to facilitate more effective work. Team members need to commit to the time and effort needed to complete the project. The teams will meet about once a week for three to four hours to implement the rest of the steps. It may take about ten to twelve weeks to complete all steps. It would be helpful to have someone not directly involved with the activity to serve as a facilitator for the team. This could be someone within the depatment or an outside facilitator familiar with performance measurement concepts.

Step 2: Identify Tasks and Products for Activity

At its first meeting, the performance measurement team should identify the specific tasks that make up the activity. It is helpful to list these tasks in the order they are performed. This will help the team deal with certain kinds of performance measures. This process is not as simple as it sounds and needs an experienced facilitator to help the group create the steps. Once the steps have been laid out, the team should identify the product or service that is the result of the work performed; i.e., the product or service that the member of the public receives, or for internal support activities, another county employee gets. It is helpful to think of the service recipient as a customer. The customer perspective often helps in clarifying definitions of service timeliness, quality and effectiveness.

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Table 3 lists the major activities for the Consumer Services Department. These are the same activities reported in the proposed budget. The table continues by identifying one of the sub-activities of Consumer Protection: licensing certain consumer services. A team from this section completed a performance assessment of its operation. It began by identifying the tasks for this specific sub-activity as shown in Table 3. The final column of Table 3 shows the product of these tasks: a license to the customer. Of course, this license indicates the business person has met certain criteria that are intended to ensure the consumer has some confidence that the business will perform a certain way. Consumers are the ultimate customers of this service, but the daily work is related to the business person. Such a list will help team members in subsequent tasks. It may be a worthwhile effort for the department to put together a summary document showing each activity, tasks for that activity and products or services that result from completing the tasks. Table 4 shows a completed activity/task/product table for the Office of Strategic Business Management.

Table 3: Consumer Services: Major Activities, Sub-Activities and Tasks

Primary Activities	Sub-Activity	Tasks	Product
1. Administration			
2. Cable Communication Licensing			
3. Consumer Protection	Licensing: • Locksmiths • Motor vehicle title loan holder • Motor vehicle repair • Moving companies	1. Preparing applications 2. Mailing applications 3. Working with customers (over the counter and by phone) 4. Reviewing applications 5. Scheduling inspections 6. Approving licenses	License issued
4. Cooperative Extension			
5. Passenger Transportation Regulation			

Step 3: Train Staff, List and Define Operating Steps for Selected Activities and Assess Existing Performance Measurement Status

During the third step, team members will receive general orientation on performance measurement to include a performance measurement framework (modified Balanced Scorecard), definitions and examples. Of course, someone knowledgeable about performance measures must conduct such a training session. After the training, team members will use the operational steps that capture the sequence of work activity in producing the service or product from step 2. By examining these steps, team members

will be able to determine information needed to evaluate performance of the activity. Team members will use the framework from Table 5 to capture and record this information. These steps can also be displayed in a flow chart, as shown in a simplified version for a license application in Figure 4.

Table 4: OMB Activity, Task and Product Worksheet

| Major Activities	Tasks	Products
1. Preparation of annual budgets (operating, capital, budget-in-brief, business plan and adopted budget)	• Updating budget manuals • Preparing on-line ABDS and on-line capital data base • Creating preliminary budget information • Forecast revenue and expenditures • Analyzing budget submissions • Conducting budget hearings • Preparing recommendations • Producing budget documents • Preparing major update for budget hearings	• Annual Proposed Budget • Budget update memos • Budget-in-Brief • Budget Ordinance • Budget Advertisement • Final Business Plan and Adopted Budget • Forecast spreadsheets • Preliminary budgets
2. Monitoring budgets/programs	• Preparing quarterly revenue, expense and performance information • Reviewing expenditure activities (requisitions and personnel) • Review travel, training, and publication requests • Review IT requests • Review leave and leave bank data • Prepare year-end budget close-outs	• Quarterly reports • Mid-year amendments and supplemental ordinances and resolutions • Travel, publication, IT approvals, requisitions • Close-out forms
3. Preparing and presenting budget and related information	• Review business plans • Prepare summary of county business plan • Review performance measures • Provide workshops on business plan and performance measures • Present budget workshops to Board of County Commission, Community Councils ,and others groups	• Major budget reports • 5-Year Financial Plan update • Financial reviews • Fiscal impact statements • County business plan • Performance measurements and manual • Business plan manual • Budget presentations • Workshops
4. Preparing other analyses	• Analyze incorporation/annexation issues • Executive support • Review legislative issues • Review other issues as needed • Special projects • Trend analysis • Monitor MOUs • Analyze managed competition	• Special studies • Incorporation analysis • Business plans • Mayor's Roundtable • Services to municipalities • Fiscal indicator/trend reports • Various policy/program reports
5. Coordinating survey research	• Review county survey instruments • Prepare survey guidelines • Prepare RFP for survey services • Manage survey contracts	• Survey guidelines • RFP • Survey reports

	• Present survey results to BCC and others • Assist departments with survey	

Table 5: Operational Steps in Major Activity

Example from Licensing Sub-Activity in Consumer Services

Step	Description
1. Customer gets application	Provided to existing customers through the mail and for new customers over the counter.
2. Customer submits application	Application logged in.
3. Initial review	Staff reviews application to determine if all required documents have been included; if application is incomplete, it is sent back to customer to provide the missing documents; if complete it goes to next step.
4. Schedule inspection	This occurs for new licensees; existing customers submitting renewal applications do not have to be re-inspected; if passed, it goes to next step; if not, customer has to come into compliance and is re-inspected.
5. Passed inspection	New date entered in the database.
6. Issue and mail license	License is issued and mailed to customer.

Figure 4: Simple Flow Chart for License
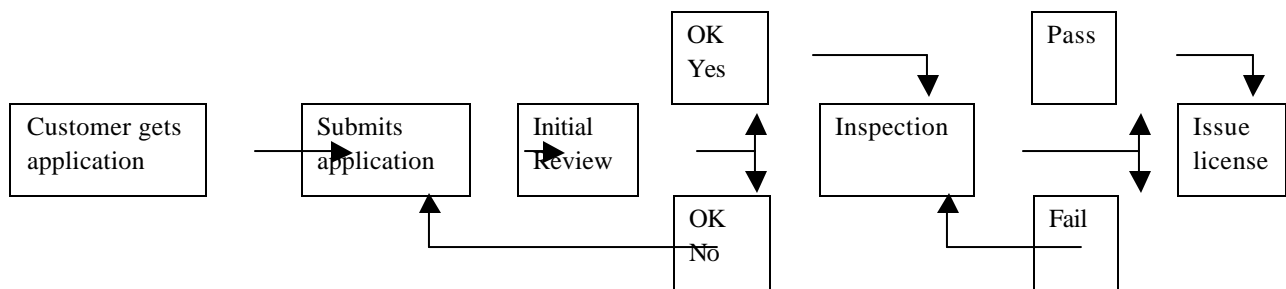
If performance measures already exist for the service, the team can see where in the flow of tasks these measures fit. For the licensing activity, the performance measure used for reporting purposes was number of days to issue license after receipt of complete application. The objective for this measure was to provide licenses to customers with completed applications within 14 days 95 percent of the time. Other information was collected but not reported, such as the number of licenses issued and percent of correct applications received.

Using all existing measures, the team will rate them as to their usefulness and availability. Using Table 6 as a guide, team members can record their evaluation of existing measures. Often in working through this step, team members identify areas for improvement, as is discussed in the next paragraph. Ratings of each measure can be averaged for each team member to see which ones are worth keeping and which ones that might not be easily available or not useful. These can be targeted for elimination. Table 6 contains examples of existing performance measures for the Licensing Division of Consumer Services along with hypothetical ratings.

Table 6. Preliminary Evaluation Form: Availability and Usefulness

	Availability Rating			Usefulness Rating		
Existing	Low	Medium	High	Low	Medium	High
Number of days to process & issue license			X			X
Number of licenses issued			X		X	
% of correct applications received			X			X

In reviewing its existing measures, the team from Consumer Services acknowledged that they were meeting the objective of issuing 95 percent of completed licenses within 14 days, but the real performance problem revolved around the term "completed." By definition, this meant all of the required paperwork was included in the customer's application. Only about 20 percent of the applications received were defined as completed. The vast majority was missing some important paperwork and thus were not counted in meeting their objective. These uncompleted applications had to go back to the customer for additional work on their part. Here the team identified a number of possible ways to improve the percent of correct applications received. This then became a more important performance measure from a customer perspective than the original measure of issuing 95 percent of completed licenses within 14 days.

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Step 4: Design/Redesign Measures; Assess Measures Against Success Criteria

Using the activity step analysis and preliminary evaluation of existing measures, teams will then develop or refine a new set of measures for the selected activity, if needed. This may entail creating new measures and eliminating existing measures. The goal will be to create a balanced set of measures in order to ensure long-term validity and reliability of the measures. Balance includes having measures for the following areas:

- Resources
- Work processes
- Outputs
- Efficiency
- Results/outcomes

While it appears simple, this step requires careful facilitation to ensure that existing and proposed new measures are created that capture key dimensions of the service or product cause-effect chain.

The team then reviews these new measures for availability and usefulness again using Table 6 as a guide. The team will conduct a preliminary assessment of these measures as to cost and timeliness of collection, with the understanding that measures that cost too much or cannot be collected on a timely basis may end up being eliminated from the final set of measures. Table 7 shows the measures identified by the licensing team in Consumer Services and a hypothetical ranking. Note that the measures for this activity have grown from three to twelve as developed in the facilitated meeting with the working team. Twelve is too many measures for this function, but at this step, it is worth keeping as many good measures as possible. Other evaluation criteria will be applied that will lead to a reduction in these measures.

The evaluation continues with an assessment of these same measures as they relate to the importance to stakeholders: policy-makers, customers and managers. Teams will use Table 8 to record these ratings. Tables 7 and 8 can be combined to form a larger set of criteria for evaluation.

At this point, the team has evaluated its new set of measures against criteria on availability, usefulness, cost, timeliness and stakeholder importance. It would be helpful to display these measures under the categories shown in the modified Balanced Scorecard model shown in Figure 3. Figure 5 shows measures for the Licensing Division based on this model. This is a useful summary for sharing with senior managers, which is part of the step 5 in the development process.
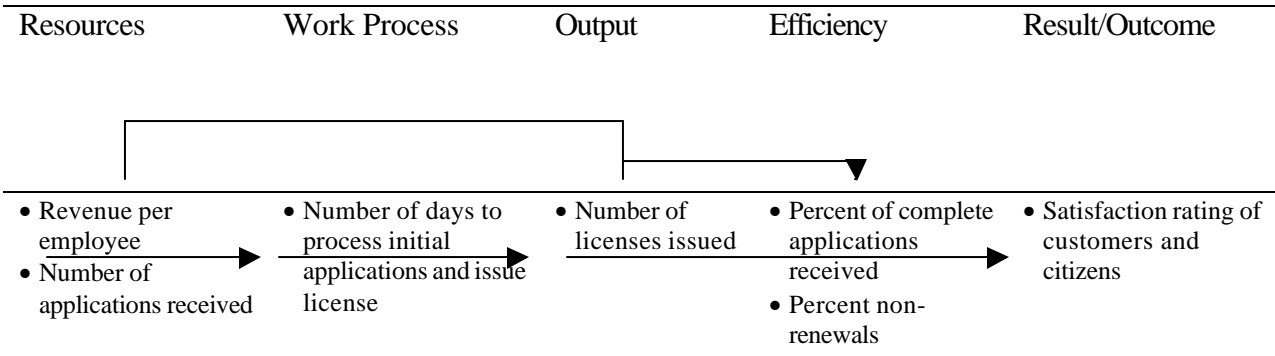
Table 7. Preliminary Set of Balanced Measures for Licensing: Cost and Timeliness

Selected Measures	Cost Rating			Timeliness Rating		
Consumers	Low	Medium	High	Short-term	Mid-term	Long-term
Resource/Organizational						
Number of applications received	X			X		
Budget per employee	X			X		
Training days per employee per year		X			X	
Number of applications received per employee	X					X
Process						
Number of days to process & issue license	X			X		
Output						
Number of licenses issued	X					X
Efficiency						
Licenses is sued per employee	X					X
Cost per license issued	X					X
% of correct applications received		X		X		
Results						
Number of complaints-consumer	X			X		
Number of complaints-client	X			X		
Customer satisfaction rating			X			X

Table 8. Preliminary Set of Balanced Measures Licensing: Stakeholder Importance

Selected Measures	Customers			Managers			Policy-Makers		
	Low	Medium	High	Low	Medium	High	Low	Medium	High
Number of applications received	X					X	X		
Budget per employee	X				X			X	
Training days per employee per year	X				X		X		
# of days to process & issue license			X			X			X
Number of licenses issued	X					X	X		
Licenses issued per employee	X					X	X		
Cost per license issued		X				X		X	
% of correct applications received	X					X		X	
Consumer satisfaction rating			X			X			X
# of incorrect applications	X					X		X	
# of non-renewals	X					X	X		

Figure 5. Performance Measures by Categories in the Modified Balanced Scorecard

Resources	Work Process	Output	Efficiency	Result/Outcome
• Revenue per employee • Number of applications received	• Number of days to process initial applications and issue license	• Number of licenses issued	• Percent of complete applications received • Percent non-renewals	• Satisfaction rating of customers and citizens

Step 5: Conduct Management Review

With the initial review of performance measures completed, in Step 5 the team shares the results of its work with the department's senior management in a written and oral presentation. This review session will allow senior and middle managers to meet and review the report, to identify potential problems and solutions and to refine the measures one more time. The purpose of this meeting is to ensure that the teams are on the right track, that the selected measures are useful to managers, that existing information sources are used as best as possible, that managers understand how the measures can be used and that managers will support continuation of the project. Senior managers give direction to the team that will affect the final steps in the work process.

This report focuses primarily on the measures themselves, not on goals or objectives. Once team members receive comments from senior management on the measures, they deal with objectives in the next step.

Step 6: Develop Goals and Objectives; Evaluate Measures with Objectives

This is the point where standards are set for the desired level of performance. Using the S-M-A-R-T guidelines for objectives, (Specific, Measurable, Agreed upon/Aggressive/Attainable, Results, Timely), teams will identify performance targets for measures agreed upon in Steps 4 and 5. It is important to set realistic standards for everyone to see and to work towards. This step will link performance measures with specific goals, intended outcomes and objectives. Table 9 shows a sample of objectives for performance measures for the Licensing Division of the Consumer Services Department. Note these measures have been reduced from 12 to 6 after applying test criteria and meeting with senior managers. Not all measures require objectives. Some measures are useful for information purposes or are used to compute efficiency or productivity measures. In some of these cases, there will be no performance target. This is usually the case when you are collecting information about a performance measure over which you have no control. In such cases, since there is nothing you can do to affect performance, creating an objective is a waste of time. Table 9 shows that for several of the Licensing Division's performance measures, no objectives were created.

Once objectives have been established, the team will evaluate its set of measures against the criteria shown in Table 10. This will be the last set of evaluative criteria used before the measures are put into operation.

Table 9: Setting Objectives

Measures	Objectives→Target or Standard
Number of applications received	No objective, information only

Number of days to process completed applications to
  a. issue a license
  b. send for inspection
	To ensure that 95% of all correctly completed applications will be ready for the next step (inspection or issuing license) within two weeks of receipt, the current standard, for the remainder of the fiscal year

Percent of completed applications received	To increase the number of completed applications received the first time from 25% to 50% by September 2005
Number of license issued	No objective, information only
Percent of non-renewals	To reduce the average number of non-renewals from 30 to 10 per month by September 2005
Satisfaction ratings of customers	None yet; need baseline data before objective can be set

Table 10: Criteria for Selection of Performance Measures

Individual Measure	Yes	No
Appropriateness: Does it relate to the objectives for this service?		
Validity: Does it really measure the degree to which a customer need or desire is being met?		
Uniqueness: Does it measure some effectiveness characteristic that no other measure includes?		
Clarity: Is the measure understandable?		
Controllability: Is the condition measured at least partially under your agency's responsibility? Do you have some control over it?		
Cost: Are cost and staffing requirements for data collection reasonable?		
Timeliness of Feedback: Can data be obtained quickly enough so that managers and staff can act on it before it becomes obsolete?		
Accuracy and Reliability: Can sufficiently accurate and reliable information be obtained?		
Importance: Is this measure important to:		
Policy-makers?		
Customers?		
Managers?		
Collective Measures		
Results: Taken together, do these measures accurately reflect the key results of the program?		
Balance: Taken together, do these measures provide a manager a balanced set for effective operational management?		
Number: Taken together, are these measures manageable for data collection, reporting and use purposes, in other words, not too many but not too few?		

Step 7: Make Final Information Assessment; Create Performance Measurement Report Style

In this step, teams begin gathering information to flesh out the final set of performance measures.   This includes translating raw data into a desired format, establishing an organizational format for reporting purposes, determining the cost-effectiveness of data collection, assessing automation needs and determining the accuracy of data.   The team will identify information gaps for performance measures and determine the best method

of filling this gap.   This may also mean developing mechanisms to deal with effectiveness and qualitative measures, examining survey options for customer satisfaction, and assessing other means of determining performance results.   Finally, the team will meet to create a common set of data-gathering forms, record-keeping standards and reporting mechanisms to help ensure comparability within the department.

Step 8: Assign Data Collection Techniques and Analyze Data for Accuracy and Completeness

A team member or members will be assigned the responsibility for collecting all measurement data and doing the necessary calculations to produce the performance measures.   Table 11 can be used to track responsibilities for different parts of the performance measurement plan.   This initial compilation stage will also serve as a point for verifying data.   With this task, staff will also be able to get some idea of the time and cost of data gathering in order to evaluate the cost-benefit of a particular measure from an administrative point of view.   Then, a team member will write the second performance measurement report.   This report will include stated objectives, measurement statements and actual numbers generated.   The report may include charts and graphs and detailed and summary information.   As specific audiences are identified, reports can be customized for their use.

Table 11: Measurement Plan

Measures	Data Collection Methods	Frequency	Owner	Objectives Target or Standard
1.				
2.				
3.				
4.				
5.				
6.				
7.				

Task 9: Review Goals, Objectives and Measures

With a complete set of measures with historical and current data, the team now compares them to the goals and objectives previously established. This check allows teams to assess the quality and scope of information gathered for the measures and to make an interim assessment of their value. With actual data, current and historical, the team can evaluate goals and objectives. Were they realistic, too easy, too hard? Adjustments to goals and objectives can be made at this time. At this point performance data may reveal a potential operating problem, support a new operating approach or identify some other aspect of the operation that may be done differently. This presents another opportunity to use measures to improve performance. At least, they may point the manager to a problem area and perhaps even to a solution. With a little more time using measures, the teams can identify which ones are the most reliable and useful. With this review, teams (or managers) may want to discard measures that are not useful or important. This review helps reduce the number of measures to a manageable, vital few.

Step 10: Implement Performance Measurement

The team presents its final report with recommendations to senior management. It is the responsibility of senior management to implement the plan laid out by the performance management team. The final step in the development of performance measures is the first step for managers, supervisors and employees to begin using these performance measures as operating tools. They need to work them into their normal business practices and decision-making systems. With enough experience using these measures, managers, supervisors and employees will reach a level of comfort that they are important operating tools. When this point is reached, these measures can be better integrated into resource allocation decisions, and they can be used for personnel evaluations. The latter action, of course, may involve working closely with unions due to contract issues. Without positive experience using measures, it is unlikely that one will be able to effectively incorporate performance measurement into personnel evaluation.

Creating and using this performance management system—mission, goals, objectives, performance measures and evaluation—will lead to high performance, improved effectiveness, more efficiency, greater public trust in government and ultimately a better community for all residents, businesses and visitors.

Appendix 1: Selected References

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Appendix 2: Performance Measures

The examples of performance measures listed in Appendix 2 come from one of three sources: the International City/County Management Association (ICMA) Comparative Performance Measurement program, the Government Accounting Standards Board (GASB) Service Efforts and Accomplishments (SEA) project, and a survey of South Florida governments compiled by the Florida Institute of Government at Florida International University. Some measures were identified as input, output, outcome or efficiency. Others were not. Not all sources provided information for all services. Measures from each source are listed separately under the service heading.

Police

ICMA

Deterrence/Patrol Measures
- Number of police calls per patrol officers
- Calls handled by means other than dispatch
- Total calls to 911
- % of commissioned personnel dedicated to patrol services
- Average patrol time utilization per officer
- Response time to emergency calls
- Number of crimes per 1000 population
- UCR part 1 crime rate
- Property crime rate
- Juvenile arrest rate

Apprehension/Investigation
- Investigative personnel
- Total department cost per arrest made
- Crimes cleared (violent crimes, property crimes)
- UCR part 1 crimes
- Total cost per crime cleared
- Crimes against persons per investigator
- Crimes against property per investigator
- Investigation cost

Miscellaneous
- Number of injury-producing traffic accidents per 1000 population

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GASB

Input
- Budget expenditures
- Equipment, facilities, vehicles
- Number of personnel
- Hours expended

Output
- Hours of patrol
- Responses to calls for service
- Crimes investigated
- Number of arrests
- Persons participating in crime prevention activities

Outcome
- Deaths and bodily injury resulting from crime
- Value of property lost due to crime
- Crimes committed per 100,000 population
- % of crimes cleared
- Response time

Efficiency
- Cost per case assigned
- Cost per crime cleared
- Person hours per crime cleared

FIU

- Citizen perceived safety
- Citizen satisfaction with police
- % of citizens who rate police service as excellent
- Crime rates (compared to national, state & regional #s)
- Response time
- Clearance rates

- # of arrests
- # of miles patrolled
- # of victims
- Amount of stolen property
- Amount of recovered property

Fire

ICMA

Fire Suppression
- Total responses to fire calls
- Fire calls responded to within 5 minutes
- Structure fires by outcome
- Firefighter fire-related injuries
- Firefighter fire-related deaths
- Civilian fire-related injuries
- Civilian fire-related deaths

Community Risk Reduction
- Total hazards within reporting period
- Total inspected occupancies
- % of fires in previously inspected occupancies experiencing fires

GASB

Overall

Input
- Total operating expenditures
- Total capital expenditures
- Personnel
- Full-time personnel
- Total labor hours worked

Output
- Residential, workforce, average daily tourist population served
- Residential, commercial and public property value protected

Outcome
- % of citizens rating performance satisfactory
- ISO fire insurance rating
- Total dollars in fire losses
- Total fire-related deaths
- Total fire-related injuries

Code Compliance
- % of buildings in compliance with fire code regulations and average for peer group

Fire Prevention

Input
- Same as for overall

Output
- Number of inspections
- Number of education programs offered
- Number of fire investigations performed

Outcome
- Number of fires
- % of fires preventable by inspection or education
- Number of fires of suspicious origins
- Fire in inspected/un-inspected buildings (industrial, other)
- Citizens participating in or aware of education programs

Efficiency
- Expenditures per capita
- Expenditures per $100,000 of property inspected

FIU

Fire Prevention
- Property dollar loss/fire
- Fire deaths/capita
- Fire incidence/occupancy type
- Ratio of fire calls to property loss
- Cost per inspection
- Cost per response
- Cost per compliance

Fire Fighting
- Response time – 911 to dispatch
- Response time – dispatch to units
- Civilian fire deaths/injuries
- Fire personnel fire deaths/injuries
- Origin/cause of spread
- Property dollar loss per capita
- Dollar value of property saved
- ISO rating
- Time to control

Public Works

ICMA

<u>Highway/Road Maintenance</u>
- Cost per capita
- % of lane miles in satisfactory condition

<u>Street lighting</u>
- Operating & maintenance costs per streetlight
- Number of complaints about street lighting per 1000 population

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GASB

<u>Road Maintenance</u>
Output
- Expenditures (total, by activity, by labor hours)
- Quantity of material by type
- Equipment hours by type

Output
- Pavement miles resurfaced
- Pavement miles seal coated
- Number of potholes repaired

- Miles of curb/gutter/sidewalk replaced
- Number of street utility cuts repaired
- Number of storm inlets repaired/cleaned
- Miles of preventive maintenance
- Miles of deferred maintenance

<u>Outcome</u>
- Number and % of lane miles of road whose condition was either improved or maintained at a satisfactory level
- Lane miles in poor, fair, satisfactory and excellent condition

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FIU

<u>Maintenance of roads, sidewalks, bridges, catch basins</u>
- # or % of lane miles of street swept/week
- # of street lights relamped/repaired/replaced
- # of roads inspected
- # of or ft^2 of sidewalk repaired/replaced
- Miles or # of roads paved/resurfaced/sealed
- Total $ spent on road maintenance & improvements
- % of smooth road surface
- Time to clean road surfaces
- Cost of maintenance/mile
- # of miles maintained annually
- Smoothness of roads (potholes)
- # of walkable sidewalks

- Cost of resurfacing per person per mile
- Cost to clean catch basin per person
- Cost for week
- # of feet done
- Average time of bridge delays (due to construction)
- % of streets flooded
- % of sidewalks repaired within one day of request
- Cost per mile (or linear foot) maintained
- # of lawsuits
- % of total linear feet of sidewalk inspected and repaired in specified period of time
- # of drainage complaints received
- Reduction of inflow/infiltration
- Rate of deterioration

ADA Compliance

FIU

- # of handicapped parking spaces re-striped
- # of ADA accessible sidewalk ramps painted
- % of (total spaces) that are handicapped spaces
- Cost/violation
- Cost/case
- # of facilities maintained
- Total spent on facility maintenance
- # of facilities upgraded for ADA compliance
- Total cost of upgrades
- # of handicapped parking spaces
- # of handicap access points to buildings
- # of complaints from handicapped
- ADA compliance of public spaces
- # of handicapped people per day entering building
- % of bathrooms brought into ADA compliance
- # of ADA ramps installed
- % of handicapped spaces that are x feet from entrance
- # of locations (% of) that have the ADA required # of spaces
- # of days to complete inspections
- Certification from outside expert
- % of public spaces in compliance
- # of days to institute compliance upon recognition of problem
- # of inspections
- Capital projections
- Code regulations
- Customer satisfaction

Design & Engineering Services

FIU

- # of building permits issued
- # of deficiently engineered areas (like flooded intersections) versus a plan to engineer & construct proper drainage
- Cost per mile of roadway improvements
- Miles of road paved/resurfaced/sealed
- # of projects being managed
- Savings realized from using in-house design/construction management staff versus consultants
- Miles of sidewalks
- Traffic flow rate through city
- Cost per hour to provide design engineering services on a particular project
- Average monthly cost to provide design engineering services
- # of projects completed
- # of projects within budget
- # of projects designed and bid per person per year
- # of permits reviewed and issued per person per year
- Cost of design & services
- Average time spent for building inspection (customer's point) 3 days versus 3 weeks
- # of building permits applied for
- # of projects completed per year
- Average # of days to complete a survey
- Engineering projects compared to number of positions
- % of service area outsourced
- Money saved by performing in-house services rather than outsourcing
- Time frame to completion of construction project compared to the industry norm – including amount under budget
- # of community involvement meetings
- # of capital projects completed
- Space availability
- # of resident complaints per every two weeks
- # of cost saving measures implemented

Maintenance of Other Public Spaces

FIU

- # of trees trimmed/removed/planted/pruned
- # of annuals replaces
- Total r-o-w landscaping area
- Standard preening schedule on an annual basis
- # of streetlights maintained/inspected
- # of trees trimmed
- Linear feet of r-o-w maintained
- Total cost of r-o-w maintenance
- # of park acreage/city size
- # of trees planted
- Annual cost to perform maintenance on public spaces
- Cost per mile of r-o-w to maintain number of maintenance service calls per month
- # of blocks cleaned
- Aesthetic look of landscaping
- Cost to trim trees on r-o-w per person per day
- Cost to repair sidewalks per person per day
- # of lawsuits filed per year per mile of sidewalk due to trip & fall incidents
- # of low cost/low maintenance trees
- Cost per linear foot to maintain r-o-w # of linear feet r-o-w cleaned
- # of visual inspections made on weekly basis
- # of complaints received
- # of satisfied follow-ups from complaints
- % of customers completely satisfied with landscaping in community (survey)
- # of graffiti cases resolved in one or two days
- Cost to operate landscape department
- % of service area outsourced
- # of acres maintained
- Cost per acre maintained
- # of new or replacement trees planted per year
- Survival rate of newly planted trees
- Feet of r-o-w mowed
- Park ground maintenance
- # of man-hours
- # of trees trimmed per every two weeks
- # of manual irrigation systems automated

Garbage Collection

ICMA

- Total cost per individual residential customer served
- Number of complaints per 1000 population

GASB

Input
- Expenditures in current and constant dollars
- Number of personnel
- Number of vehicles
- Output
- Number of customers served
- Tons of waste collected

Outcome
- % of scheduled collections missed
- % of scheduled collections not completed on schedule
- % of streets rated acceptably clean
- Average customer satisfaction rating
- Number of customer complaints

Efficiency
- Cost per ton collected
- Cost per customer served
- Tons of waste collected per employee

FIU

Input
- Budget
- # of personnel
- # of trucks

Efficiency
- Cost / unit of time
- % of routes completed on time
- % of absenteeism

Output
- Tons collected (commercial & residential)

Outcome
- Cleanliness
- # of complaints

Garbage Disposal

GASB

<u>Input</u>
- Expenditures in current and constant dollars
- Number of personnel
- Number of vehicles

<u>Output</u>
- Actual tons processed during period
- Average daily tons processed
- Cubic yards of landfill used

<u>Outcome</u>
- % of days that environmental standards are met (leachate, surface water, groundwater, noxious gas
- Tons of toxic material as % of total material deposited in landfill
- % of independent inspections detecting odor, debris or noise problems
- Number of citizen complaints
- Dollar amount expended due to personal or property damage from landfill operations
- Revenue received from landfill customers
- Total operating revenue as a % of cost

<u>Efficiency</u>
- Cost per ton of waste processed

Parks and Recreation

ICMA

- Cost per capita
- Total earned revenue per capita
- Staff per capita
- Total maintenance cost

FIU

Input

- # of employees
- Cost of maintenance
- $ per acre of athletic field maintenance
- # of maintenance hours
- # of employee hours
- # of facilities

Output

- # of acres maintained
- # of mowings
- # of fertilizations/aerations/irrigations
- # of participants

Productivity

- # of employees per acre it takes to maintain acreage on schedule
- % of increase in availability/use per cost increase
- Determined level of acceptability or satisfaction\handling same amount at same cost (ratio of costs to usage)

Outcome

- % of acreage maintained on schedule
- Hours of athletic programming use per availability
- Customer satisfaction with park appearance
- Level of customer satisfaction with programs
- Customer satisfaction with facilities

Efficiency

- # of employees per acre
- Cost per acre maintained
- Cost per operation ($ ÷ # of operations)
- Maintenance hours per acre maintained
- # of employee hours per # of participants
- Cost per person

Code Enforcement

ICMA

- Average response time in calendar days for initial inspection of code violations for most recent fiscal year
- Average time in processing from inspector's report to either voluntary compliance of the initiation of administrative or judicial action
- % of code violations brought into voluntary compliance prior to initiation of administrative or judicial action
- Number of code violations resolved per full time equivalent code enforcement personnel
- Cost per code enforcement officer

FIU

Input
- Ratio of inspector-initiated cases versus call-in cases
- # of complaints
- # of existing violations
- Ratio of enforcement officers to clerical support
- Inventory of equipment to do jobs
- Average starting salary
- Ratio of enforcement officers to 1000 population
- Scheduling of workforce
- Certification levels

Process
- Length of time from initial complaint to inspection
- Length of time from initial contact to voluntary compliance after warning only
- Response time
- Response time to health/life/safety violations
- Response time to all other complaints

Output
- % of successful prosecution
- Accuracy of documentation
- Interdepartmental coordination (# of work orders)

- # of inspections
- # of inspections per employee
- % of violations that produce fines prior to special master
- % of cases resulting in liens
- % of time in field
- Average # of days for compliance by category: voluntary; after citation; after special master prior to lien; after lien

Outcome
- # of citizen complaints related to staff behavior
- Decrease in complaints
- Rate of citizen complaints
- Citizen perception of conditions
- % of citizen/homeowner assn satisfaction
- Increase in property values
- % of voluntary compliance (full compliance is benchmark)
- Crime rate
- # of permits issued to improve property

Mass Transit

GASB

<u>Input</u>
- Dollar cost of service in constant dollars and cash expenditures
- Unfunded costs
- Staff quantity utilization
- Average compensation

<u>Output</u>
- Number of vehicle miles
- Number of passengers
- Passengers per vehicle mile
- Revenue capacity miles delivered

<u>Outcome</u>
- % of population served by public transportation
- Geographic coverage, route spacing, number of transfers required by system design and span of service within one-half mile of residence (both urbanized and suburbs)
- % of late trips
- Frequency of service (average headways)
- Average time past scheduled time that a passenger waits for a bus or train
- Train or bus cancellations
- Mean distance between failures
- Number of minutes passed without seeing a police or security officer
- Perception of safety
- Violent and non-violent crimes per 1,000 passengers
- Accidents per 100,000 miles
- Accidents and injuries/fatalities per 1,000 passengers or 100,000 miles
- % of cars with no broken door panels, operative doors, adequate climate control, proper equipment, no interior graffiti, no peeling paint, no broken or graffitied glass, no heavily dirty floors, operative live features, elderly and handicapped stickers
- % of passenger standing
- % of riders unable to board
- Response rate at telephone information center
- Availability of signs of maps
- % of cars or buses with announcements
- % of legible system maps
- % of correctly labeled trains and busses
- % of correct signs
- Customer satisfaction with service (# of complaints per 100,000 passengers)
- Non-riders' perception of public transportation

<u>Efficiency</u>
- Cost per passenger
- Operating cost per mile
- Fare box recovery ratio of operating costs
- Required subsidy per passenger and per mile

Libraries

ICMA

- Cost per capita
- Full time equivalent staff per capita
- Total costs per registered library user
- Circulation per capita
- In-library use per capita
- Program attendance per capita
- Reference transactions per capita
- Total registered borrowers expressed as a % of population served

Zoning

FIU

Zoning (given as benchmarks for performance in terms of the length of time required to complete a task):

- Public hearing process (pre-conference, legal notice, mailing, posting, recommendation) – 6 hours
- Permits issued for auxiliary structures (sheds, fences, pools, signs) – 45 minutes
- Permits issued for small commercial or single family residence – 1 hour
- Permits issued for large commercial or multi-family residence – 2.5 hours
- Public contact – 20%

Planning

FIU

Planning performance measures for neighborhood planning (a different set of performance measures are required based on the type of planning being done – comprehensive planning; neighborhood planning; design and preservation; strategic planning; rezoning, code amendments; platting; planning assistance to other departments; annexation); performance measures should concentrate on citizen perception and timeliness of work and could look at the following:

- Citizen involvement
- Methods of implementation
- Post process survey
- Plan implementation
- Project effectiveness
- Interdepartmental cooperation and support
- Feasibility and marketability
- Responsiveness to need
- Funding

Building

FIU

Building (based on the following categories –
A) multi-family, commercial, high-rise; B)
single-family & duplex; C) additions,
renovations, remodeling; D) sub-permits,
electrical, roofing, plumbing, mechanical,
driveways, fences, etc.

Input
- # of plans submitted
- # of permit applications received (for A through D)
- # of complaints (turnaround, workmanship, timely inspections, customer friendly)
- requests for inspection

Efficiency
- Average processing time for application (A through D = 1 hour)
- Average processing time for plans (A = 60 working days; B = 10 working days; C = 0-3 working days; D = 1 working day)

- Average time to process complaints (return call same day, 0-2 days to complete response)
- Average response time of inspections per trade and per category (within 24 hours for A through D)

Output
- # of permits issued (by category)
- # of plans reviewed
- # of complaints reconciled
- Turnaround time
- # of inspections performed

Water Treatment

GASB

Input
- Total cost of operations
- Cost per household or type of service
- Miles of pipeline
- Number and capacity of treatment plants
- Number of employee hours

Output
- Miles of water lines maintained, repaired, inspected
- Feet of new line constructed
- Number of new services connected by customer type
- Number of breaks, leaks, etc., repaired
- Total gallons pumped, metered and treated
- % of total gallons pumped by user category

Outcome
- % of total gallons pumped that were metered
- Number of calls about interrupted service
- Number of main breaks
- Number of breaks, leaks, etc., per 100 miles of pipeline per year
- % of service interruptions cleared in goal period of time
- % of breaks, leaks, etc., repaired within x hours of notification
- Number of complaints: water pressure, taste, odor, other
- Number of days did not meet federal and or state standards

Efficiency
- Cost per million gallons pumped: Treatment, distribution, containment, other

Wastewater Treatment

GASB

Input
- Total cost of operations
- Cost per capita of waste water treated
- Number and treatment capacity of plants and level of treatment provided by each
- Miles of infrastructure (pipeline)
- Number of employee hours

Output
- Miles of sewer pipe maintained, repaired and inspected
- % of miles maintained requiring repair
- % of above repaired per year
- Miles of new sewer constructed
- Number of new services connected
- Number of service calls completed
- Amount of wastewater treated by treatment type

Outcome
- Number of main stoppages per 100 miles of sewer main
- Average response time (in hours)
- Number of complaints
- Number of days effluent exceed federal and or state standards—number of violations of discharge permit
- Number of days influent exceeded treatment plant capacity
- Number of gallons effluent that did not meet federal standards/ total number of gallons processed through system
- Quality of water in receiving body downstream from discharge

Efficiency
- % of repairs completed with goal time
- Wastewater treatment cost per 1,000 gallons
- Gallons treated by treatment type
- Sludge disposal or use cost per dry ton
- Revenue from sales of by-products less costs

Purchasing

ICMA

- Amount recovered from the sale of surplus property during the last fiscal year
- Total purchase dollar per FTE purchasing employee
- Average number of days from receipt of purchase requisition form user department to date purchase order issued for purchases under the informal bid amount
- Average number of days from receipt of purchase requisition form user department to date purchase order issued for purchases under the exceeding formal bid amount
- % of protests filed that were sustained
- % of customers rating their purchasing experiences as good or excellent

Human Resources

ICMA

- % of non-management employees reporting satisfaction with human resources services
- % of management employees reporting satisfaction with human resources services
- Employee turnover rate
- Number of grievances filed per 100 FTEs
- % of grievances resolved before passing from management control
- Average number of calendar days to complete an internal competitive recruitment and selection process
- Sick leave utilization rate
- Ratio of employees in human resources to total work force of jurisdiction

Fleet Management

ICMA

- % of fleet available for use by operating personnel, broken down by service area
- % of fleet which by the end of the year exceed jurisdictions replacement criteria
- % of customers reporting satisfaction with fleet maintenance service
- Operating cost per mile
- Fuel cost per mile by vehicle type

Information Technology

ICMA

- Number of Help Desk calls received during reporting period by an established help desk for computing/network requests
- % of Help Desk calls resolved within certain time periods
- % of information technology budget allocated to PC support, new application development / acquisition, networking, existing system support
- Ratio of intelligent workstations to FTEs
- Problem resolution/repair for radio systems/voice systems
- % of jurisdiction operating budget allocated to information technology
- % of users who rate services of each of the systems as good or excellent

Facilities Management

ICMA

- Total direct operating and maintenance cost per square foot of all maintained facilities, excluding areas outside of structure
- Custodial cost per square foot
- % of facility users that rate the quality of these to areas as excellent or good
- Ratio of emergency repair hours to total maintenance or repair hours
- Ratio of total preventive maintenance to total maintenance or repair hours
- Average response time to emergency repairs

FIU

- Square feet of roof area inspected
- # of graffiti/vandalism incidents responded to
- Cost of repair/maintenance
- # of public facilities inspected
- # of buildings repaired
- Amount of garbage pick-ups in parks
- Maintenance/repair cost per buildings
- Cost per square foot to maintain
- Number of call backs to correct maintenance problems previously reported
- Cost of maintenance versus appearance
- Cost per square foot building maintenance/repair/modification/operation
- Operating budget assigned to personnel and equipment in a building/employee
- # of visual inspections made
- # of complaints received
- Citizen complaint frequency of improperly maintained buildings
- Response time (avg.) to requests for public facility repair
- Work orders completed during year
- Response time to receipt of work order to implementation of repair/maintenance
- Customer response (positive or negative) to satisfaction survey (parks)
- % of projects completed in timely manner
- Energy consumed
- # of employees
- # of pools/fountains maintained every two weeks
- % of irrigation system working at all times