

Focus On Results (FOR) Long Beach



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An organization committed to excellence constantly looks for ways to improve the services it delivers to its customers. The City of Long Beach has made this commitment and aims to provide the best services to residents, businesses and visitors in the most efficient way possible. To meet this goal, the City has begun to use performance management to improve services and communicate results to the community. The City calls this new way of doing business “*Focus on Results (FOR) Long Beach.*”

We are improving the way we do business to provide services to our residents in the most efficient, effective and transparent way possible.

Performance management increases accountability at all levels of the organization and better aligns City services with the City Council and community’s priorities. This effort requires the City Manager-led departments to set specific objectives based on community and City Council priorities and monitor performance toward meeting these objectives. *FOR Long Beach* increases accountability, creates results, and leads to informed decisions based on performance information. This section provides an overview of the program, and seeks to answer the *why, what* and *how* of *FOR Long Beach*.

WHY IS THE CITY IMPLEMENTING *FOR LONG BEACH*?

The City is committed to providing the community with high quality services in the most fiscally responsible way through the use of performance management. The *FOR Long Beach* performance management framework aligns planning, budgeting and service delivery to ensure that all of the City’s resources are focused on providing results to the community. From top to bottom, *FOR Long Beach* aligns the City’s operations and ensures that all employees are working with the same set of objectives and expectations.

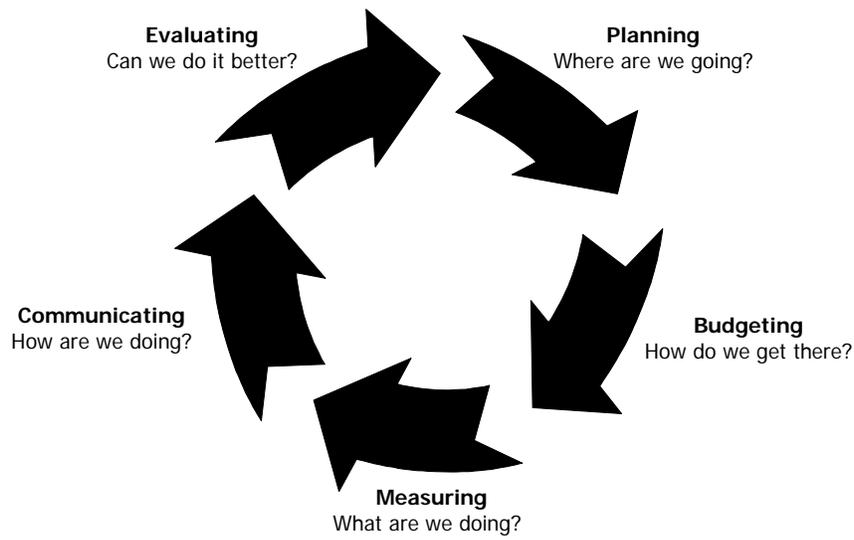
WHAT IS *FOR LONG BEACH*?

FOR Long Beach is a management tool that continually aligns and realigns the City’s services with City Council and community priorities. *FOR Long Beach* provides the tools to identify the goals of the community, allocate resources toward fulfilling these goals, track and report performance information and identify ways to improve services through the analysis of actual results. Performance management creates a culture focused on providing results to customers. On a daily basis, the City provides a wide array of programs and services to the community. *FOR Long Beach* provides departments and decision makers with the tools to analyze performance, improve services and communicate results to customers.

HOW IS *FOR LONG BEACH* USED?

FOR Long Beach is not only useful to achieve the priorities of the community over the next 2-5 years; it is used to direct operations on a daily basis. First, decision makers identify the results the community wants to achieve (where are we going). Next, departments identify the programs and services required to achieve these goals (how do we get there). Finally, City staff monitor and analyze hundreds of performance measures to ensure that they are achieving the community’s goals (how are we doing). Departments use *FOR Long Beach* to state goals and priorities in measurable, outcome or results-oriented terms; linking resources to results; tracking progress toward goals; and reporting results in a language relevant to the community.

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Planning for Results: Where are we going?

Before beginning any journey, the City must establish where it is it wants to go and what it must accomplish to achieve its goals. **Planning for Results** represents the first phase of *FOR Long Beach*, providing clear direction for City departments toward achieving desired results for the community. The planning process aligns department-specific operations with Citywide goals, laying the foundation for the entire performance management structure. The planning process begins with customer input, developing programs around the services that they need and want, with the quality results that they expect.

The strategic business planning process is conducted at the department level. During this process, City Manager-led departments create Strategic Business Plans, focusing departments on strategies and activities that support achievement of overarching City goals and objectives. To create these plans, departments must first gather input from residents, businesses, and City employees to determine the most significant challenges facing the City over the next 2-5 years. Next, employee work groups develop a small number of Strategic Objectives that departments will accomplish to address the significant challenges facing the City. Strategic Objectives are based on community feedback as well as existing operating plans such as the City's Strategic Plan 2010. Strategic Business Plans are roadmaps that provide a constant direction to departments over the coming years. Strategic Business Plans are reviewed and updated to reflect customer needs and the changing service delivery environment.

Another component of the Strategic Business Planning process is the development of the Program Structure that organizes similar services around specific outcomes. Each Program Structure includes Lines of Business, Programs and Services. Each Line of Business consists of several Programs around a common purpose while each Program consists of similar Services the communities receives, such as street repairs, emergency response or refuse collection. The *FOR Long Beach* Program Structure makes it easier for residents, businesses and decision makers to make the connection between hundreds of City services and the community priorities they serve.

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Another important feature of Strategic Business Plans is Performance Measures for all Programs. For departments to gauge what kind of results they are producing, employee work groups develop sets of measures to track the performance of City operations. Performance Measures steer the City's performance management system by providing practical information to about the City's progress on a daily, monthly and quarterly basis. A full Family of Measures provides important data about the outcomes, outputs, customer demand, and efficiency of City programs. While the budget includes approximately 540 performance measures, Strategic Business Plans include hundreds more for managers and supervisors at the Program level.

In addition to alignment of Services to Programs to Lines of Business, each Program is also aligned with one of nine Citywide Focus Areas. Focus Areas build upon broad categories identified in the City's Strategic Plan 2010 and form a comprehensive spectrum for all City Programs. Organizing Programs by Focus Area provides a more understandable framework for the City Council as they make policy decisions about issues affecting the entire community such as Community Safety or Neighborhoods & Housing. Focus Areas allow the City Council and community to readily identify where financial resources are invested and how individual Programs impact areas of strategic importance to the community. Additionally, Focus Areas assist City staff in evaluating performance and planning for issues that cross Program and department lines. The City's nine Focus Areas include:



Community Safety



Neighborhoods & Housing



Business & Economic Assistance



Culture, Education & Leisure



Environment



Health & Human Services



Transportation & Infrastructure



Utilities



Leadership, Management & Support

In addition to nine Citywide Focus Areas above, each Program may also link to the City's Youth Cross-focus Area:



Youth

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Budgeting for Results: How do we get there?

The annual budget is the most important planning document the City produces, communicating how it invests limited resources to achieve the goals and objectives identified by the community (residents and businesses), City leadership (City Council and management), and departments. **Budgeting for Results** means that departments link resources to results in the form of annual performance targets, establishing a “Results Contract” for services with the City Council and the community.

Beginning with FY 06, the City presents budget and performance information at the Program level using a Performance-based Program Budget format. Instead of presenting the budget as merely allocations to departments (in the traditional organizational structure of bureau and division), dollars are now tied to clear and measurable results by Program. A Performance-based Program Budget shifts the focus away from inputs (how much are we spending) and focuses instead on outcomes (what impact this service has on the community; what percentage of residents are satisfied with this service; how many customers need this service; and, how many customers we are actually serving.)

FOR Long Beach gives the City Council, City Manager, and City staff the tools needed to plan and adapt for future needs, and—more importantly—it gives community members the tools to make sure we are getting there.

Through each Program’s “Results Contract”, departments agree to deliver a specific *level of service* for a specific *amount of money* in order to achieve specific *results for the community*. For example, the Recreational Water Quality Program may agree to collect 1,600 beach, bay, marina, and harbor water samples, for an established level of funding, to ensure that beaches and other recreational water facilities are safe for swimming 98 percent of the time during recreation season. Like any contract, each dollar is tied to expected measurable performance. Less of an investment may mean less service, whereas more of an investment may mean more service. This approach helps the City tell an accurate story of the work they do; clarify to the community and City Council the level of performance they can anticipate; and lay the foundation for the informed allocation of scarce resources.

A Performance-based Program Budget allows the community, the City Council, City management and employees to assess the effectiveness and efficiency of City Programs, ensure that the City is focused on the proper objectives, and remain accountable to the community.



Measuring for Results: What are we doing?

To ensure that the City is headed in the right direction and delivering the results it has promised to the community, it is important to measure progress along the way. Having the necessary information readily available to make good business decisions is one of *FOR Long Beach’s* key objectives. **Measuring for Results** provides this information through the tracking, reporting and monitoring of performance information.

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Throughout the year, departments monitor progress by tracking performance measures for the services they provide. Most measures are tracked on a monthly basis whereas others can only be tracked on a quarterly or annual basis. There are multiple performance measures for each Program and thousands of performance measures Citywide. While such measures provide an excellent foundation for informed decision making, it is important to note that performance measures are not perfect and must be continually reassessed. The long-term outcomes of some Programs and Services are difficult to quantify. In these cases, performance information may only tell part of the story. Despite these limitations, performance measures are an important tool for determining a department's relative improvement from one period to the next.

In order to provide timely, accurate, and meaningful performance information to the community, City Council and City staff, the City tracks all performance measures in a centralized database system called BeachView. This system allows the City to track real and estimated performance and progress toward meeting operational goals. During FY 07, the City will improve this critical tracking tool with a more robust and functional performance management software package, PB Views, which will increase dramatically the City's ability to track, communicate, report and analyze performance information for all stakeholders.

Accurate tracking and careful monitoring of performance provides useful information for City staff and the community about both the quantity and quality of services provided by the City. Ongoing tracking and monitoring also enables the City to spot trends and identify areas of concern before they become problems, and helps departments, City management, and City Council make good policy decisions throughout the year.



Communicating Results: How are we doing?

Communication between stakeholders is essential for enhancing transparency, accountability and achieving collective goals. Just as the speedometer on a car will tell a driver how fast s/he is going, the regular reporting of performance information helps to communicate whether the City is meeting its goals. Performance information that merely rests in a database is no good to anyone. This is why the City has made **Communicating Results**, through monthly, quarterly and annual reporting, a critical component of *FOR Long Beach*.

Throughout the year, current financial and performance information is shared with a variety of audiences in a variety of different formats and reports. Each audience has a different purpose for reviewing performance information. Whether they are a member of the community, City Council or City staff, they may need current data to set goals and make informed decisions about future outcomes. For instance, Quarterly Budget Performance Reports to City Council include not only information about the City's fiscal performance, but also performance data and Results Narratives for key measures from City Manager-led departments. Additionally, the City Manager's *2006 Report to the Community* includes performance objectives by Focus Area and accompanying performance information to show how well departments did in FY 06 to meet their objectives. Communicating Results provides stakeholders with the information they need to achieve their desired results, whether it is planning for the City's future or making adjustments to current operations.

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Evaluating Results: Can we do it better?

To maximize service goals and improve community services, we must learn from success and challenges at each stage of the journey. By integrating the City's planning, budgeting and service delivery processes into one seamless structure through *FOR Long Beach*, the City is better equipped to identify areas for improvement. **Evaluating Results** is the process of analyzing performance information and identifying areas where service delivery approaches can be improved.

Over time, all great organizations must make adjustments to take advantage of new opportunities and meet emerging challenges. Evaluating Results on a regular basis highlights Programs where there may be gaps in performance or resources by asking and answering the following questions:

- Is the City achieving what it set out to do?
- How can the City improve the quality of its services?
- How can the City deliver its services more efficiently?
- Is the community satisfied with the services the City provides and the way in which it provides them?

Evaluating Results utilizes all the *FOR Long Beach* tools including Strategic Business Plans, Performance-based Program Budgeting and regular performance reports, to analyze performance trends over time. In some cases, benchmarks or comparisons to similar jurisdictions are used to evaluate the effectiveness and efficiency of services delivered. For example, benchmarks such as crime statistics, the availability of open space and library circulation per capita are used by the City of Long Beach to see how we measure up to regional and national standards. Another key source of performance information is an annual Community Survey. Through such a survey the City can gauge the community's satisfaction with key City services.

At the conclusion of the fiscal year, departments undergo a thorough review and evaluation of performance measure data to ensure that the City is achieving its objectives. Service delivery strategies and financial allocations may be reevaluated at this time to improve expected performance. In many ways, this evaluation process has already begun through optimization studies that aim to improve service delivery models and results for a number of core City operations. For instance, great progress has been made in the areas of workers' compensation, fire services, fleet services, towing operations, information technology and code enforcement, that will improve services to customers and save money. In the end, evaluating results is critical to producing the best possible service outcomes for our customers.

Evaluation is a never-ending process for an organization that is not satisfied with the status quo. *FOR Long Beach* gives the City Council, City Manager, and City staff the tools needed to plan and adapt for future needs, and—more importantly—gives community members the tools to make sure we are getting there.

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FOR LONG BEACH GLOSSARY

As you hear more and more about *FOR Long Beach* in the coming years, you may also hear some unfamiliar words and terms. A few of these terms are defined below:

Citywide Focus Area: A broad category of service under which all Programs in the City are grouped. There are nice inclusive Focus Areas in the City of Long Beach that are defined by the results they provide to community members and customers. Focus Areas reflect Citywide issues, requiring the contributions of multiple departments and the results from multiple Programs. Focus Areas include:

- Community Safety
- Neighborhoods & Housing
- Business & Economic Assistance
- Culture, Education & Leisure
- Transportation & Infrastructure
- Health & Human Services
- Utilities
- Environment
- Leadership, Management & Support
- Youth (a cross-cutting component of all Focus Areas)

Focus on Results (FOR) Long Beach: The City of Long Beach performance management program developed in 2005 to provide the community, elected officials, City management and department staff with the tools needed to deliver the highest quality services in the most efficient way. *FOR Long Beach* achieve key priorities of the community and City Council through an integrated planning, budgeting, management, reporting, evaluation and decision making system.

Line of Business: A collection of Programs grouped together within a department to achieve a measurable outcome or result. Lines of Business represent the major functions of a department.

Performance-based Program Budget: A budget that is aligned with the priorities off the community and City Council, that ties resources to clear and measurable performance outcomes for the community. A Performance-based Program Budget organizes every Service the City provides into Programs and Lines of Business within each department. Each Program includes a “Results Contract” between City employees and the community

Performance Measure: A measure used to track the quantity or quality of a service provided. For example, the *number of potholes filled*, the *per capita rate of violent crime*, or the *percent of residents satisfied with street sweeping*. There are four types of measures:

Outcome Measure: The actual benefit experienced by the customer as a result of receiving services, or the degree to which the customer experiences the desired impact or benefit. Outcomes are indicators of the success of strategic objectives.

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Output Measure: A count of the units of service provided. Outputs represent department workload and throughput, and may include the number of customers served.

Demand Measure: Demand measures the units of services needed, requested by customers, or required by law. Demand may also be the number of customers eligible for a service.

Efficiency Measure: Dollar expenditure per unit of output or outcome.

Program: A collection of Services grouped together to produce a specific outcome or result for the community. Programs often correspond to work units, divisions, or offices in the organization. Each Program is linked to a particular Citywide Focus Areas.

Program Structure: Unlike traditional department organizational structures with their hierarchy of bureaus and divisions, the “Program Structure” communicates a department’s operations by the services it provides—rather than focusing on *who* provides it. The Program Structure includes Lines of Business, Programs and Services. Each Line of Business consists of several Programs around a common purpose; each Program groups Services the community receives, such as library book checkouts and special pick-up refuse collection.

Service: A discreet activity the City provides to its community and customers. Services are often measured in “units of service.”

Strategic Business Plan: A department plan that is aligned to community and City Council priorities and organized around a Program Structure. The Plan is used to guide a department’s operations over a two to five year period. Based on stakeholder feedback, the Plan identifies major issues the department faces in the short and medium-term and the strategic objectives it will achieve to address those issues. The Plan includes the department’s mission statements, Lines of Business, Programs, statements of purpose and performance measures at the Program level. A good Plan defines what outcomes or results a department will deliver to the community and how it will measure success.

Strategic Objectives: Specific, measurable time-dependent statements of achievement that respond to departmental Issues and Council Priorities. Objectives must be associated with Focus Areas. Strategic Objectives are a component of department Strategic Business Plans.