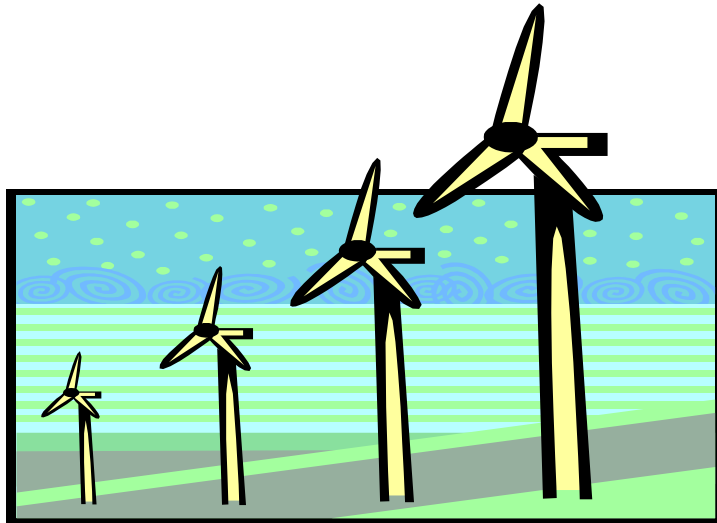


Parks and Recreation Department

Park Development and Operations Program, and
Recreation Programs and Facilities

HOP PHASE 1 PERFORMANCE MEASUREMENT ASSESSMENT AND EVALUATION



(Project No. 2003-P-02.8)

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Park Development and Operations Program

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Parks and Recreation Department

Park Development and Operations Program, and Recreation Programs and Facilities

Phase 1 Assessment and Evaluation

An overview survey of the current state of performance measuring and the degree of linkage present among mission statement, organizational objectives, and specific performance indicators in the department

This publication contains the results of a structured process for evaluating the current state of program performance measurement in a county department. The process was designed and developed by the Management & Program Analysis Section of OFMB/Financial Management Division (MPA) to facilitate an agency-wide review of the county's performance measurement system. Harnessing Organizational Performance—or HOP—is a collaborative initiative with Palm Beach County's departments. The HOP methodology involves an initial evaluation of the current performance measuring system in a department, and assesses the system according to a common set of HOP criteria. In the process, the work incorporates national benchmark and subject-matter best practices into findings and recommendations concerning the department's existing performance measures. This initial phase of the project is intended as a diagnostic phase; subsequent phases will help guide the department into a re-structuring of its performance measurement program in contextually relevant ways. The long-term objective of the HOP initiative is to verify that the Palm Beach County performance measurement program is:

- A positive tool in gauging organizational achievements;
- An important management tool to aid decision-making;
- A way to connect staff-level activities to higher-level organizational missions and statements of objectives.

The methodology employed in the HOP initiative is designed to allow for a collaborative process of evaluation and assessment of the client department’s current performance measurement system. To this end, MPA has created and utilizes a Client Workbook to take a team comprised of the client representatives and the Budget Division representative through a series of facilitated workshops.

Following the two 4-hour workshops, a consensus point of view emerges concerning the current state of the client’s performance measurement system. In addition, the two HOP workshops provide the MPA consultant with useful operational insights and client-specific performance measurement information. The MPA consultant utilizes these insights and information to complete relevant best practices research.

Each of the HOP workshops covers two “levels” of evaluation. Each level of evaluation utilizes a different criterion by which to gauge the current performance measurement system. The primary criteria utilized for this evaluation are 1) linkages between the clients’ mission statements, objectives and performance measures, 2) a balanced use of the HOP defined “types” of performance measures, and 3) a balanced use of the HOP defined business “perspectives” of performance measures. The HOP defined “types” and business “perspectives” are described in greater detail below.

The HOP performance measurement program concentrates on three types of performance measures.

Measurement “Types”	Output performance measures - represent the department’s workload, amount of service or production, not the consequences of performing or processing the workload.
	Efficiency performance measures – represent the ratio of <u>service unit output</u> to <u>resource input</u> ; usually cost per unit of service, or unit of service per resource (FTE’s or dollars expended).
	Outcome performance measures – represent the consequences or effects of specific actions or initiatives focused primarily on improving the citizen’s condition.

The HOP performance measurement program then employs four business “perspectives” by which organizational performance is to be guided.

Business Perspectives	Customer satisfaction perspective –performance measures that are created to indicate the customer’s perspective of “how they rate the county in the delivery of services” or those measures where the use of the service indicates the customer chooses the county service over other available options.
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Business Perspectives	Internal process (operational) efficiency perspective –performance measures that are created to “indicate” the efficient use of resources involved in the delivery of services.
	Financial accountability perspective –performance measures that are created to “indicate” the financial accountability of the organization, stewardship of the public trust, or delivering services in a cost efficient manner.
	Employee learning & growth perspective –performance measures that are created to “indicate” employee development – development which will enable the organization to succeed in its mission and/or that increases employee productivity, employee retention, career enrichment, and job satisfaction.

This publication reports on the consensus assessment developed by the HOP Team and the best practices research conducted by the MPA consultants to document findings, observations and recommendations pertaining to the client’s performance measurement system.

The Management & Program Analysis Section is leading this effort, together with our partners from the Budget Division, to establish common performance concepts and an understanding of performance measurement purposes throughout all county departments and divisions. When the three-phase HOP program is fully implemented in mid-2006, specific outputs of the Harnessing Organization Performance initiative will be:

- Standardizing performance measurement terminology;
- Establishing a collaborative, interactive approach towards performance measurement;
- Recommending improvements to the current performance system to decrease time and effort required by the system, while improving its management usefulness.

PHASE 1: “EVALUATING EXISTING MEASURES”

This is the first phase of the HOP program. This report contains the results of the phase 1 evaluation and assessment of the Parks and Recreation Department mission statement (revised mission), current year (submitted FY2005 budget) objectives and performance measures for the two participating programs: Park Development and Operations and Recreation Programs and Facilities. Current performance measures that cannot be linked to, or do not support, the mission statement or statement of objectives will not be required as part of the county’s official performance measurement program, although they can be maintained for departmental purposes, if desired. This phase also establishes the common terminology that will be used throughout the HOP project, as it relates to performance measures, linkages and relevant business perspectives. During this phase, the department will probably experience a reduction in the number of “required” performance measures, thereby reducing the time and effort spent in gathering and reporting on departmental performance.

PHASE 2: “MANAGING FOR HIGH PERFORMANCE”

The second phase will include communicating to every level of the department the linkage and relevancy among mission statement, objectives, performance measures, and stakeholder desires. Where the first phase is primarily a diagnostic step to establish the current state of the department’s performance measuring program, during the second phase a number of linked and highly relevant performance measures will be developed for the department’s future use.

PHASE 3: “PUTTING IT INTO PRACTICE”

Finally, in this stage of the project, the required performance management infrastructure is established to permit the meaningful tracking and reporting of the department’s performance. Formal guidelines will be developed and adopted regarding, (1) validation of acceptable measures, (2) reporting mechanisms and schedules, (3) accuracy verification techniques, (4) approval of goals, targets, and benchmarks, (5) incentive programs to reward the attainment of high performance, (6) internal financial control uses, and (7) ways and means of carrying out periodic reviews of performance indicators and targets to keep them current and relevant.

OVERVIEW OF PHASE 1 FINDINGS

The findings and recommendations summarized below provide an overview of the performance measurement program assessment conducted for the Department’s Park Development and Operations Program (comprised of the Maintenance, Planning, Design and Construction divisions), and Recreation Programs and Facilities (comprised of Special Facilities and Beaches divisions, and Recreation Services divisions.)

The performance measurement program consists of the department’s mission statement, objectives and performance measures, along with the processes for tracking and reporting on the department’s success in achieving those measures. The findings and recommendations are based on the evaluations of the HOP team, made up of the directors of the participating programs and/or their staff, and MPA consultants from OFMB/Financial Management Division. The HOP Team used the performance elements from the narrative submitted for the FY05 Annual Budget Book to perform the HOP Assessment & Evaluation.

The summary of findings and recommendations is followed by detailed findings and recommendations for the two programs evaluated. Each program’s detailed assessment is based upon the structured, four levels of evaluation conducted by the HOP team. Each level of evaluation was accomplished by use of evaluation tools designed expressly for that purpose by the MPA Section. In addition to the conclusions reached by using the 4-level evaluative tools, the MPA consultants performed “best practices” research involving similar operations nationwide, and cited examples from this research which the programs can use as a starting point for its own further efforts. That research also forms an important

foundation and knowledge base for the work yet to come in phase 2 of the HOP project.

General Findings

- The current department mission statement meets the HOP criteria for identifying the purpose of the organization; there are five service topics that are easily identified. Structurally, the mission statement is comprised of four descriptive sentences.
- Mission statement descriptive detail using the descriptive terminology “quality,” and “cost efficiency” provides some emphasis and guidance for the department’s programs.
- The department mission statement, along with each program’s “Definition of Programs and Services” fulfills the HOP criteria for providing mission-level guidance, thus enabling each program to create cohesive and linked program objectives and performance measures.
- There are elements of the current mission statement that lack clarity and department-wide meaning. The current mission statement is not a concise expression of the services that the department provides. Customers of services are not clearly identified.
- There is good linkage between “mission topics” and objectives statements throughout the participating programs.
- There is good linkage between the current “mission topics” and performance measures throughout the participating programs.
- There is poor linkage between objectives statements and performance measures throughout the participating programs.
- There is a fair balance of performance measurement “types.” Eleven of the participating program’s fifteen performance measures are output (workload) types, there are two efficiency types (see Park Development and Operations Program) and there are 2 outcome types of performance measures (see Recreation Programs and Facilities).
- The Park Development and Operations Program has two of nine performance measures developed from a HOP business perspective. Recreation Programs and Facilities has two of six performance measures developed from a HOP business perspective (this includes one department level performance measure.)

General Recommendations

- Review the structure and content of the Parks and Recreation department mission statement per the HOP defined criteria. Investigate the use of a concise mission statement offering general guidance applicable to all of the Department’s programs. Update the department mission statement as appropriate.

In addition, revise the “Definition of Programs and Services” of each program to include a 2-3 sentence opening paragraph that conforms to the

HOP definitions and guidelines regarding a mission statement (create a “statement of mission” tailored to each program).

- Review the performance measure types (output, outcome, efficiency) with an eye toward developing a better mix of measures.
- Determine which current performance measures can be restated (if any) to achieve a better balance across the four HOP business perspective categories. Consider replacing those that cannot be meaningfully updated with new performance measures.

In the course of the first phase evaluation, the HOP Team evaluated the performance elements (mission statement, objectives and performance measures) that are published in the annual budget book. The current budget narrative describes two Parks and Recreation Programs, Park Development and Operations, and Recreation Programs and Facilities. The HOP Team determined that by further dividing the current two programs, the targeted performance guidance to Parks and Recreation divisions would be greatly enhanced.

The current two programs identified a series of important, FY05 operational initiatives. These initiatives are ideal starting places from which meaningful objectives and linked performance measures can be developed. Displayed in brackets are the potential business perspectives that could be used in creating performance measures for the stated initiatives. Each performance measure should be created from primarily one business perspective.

Park Development and Operations:

- Develop effective management of the maintenance activities (grass care, refurbish structures, signage, etc.). [operational efficiency, financial accountability, customer satisfaction]
- Replace old buildings (with new facility expansion, ball fields, program buildings, etc.). [operational efficiency (increased capacity), financial accountability (increased revenues)]
- Open new facilities and document Operating SOP’s. [operational efficiency]
- Improve Capital Fund Analysis to ensure that there are monies available for Park expansion. [financial accountability]
- Perform or improve internal efficiency reviews (fiscal – PPM’s)].
- Conduct user financial systems training (fiscal staff on budget to forecast – develop a report tailored to users.) [employee growth and learning]
- Develop Bond Referendum strategies for district parks. [financial accountability, customer satisfaction]
- Create a management plan for Phil Foster and Peanut Island Parks. [operational efficiency, financial accountability]
- Improve law enforcement/Ranger coverage of park property to decrease auto breaking and entering. [customer satisfaction]
- Complete strategic Planning Sessions with administration and areas of the department. [financial accountability, operational efficiency, employee growth and learning, customer satisfaction]

- Look for alternative funding sources to replace capital assets. [financial accountability]

Recreation Programs and Facilities:

- Employee retention initiatives and increasing employee efficiency to meet the demands of a expanding park system [operational efficiency, employee growth and learning]
- Improve new employee orientation training. [employee learning and growth]
- Review, re-write and communicate Policies & Procedures – update and document staff knowledge that is currently eroded as employees leave the department. [operational efficiency, employee learning and growth]
- Implement an after school quality program. [customer satisfaction]
- Address the service issues of timeliness and effectiveness of the repair and renovation of facilities to ensure safety and satisfaction of customers. [customer satisfaction, operational efficiency]
- Ensure that there is adequate input and oversight of 2 new golf courses and water parks/playgrounds currently being developed. Ensure that these projects will meet the needs of the public. [customer satisfaction, operational efficiency]
- Create business/operational plans for all facilities to improve financial and operational effectiveness and efficiency. [operational efficiency, financial accountability]

We recommend that the department utilize these initiatives to develop meaningful objectives and performance measures.

The detailed recommendations that follow are supported by references to the HOP Client Manual and to the best practices research. The recommendations are presented for each of the four levels of evaluation performed by the HOP Team. The Best Practices research is drawn from public sector entities that are recognized as leaders in their operational fields and in the measurement of performance. A listing of best practices Internet sites and contact information is included (Appendix A) to give the programs a ready resource for assistance in developing modifications to its performance measurement program.

LEVEL 1 EVALUATION – ALL PROGRAMS

Department Mission Statement

The Level 1 evaluation begins by examining the content and structure of the published material that guides each program. The department’s mission statement offers this type of guidance, as do the Program’s definitions of programs and services; both are published in the county’s annual budget document. From these two sources, the HOP methodology identifies “mission level topics.” These are macro-level, topical areas that communicate the direction or vision for each program. Program objectives and performance measures flow from the mission level topics to ensure the programs’ operations strive to meet the mission.

For the purpose of the HOP evaluation, “mission level topics” are listed as the first component of the programs’ over-all performance programs, followed by the programs’ objectives and performance measures. This allows a consistent approach to creating and defining departmental mission statements and programs and services descriptions throughout all county departments. The HOP Team determined that all “mission level guidance” currently listed as part of each program’s definition of programs and services could fall under one of the five topical areas identified in the department’s mission statement.

Performance Component

Mission Statement	<p>We believe Palm Beach County Parks and Recreation services are essential to the health, well being and personal enrichment of people and their communities. We are committed to:</p> <ul style="list-style-type: none"> • Providing services through the development, maintenance and programming of a quality county-wide parks and recreation system • Focusing on meeting identified leisure needs and interests of our customers within the scope of available resources • Emphasizing customer service and cost efficiency while ensuring professional standards of quality <p>Note: This mission statement is a more recent revision than the one submitted for the FY2005 annual budget. The HOP Team chose to work with this because it more accurately reflected the department’s current mission.</p>
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Recommendations

- Enable the department mission statement to become more concise by reformatting what already exists within the Programs’ definition of programs and services to include a *program level* statement of mission. By doing so, the department mission statement can be updated to provide concise, general guidance applicable to all divisions in the program.
- Either at the department or at the program level, clearly identify the customers that directly interact with the department/program or receive the services that are specified in mission statements.
- Consider possible strategic uses of the department mission statement such as, 1) actively using the verbiage as the “yard stick” for decision making, and 2) placing this macro-level statement of mission on the backside of business

cards and on department letterhead or on other public “forms”. A concise, broad-termed department mission statement is easily used to promote the mission to employees, customer-citizens and other important stakeholders.

1

Finding and Observation	Recommendation
<p>The HOP Team made the following observations pertaining to the <u>structure</u> of the department mission:</p> <ul style="list-style-type: none"> - The name of the department is specified within the body of the mission, - The mission is a little longer than the HOP recommended 1-3 sentences, - The mission does use descriptive terms such as “quality,” “customer service” and “cost efficiency” to provide general guidance. 	<p>Revise the mission statement to be more concise. Revisions should be assessed against the structure requirements as defined in the HOP Client Workbook, page 13.</p> <p>Use examples from the Client Workbook and Best Practices sites listed below to develop a mission statement that falls within the 1-3 sentence recommendation.</p> <p>Investigate eliminating the bullet point format to allow for the mission statement to flow in a concise sentence structure.</p>

2

Finding and Observation	Recommendation
<p>The HOP Team made the following observations pertaining to the <u>content</u> of the department mission:</p> <ul style="list-style-type: none"> - The wording of the mission statement lacks clarity to a variety of audiences (staff, customers, stakeholders), For example “providing services” could be considered as either redundant or too vague in the context that it is written; “People and their communities” could be more specifically defined as residents, visitors or park users, etc., - Some parts of the mission statement are worded more like objectives, whereas the “what, how and why” detail are described for specific areas (bullet points #2 and #3), - There is almost too much content, the mission statement may try to say too much. The general subject areas are fine – expressing them in a more concise format is preferable, - Although there is broad guidance, the clarity – as it applies across the department, could be improved. It needs to be clearer as to what services we provide and to whom. 	<p>With a large department such as Parks and Recreation, it may not be practical to create a mission statement that “includes everything,” however, guard against one that is too vague.</p> <p>Ideally, create a mission statement that outlines a concise mission that applies across all of Parks’ divisions. Describe the customer of the department’s services, perhaps “residents and visitors.” Include descriptive terminology that will communicate accurately to readers outside of the department, as well as, guide those within the department.</p> <p>Refer to page 13 in the HOP Client Workbook. Investigate revising the current department mission statement to one that offers high level guidance, supplemented by each programs “statement of mission” that details how the departmental guidance is manifested within each program.</p> <p>Review the best practices examples to see samples of the general, high level guidance per HOP concepts and definitions.</p>

Resources

HOP Client Manual: Reference **Section IV. HOP Definitions and Concepts**, mission statement definitions and examples (page 13).

Best Practices Research: Examples of *broadly worded, yet concise* mission statements, clearly identifying the customer, are listed below.

City of San Diego, California

- “(The Mission of the Park & Recreation Department) is to acquire, develop, operate and maintain a park and recreation system that enriches the quality of life for the residents and visitors alike and preserves it for future generations.”

Maricopa County, Arizona

- “The Mission of the Parks and Recreation Department is to provide recreational opportunities while protecting park resources for residents and visitors so they can enjoy a safe and meaningful outdoor experience.”

Orange County, Florida

- “The Parks and Recreation (Department) seeks to improve the quality of life in Orange County by providing opportunities for leisure activities, cultural and historical education and preservation, and to protect and preserve the natural environment for present and future generations.”

LEVEL 1 EVALUATION – PARK DEVELOPMENT AND OPERATIONS PROGRAM

A. Definition of Programs and Services

Recommendations

- Modify the program’s current description of programs and services to include a 2-3 sentence opening paragraph that conforms to HOP definitions and guidelines regarding a mission statement. To achieve consistency throughout the county, this “statement of program mission” should: 1) include the name of the mission owner (Park Development and Operations), 2) describe over-all mission outcomes desired, and 3) identify direct customers and/or important stakeholders.
- By reformatting what already exists within the program’s description of programs and services to include a *program* statement of mission, the department mission statement can become even more concise, providing general descriptive guidance applicable to all programs, versus a department mission statement that attempts to describe the department mission in terms of each of its divisions or programs.
- Consider possible strategic uses of the statement of program mission such as, 1) actively using the verbiage as the “yard stick” for decision making, and 2) placing this macro-level statement of mission on the backside of business cards and on division letterhead or public forms to promote the mission to employees, customer-citizens and stakeholders.

1

Finding and Observation	Recommendation
<p>The current “Definition of Programs and Services” for the Park Development and Operations program does clearly state the program’s purpose in terms of identifying <u>what</u> the program does.</p> <p>The program does directly specify the customers of their various services (or <u>who</u> is impacted).</p> <p>The program does provide descriptive adjectives indicating the level or degree of service (safe, clean, functional, attractive” and “passive and active”).</p> <p>The name of the program is not specified in the Definition of Programs and Services.</p>	<p>Add the program’s name to the opening paragraph (the program’s statement of mission) of the “Definition of Programs and Services.”</p>

Resources

HOP Client Manual: Reference **Section IV. HOP Definitions and Concepts**, mission statement definitions and examples (page 13).

Best Practices Research: The following examples can be used to develop a *program* statement of mission. Examples of Park Development and Operations mission statements researched at best practices sites:

Maricopa County, Arizona

- “The purpose of the Park (and Development) Program is to provide natural resource interpretation and unique recreation facilities and opportunities for individuals and groups so they can appreciate and enjoy the natural environment and have a healthy and exhilarating outdoor experience.”
- “The purpose of the Park Support Program is to provide well-maintained and safe facilities for park users so they can appreciate and enjoy the natural environment.”
- “The purpose of the Parks Maintenance & Development Activity is to provide new and exceptionally well-maintained facilities for park users so they can enjoy a comfortable outdoor experience.”

City of Austin, Texas

- “The purpose of the (Park) Facilities Services program is to provide planning, construction and preservation services for the Austin community in order to have safe, properly maintained Parks and Recreation facilities and natural resources.”

Orange County, Florida

- “The Parks and Recreation Division seeks to improve the quality of life in Orange County by providing opportunities for leisure activities, cultural and historical education and preservation, and to protect and preserve the natural environment for present and future generations.”

Broward County, Florida

- “(Park Development and Operations will) plan, design, and construct recreational facilities for area residents and tourists to provide for their leisure needs (by involving staff with neighborhood communities, local groups and businesses.)”

B. Statement of Objectives

The Level 1 evaluation next examined the linkages between the mission level topics and the program’s objectives. This ensures that there is continuity of purpose between these two important components of the performance program. An assessment of the content and structure of the statement of objectives was also performed.

Performance Component

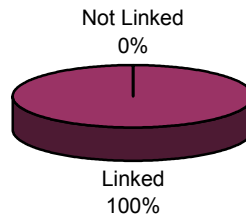
Mission Level Topics (From Department Mission Statement)	<ul style="list-style-type: none"> ➤ Provide parks and recreation services ➤ Meet leisure needs and interests ➤ Emphasize customer service ➤ Emphasize cost efficiency ➤ Ensure quality standards
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Performance Component

Objectives	<ol style="list-style-type: none"> 1. Maintain 90% of park properties in accordance with developed standards. 2. Expand the outsourcing program for ground maintenance with the addition of five sites. 3. Finalize a department-wide animal management program by completing an assessment of wildlife in all County Parks. 4. Secure a continual funding source for renovation of select park amenities.
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**Park Development and Operations
Objectives**

Linkages to Mission Level Topics



As the chart indicates, all of the program’s objectives can be linked to a mission topic. The HOP Team linked all four objectives to the first mission topic due to its broad nature. The HOP Team indicated that the first and fourth objectives also linked to an additional mission topic. No objective linked directly to the mission topic “emphasizing customer service” or “emphasizing cost efficiency”; however, the HOP Team indicated that Objectives #1-#4 could be linked to these mission topics with the addition of descriptive detail indicating “why” the objective was important.

The recommendations concentrate on the HOP Team’s findings concerning the content and structure of the objectives statements.

Recommendations

- Based on the new initiatives planned for the program in FY2005 (see page 6), four program objectives statements seem appropriate. Modify the current objectives statements or create anew using the HOP definitions for content and structure to guide development of objectives.

Examples of objectives statements that conform to HOP definitions concerning content and structure follow the findings and recommendations generated from the HOP Team’s assessment and evaluation of the program’s existing objectives statements. An example of a HOP defined objective statement is, “Develop a bond offering (the “what”) by hiring a consultant to perform trend analysis, land use analysis and review of Parks and Recreation comparables (the “how”) to provide a timely and documented justification for Park expansion (the “why”).”

2

Finding and Observation	Recommendation
The program’s objectives #1 –#4 contain two of three HOP defined objective statement elements (they identify the “what’ and the “how”) but they lack the structural element identifying “why” the objective is important!	<p>Enhance the objectives statements to provide why the objective is important. By identifying the “why”, greater linkage between mission topics AND performance measures can be achieved.</p> <p>Objectives statements should fully identify the important focus areas of the program for the year.</p>

Resources

When reviewing the Findings and Recommendations below, please reference the HOP Client Manual: **Section IV. HOP Definitions and Concepts**, the objectives definitions and examples (pages 14).

Best Practices Research: Examples of Park Development and Operations objectives statements researched at best practices sites:

City of Fairfax, Virginia

- “Provide Internet access at (park locations / community centers) to ensure public computer access (to Park events, recreation programs, registration and customer input.)”
- “We will increase overall employee satisfaction to 5.35 and maintain it. We will reduce the turnover rate to the county average by providing staff incentives, competitive wages and advancement opportunities within the department, which will result in a workforce motivated to serve our customers.”
- “By July 2005 we will begin creation of buffer zones through acquisition of identified land and park planning to isolate park use areas from the effect of off-park development to preserve a positive park experience.”
- “By July 2006 we will identify and fund the additional needed facilities and operational costs for each park for the next five years.”

City of Austin, Texas

- “(To promote a safer park environment), provide (an increased) law enforcement and public assistance presence to parks (where customer safety surveys dictate a perceived need.)
- “(Implement the) PARD Safety Activity to promote a safe working and leisure environment for staff and participants in order to reduce accidents.”

LEVEL 2 EVALUATION – PARK DEVELOPMENT AND OPERATIONS PROGRAM

Performance Measures

The Level 2 evaluation examined the linkages between the mission level topics and performance measures. This ensures that there is continuity of purpose between these two important components of the performance program.

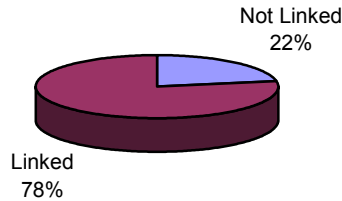
Performance Component

Performance Measures	<ol style="list-style-type: none"> 1. Developed acres 2. Net operating cost per developed acre 3. Parks maintained to standards 4. Number of nuisance animals removed 5. FTE law enforcement deputies per 1,000 acres 6. Number of select park amenities* <ul style="list-style-type: none"> *Playgrounds, picnic shelters, athletic fields, irrigation systems, and restrooms <p>Department Performance Measures</p> <ol style="list-style-type: none"> 7. Developed acres per 1,000 population 8. Population 9. Net operating cost per capita
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Performance Component

Mission Level Topics (From Department Mission Statement)	<ul style="list-style-type: none"> ➤ Provide parks and recreation services ➤ Meet leisure needs and interests ➤ Emphasize customer service ➤ Emphasize cost efficiency ➤ Ensure quality standards
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**Park Development and Operations
Performance Measures
Linkages to Mission Level Topics**



As the chart indicates, seven of nine performance measures are linked to mission topics. Performance measures #7, #8 and #9 are department-level performance measures. The #8 and #9 performance measures are not linked to any mission level topic, primarily because these measures are not controlled by the department and thus, are not a reflection of organizational performance as related to the mission.

3

Finding and Observation	Recommendation
<p>The HOP Team found the department performance measures #7, #9 as lacking meaningfulness as it relates to the organization’s performance. These performance measures use “per population” and “per capita” in their calculation.</p> <p>Since the department does not control population fluctuations, these measures can only be used to compare against national averages of other Parks systems. Since these measures do not relate the department’s results to those of other Parks systems they lack meaningfulness as individual performance measures.</p>	<p>Review the meaning and use of the performance measures mentioned in the finding. Develop performance measures that can be placed into a context that will measure the performance of the program or the department.</p> <p>Eliminate those performance measures from the published performance program that are not meaningful inputs into decision making or used to communicate clear performance to customers or stakeholders.</p>

4

Finding and Observation	Recommendation
<p>The HOP Team found performance measures #1, #8 lacking meaningfulness as it relates to the organization’s performance.</p> <p>For example, population (#8) may be used in once-a-year internal calculations to develop comparisons with other park systems or in trend analysis, but since the department cannot affect this number, it does not in and of itself, measure the department’s performance.</p> <p>Likewise, developed acres (#1) may be good information to track, but with many factors influencing it, it lacks meaningfulness to be used as a measure of performance. It may be more valuable to use in long term strategic planning.</p>	<p>Review the meaning and use of the performance measures mentioned in the finding. Performance measures are to communicate the performance of the organization.</p> <p>Review these and all performance measures. Determine if the program and/or department can impact/control the performance measure. Eliminate those from the published performance program that are not meaningful inputs to decision making or used to communicated performance to customers and stakeholders.</p>

5

Finding and Observation	Recommendation
<p>In performance measure #3, the existing description (calculation) of this performance measure lacks specificity – Is the measure indicating the percent of parks that meet all standards in every category or those that meet a cumulative standard acceptable level? Also, are the standards across the board ratings for all parks or are there individual standards that are developed for different kinds of parks or park areas (landscaping, trash pick-up, facility cleanliness, etc.)?</p> <p>The HOP Team made the following observations concerning the performance measure pertaining to “Parks maintained to standard” (#3).</p> <ul style="list-style-type: none"> - We need to define standards in some way, - Our standards are well developed and staff is trained on them. “Standards” has little meaning to those outside of the department, but this is a good performance measure. 	<p>Clearly document and communicate, if only internally, what this performance measure encompasses.</p> <p>If possible, add some descriptive terms to update the performance measure narrative or description to a level of detail that clearly indicates how the value is calculated.</p>

6

Finding and Observation	Recommendation
<p>The HOP Team indicated that the two performance measures dealing with “net operating cost” (#2, #9) may be considered redundant or at the very least both are not required to be displayed in the published performance measurement program.</p>	<p>Identify the use and utility of performance measures as they relate to each other and to the same mission topic. Eliminate redundancy and those performance measures that lack clarity of use or utility.</p>

7

Finding and Observation	Recommendation
<p>The HOP Team indicated that the performance measure dealing with “nuisance animals” (#4) may be more meaningfully stated if additional narrative context is provided.</p>	<p>Possible ways to provide context for this performance measure would be to have it linked to a mission topic or objective related to customer safety.</p> <p>Determine if using “percent increase or decrease” in this focus area would more meaningfully reflect performance. For example, “% increase in number of nuisance animals removed” – this could effectively measure performance up to the point where nuisance animals are not a problem. A customer survey indicating if nuisance animals are a problem or not is an optional approach.</p>

Resources

HOP Client Manual: Reference **Section IV. HOP Definitions and Concepts**, the performance measure definitions and examples (page 15).

Best Practices Research: Examples of performance measures researched at best practices sites are provided at the end of the Level 3 Evaluation.

LEVEL 3 EVALUATION – PARK DEVELOPMENT AND OPERATIONS PROGRAM

Performance Measures

The Level 3 evaluation examined the linkages between statements of objectives and performance measures. This ensures that there is documented progress or success in achieving objectives. An assessment of the “types” of measures being used in the department was also performed.

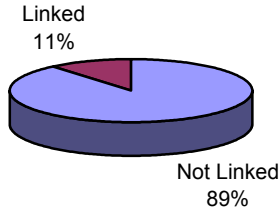
Performance Component

Performance Measures	<ol style="list-style-type: none"> 1. Developed acres 2. Net operating cost per developed acre 3. Parks maintained to standards 4. Number of nuisance animals removed 5. FTE law enforcement deputies per 1,000 acres 6. Number of select park amenities* <p>*Playgrounds, picnic shelters, athletic fields, irrigation systems, and restrooms</p> <p>Department Performance Measures</p> <ol style="list-style-type: none"> 7. Developed acres per 1,000 population 8. Population 9. Net operating cost per capita
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Performance Component

Objectives	<ol style="list-style-type: none"> 1. Maintain 90% of park properties in accordance with developed standards. 2. Expand the outsourcing program for grounds maintenance with the addition of five sites. 3. Finalize a department-wide animal management program by completing an assessment of wildlife in all County Parks. 4. Secure a continual funding source for renovation of select park amenities.
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**Park Development and Operations
Performance Measures
Linkages to Objectives**



Recommendations

- Evaluate existing performance measures and determine the importance of the information they convey in measuring the attainment of a stated objective (or of a mission topic). Update or replace those indicators that have lost importance or that do not provide meaningful input into decision making.
- Objectives should have at least one related/linked performance measure to indicate the success or status of the objective. Review linkages between performance measures and objectives and determine if current linkages facilitate the proactive use of performance measures for decision making and/or communicating to stakeholders.

8

Finding and Observation	Recommendation
<p>The HOP Team linked 1 of 9 performance measures to objectives (Performance measure #3 was linked to objective #1).</p> <p>Three of four Objectives do not have a performance measure indicating the achievement or status of the objective.</p>	<p>Create at least one performance measure for each objective.</p> <p>Performance measure #3 could more accurately be described as "<u>Percent</u> of Parks maintained to standards."</p>

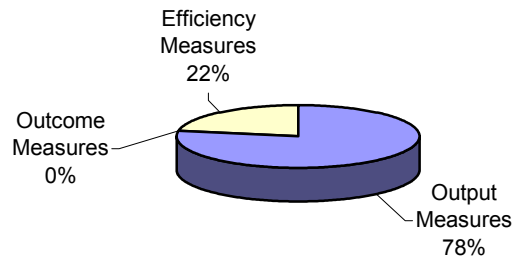
Resources

HOP Client Manual: Reference **Section IV. HOP Definitions and Concepts**, the performance measure linkages definition (page 15).

Evaluation Criteria

PM "Types"	<ol style="list-style-type: none"> 1. Output 2. Efficiency 3. Outcome
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Park Development and Operations Performance Measure "Types" Chart



Recommendations

- Evaluate existing performance measures and determine the importance of the information they convey concerning the attainment of a stated objective (or of a mission topic). Update or replace those indicators that have lost importance or that do not provide meaningful input into decision making. Based on the concept of a “vital few” and the number of program objectives, a total of four to six performance measures would be adequate.
- Create a balanced mix of the three performance measure types. Balanced use of the three types of performance measures creates complementary indicators of organizational performance. Ideally, each HOP defined objective statement would have a performance measure linked to it in a way that the measure would indicate the level of achievement of the objective.

Examples of performance measurement “types” conforming to HOP definitions would be “Number of restrooms maintained daily” indicates an amount of workload or volume = **output measure**); “Custodial cost per restroom maintained” (resource (\$’s) per unit of service = **efficiency measure**); “Percent of survey respondents indicating “very satisfied” with cleanliness of restrooms” (receiving feedback from the customer indicates achievement or the consequences of actions – e.g. custodial services = **outcome measure**).

9

Finding and Observation	Recommendation
<p>The HOP Team classified performance measures #1, #3, #4, #6, #7 and #9 as output types. Most of these output measures do not truly indicate the performance of the organization.</p> <p>Performance measure #8 is an input type of measure. Program performance does not impact it.</p>	<p>Add detail, update or replace some of these measures to indicate operational efficiency or the results (outcomes) of activities.</p> <p>Use HOP criteria to revise and/or create performance measures that will achieve balance across the three HOP “types” of performance measures <u>and</u> effectively indicate achievement of the program’s focus areas or objectives.</p>

10

Finding and Observation	Recommendation
<p>The HOP Team identified performance measures #2 and #5 as efficiency performance measures. However, the HOP Team considered “ Net operating cost per developed acres” (#2) and “ FTE law enforcement deputies 1000 acres” (#5) as indicating high level performance.</p>	<p>Investigate revising these performance measures or creating anew, to indicate the most meaningful service efficiencies in each of these or other performance areas.</p> <p>For example, “FTE Law enforcement officers per park per hour” or the “Percentage of time a law enforcement officer is on-duty per park during park hours” may be more meaningful than “Law enforcement deputy per 1,000 acres” (#5).</p> <p>Likewise, measuring the result or outcome of the law enforcement presence may be beneficial, “Decrease in complaints concerning safety or crime” or “Percent of customers responding ‘feel very safe’ in parks”, or “Percent change in Parks’ crime rate”, or “Percent reduction in vandalism incidents.”</p>

Resources

HOP Client Manual: Reference **Section IV. HOP Definitions and Concepts**, the performance measure definitions and examples (pages 15-19).

Best Practices Research: Examples of performance measures researched at best practices sites:

Maricopa County, Arizona

- “Percent increase in concession revenue” (OC)
- “Number of special use permits issued” (OP)
- “Percent of park user satisfaction as related to facilities” (OC)
- “Percent of customers dissatisfied with facilities” (OC)
- “Number of improvement projects completed in-house” (OP)
- “Number of existing non-restroom buildings to maintain” (OP)
- “Number of restrooms maintained” (OP)
- “Number of existing picnic sites maintained” (OP)
- “Number of facility complaints received” (OP)
- “Number of service/trouble calls at all parks” (OP)
- “Cubic yards of trash hauled” (OP)
- “Cost per remodel/improvement” (E)
- “Cost per service/trouble call” (E)
- “Hours dedicated to sprinkler service” (OP)

City of San Diego, California

- “Average cost per acre for turf maintenance at parks, joint-use areas and athletic.” (E)

- “Average cost per acre for open space grounds maintenance” (E)
- “Average cost of grant administration per grant dollar awarded” (E)

Orange County, Florida

- “Number of animals impounded” (OP)
- “Percent of animals that are released/adopted” (OP)
- “Number of Facilities inspections completed” (OP)
- “Percentage of facilities in compliance (to inspection standards)” (OP)
- “(Average) response time (to correct facilities out of compliance) ” (OP)
- “Average cost per Park inspected” (E)
- “Number of Parks sites maintained” (OP)
- “Percentage of park sites rated 7 or above in customer satisfaction survey” (OC)
- “Cost per (maintained) acre” (E)

City of Scottsdale, Arizona

- “Number of developed acres of community level parks maintained” (OP)
- “(Number of hours of Park facilities that citizen’s reserve)” (OP)
[This could also measure progress in an e-gov initiative. For example the measure could be: Percent of fields reserved (or percent of recreation activities) through the Parks web site]
- “Number of citizen driven workorders completed in original Scottsdale pilot program” (OP)

Broward County, Florida

- “(Number of) in-house design projects” (OP)
- “(Number of) new and/or improved facilities put into service” (OP)
- “Percent of projects completed within budget and on time” (OC)
- “Park acres managed” (OP)
- “Park attendance” (OP)
- “Number of training hours per full-time employee” (OP)
- “Customer satisfaction rating” (OC)
- “Number of new recreation programs” (OP)

City of Austin, Texas

- “Average cost per completed facility maintenance work order” (E)
- “Number of facility maintenance work orders completed)” (OP)

- “Number of public trees planted” (OP)
- “Percentage of facility maintenance priority one work orders completed/addressed within (the initially) designated time” (OP)
- “Percent of capital spending plan accomplished” (OP)
- “Percent of in-house projects completed within original budget” (OC)
- “Percent of in-house projects completed within original timeline” (OC)
- “Average cost per daily servicing acre” (E)
- “Average cycle days for contract mowing” (OP)
- “Cost per parkland acre mowed in-house” (E)
- “Cost per contract acre mowed” (E)
- “Number of developed park acreage” (OP)
- “Average cycle days for in-house park land mowing” (OP)
- “Number of park acres per 1,000 population” (E)
- “Number of tracts of land under option or acquired” (OP)
- “Patrons perceived safety in parks” (OC)
- “Number of Park Police enforcement actions performed on parkland” (OP)
- “Number of reported offenses on parkland” (OP)
- “Number of safety inspections of sites and facilities” (OP)
- “Average patron safety rating” (OC)
- “Percent change in number of employee injuries” (OC)
- “Percentage of FTEs completing minimum safety training requirements” (OP)
- “Number of safety hours conducted” (OP)
- “Facility expense per square foot (exclude security and custodial)” (E)
- “Customer satisfaction with custodial services” (OC)

LEVEL 4 EVALUATION – PARK DEVELOPMENT AND OPERATIONS PROGRAM

Performance Measures

The Level 4 evaluation examined performance measures as they relate to defined business perspectives. This ensures that there is a balanced approach in defining and utilizing performance measures to maintain high performance in several important focus areas.

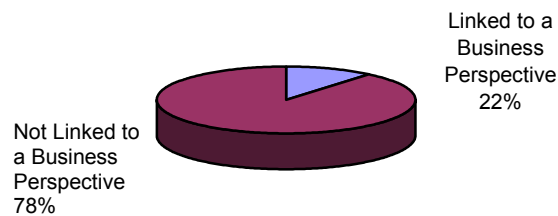
Performance Component

Performance Measures	<ol style="list-style-type: none"> 1. Developed acres 2. Net operating cost per developed acre 3. Parks maintained to standards 4. Number of nuisance animals removed 5. FTE law enforcement deputies per 1,000 acres 6. Number of select park amenities* *Playgrounds, picnic shelters, athletic fields, irrigation systems, and restrooms <p style="text-align: center;">Department Performance Measures</p> <ol style="list-style-type: none"> 7. Developed acres per 1,000 population 8. Population 9. Net operating cost per capita
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Evaluation Criteria

Business Perspectives	<ol style="list-style-type: none"> 1. Customer satisfaction perspective 2. Internal process efficiency perspective 3. Financial accountability perspective 4. Employee growth and learning perspective
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**Park Development and Operations
Performance Measures
Linkage to Business Perspective**



Recommendation

- Review any changes to the department’s mission statement, the program’s “Definition of Programs and Services” and the program’s objectives. Incorporate the updates in these areas into developing performance measures from the four business perspectives. The program should strive to have at least one performance measure developed from each of the four business perspectives.

11

Finding and Observation	Recommendation
<p>The program representatives on the HOP Team placed performance measure #2 in the financial accountability business perspective.</p> <p>Because the organization controls only the cost portion, not the population part of the ratio in performance measure #9 – making it difficult to determine if fiscal responsibility or “bang for the buck” has been achieved, “Net operating cost per capita” was <u>indirectly</u> placed in the financial accountability business perspective category.</p>	<p>Review current performance measures and determine if the measure is intended to represent a HOP defined business perspective. Update those measures to ensure they can be categorized as belonging to a business perspective.</p> <p>Performance measures that cannot be categorized as belonging to a business perspective are candidates to be rewritten or possibly eliminated from the published performance program.</p>

Resources

HOP Client Manual: Reference **Section IV. HOP Definitions and Concepts**, the performance measure definitions and examples (pages 20-22).

Best Practices Research: Refer to examples from the Level 3 Evaluation, beginning at page 21.

The following examples of performance measures are created from the four business perspectives. Corresponding objectives statements are also displayed. The examples were developed with input from the Charlotte, NC best practices site.

Customer Satisfaction Perspective

- *Objective*: Be rated ‘extremely good’ or ‘good’ in overall service delivery by at least 80% of citizens surveyed in the biennial citywide phone survey.
- *Performance Measure*: Citizens responding that over-all service delivery is good or extremely good as reported in the biennial citywide phone survey.

Internal Process Efficiency Perspective

- *Objective*: Use technology to enhance information gathering and analysis by implementing an Information Technology Strategic Plan to facilitate improvements in service delivery, quality, timeliness, employee productivity and overall organizational effectiveness.
- *Performance Measure*: Number of service requests completed per service technician, per day.

Financial Accountability Perspective

- *Objective*: Deliver competitive services by implementing the five year competition plan to include optimization of all 3 Street Maintenance Districts and all of Transportation Operations City-wide.
- *Performance Measure*: Percent of total dollars subjected annually to competition, optimization, benchmark or bid-to-go.

Employee Growth and Learning Perspective

- *Objective:* Increase the capabilities of the inspection staff to respond to increasingly diverse and varied caseloads.
- *Performance Measure:* Percentage of inspector workforce that is cross trained and certified in two or more inspection disciplines.

LEVEL 1 EVALUATION – RECREATION PROGRAMS AND FACILITIES

A. Definition of Programs and Services

Recommendations

- Modify the program’s current description of programs and services to include a 2-3 sentence opening paragraph that conforms to HOP definitions and guidelines regarding a mission statement. To achieve consistency throughout the county, this “statement of program mission” should: 1) include the name of the mission owner (Recreation Programs and Facilities), 2) describe the over-all mission outcomes desired, and 3) identify direct customers and/or important stakeholders.
- By reformatting what already exists within the program’s description of programs and services to include a *program* statement of mission, the department mission statement can become even more concise, providing general descriptive guidance applicable to all divisions, versus a department mission statement that attempts to describe the department mission in terms of each of its divisions or programs.
- Consider possible strategic uses of the statement of program mission such as, 1) actively using the verbiage as the “yard stick” for decision making, and 2) placing this macro-level statement of mission on the backside of business cards and on division letterhead or public “forms” to promote the mission to employees, customer-citizens and stakeholders.

1

Finding and Observation	Recommendation
<p>Recreation Programs and Facilities’ current “Definition of Programs and Services” does clearly state the program’s purpose in terms of identifying the services it provides. It does imply the level of service (“quality recreation”). The program clearly specifies customers.</p> <p>It does not include the name of the program.</p>	<p>Add the program’s name to the opening paragraph of the “Definition of Programs and Services” (to create a statement of <i>program</i> mission.)</p>

Resources

HOP Client Manual: Reference **Section IV. HOP Definitions and Concepts**, mission statement definitions and examples (page 13).

Best Practices Research: Examples of Recreation Program and Facilities’ mission statements researched at best practices sites:

City of Austin, Texas

- “The purpose of (the Recreation Program) is to provide diverse recreational programs and community services to the Austin community so they can have supervised, affordable, recreational services.”

Orange County, Florida

- “The Parks and Recreation Division seeks to improve the quality of life in Orange County by providing opportunities for leisure activities, cultural and historical education and preservation, and to protect and preserve the natural environment for present and future generations.”

Broward County, Florida

- “(The Parks and Recreation Division will) plan, develop, and implement a full range of leisure programs and services that meet the needs and interest of current and potential park patrons of all abilities and ages.”

Maricopa County, Arizona

- (The purpose of the Recreation Program is to provide facilities, leisure activities, and structured opportunities to experience park resources for park users, so they can enjoy a healthy and fulfilling experience.)

[This is a compilation of several activity purpose statements.]

B. Statement of Objectives

The Level 1 evaluation next examined the linkages between the mission level topics and the program’s objectives. This ensures that there is continuity of purpose between these two important components of the performance program. An assessment of the content and structure of the statement of objectives was also performed.

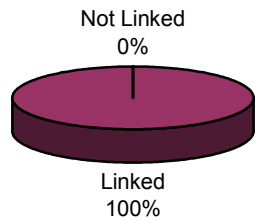
Performance Component

Mission Level Topics (From Department Mission Statement)	<ul style="list-style-type: none"> ➤ Provide parks and recreation services ➤ Meet leisure needs and interests ➤ Emphasize customer service ➤ Emphasize cost efficiency ➤ Ensure quality standards
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Performance Component

Objectives	<ol style="list-style-type: none"> 1. Increase the number of youths served by 2% above actual FY 2003 served. 2. Increase overall program and facility attendance by 2% above actual FY 2003. 3. Increase golf rounds played by 2% above actual FY 2003 rounds.
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**Recreation Programs & Facilities
Objectives
Linkages to Mission Level Topics**



As the chart indicates, the program’s objectives exhibit good linkage. All three of the Recreation Programs and Facilities’ objectives are linked to the first mission topic. The HOP Team indicated that the third, fourth and fifth mission topics were not directly linked to any of the three objectives. The recommendations below concentrate on the HOP Team’s findings concerning the content and structure of the objectives statements.

Recommendations

- Based on the new initiatives planned for the program in FY2005, four objectives statements seem appropriate for this program. To determine objectives to publish, review the current objectives statements and the new initiative focus list identified by the section’s participant in the HOP workshops (listed on page 6 of this report). Use HOP definitions for content and structure to guide development and selection of objectives.
- Objectives should be defined at a relatively high level (per HOP guidelines) to describe an area of focus or an important initiative. Develop this level of objective statement for the major focus areas of the Program.

Objectives statements that conform to HOP definitions concerning content and structure follow the findings and recommendations generated from the HOP Team’s assessment and evaluation of the section’s existing objectives statements. An example of the HOP content and structure criteria for a statement of objective is, “Update the department’s web site (the “what”) to allow the public to sign-up for recreation activities and reserve ball fields on-line (the “how”) to increase the ease with which residents can sign-up for recreation activities (the “why”).”

When reviewing the Findings and recommendations below, please reference the HOP Client Manual: Section IV. HOP Definitions and Concepts, the objectives definitions and examples (pages 14).

2

Finding and Observation	Recommendation
<p>The current objectives #1, #2, and #3, do not specify 1) why the objective is important, and 2) how the objective will be accomplished, through what means. These objectives are primarily target statements.</p> <p>The program’s objectives are focused on increasing the volume of participation in the stated areas. The program’s objectives do not specifically target mission topic areas such as customer satisfaction (#3), cost efficiency (#4), or ensuring quality in service provision (#5).</p>	<p>Enhance the objectives statements to provide 1) why the objective is important, and 2) how the objective will be accomplished, through what means. This should provide increased linkage to mission topics.</p> <p>Objectives statements should identify the important focus areas of the program for the year. Objectives that simply define “ongoing” activities (other than multi-year projects) can be eliminated from the published objectives statements. These might more appropriately be listed in the programs’ “Description of Programs and Services.”</p> <p>A members of the HOP Team made the following observation and recommendation:</p> <ul style="list-style-type: none"> - The objective #1 concerning youth participation is better used at the performance measure level, replaced by a broader statement at the objective level. For example, use the objective - Develop youth participation in youth sports and expand capacity to meet the publics needs by increasing programs, facilities, etc. Similar broad objectives could be developed for the golf activity.

Resources

Best Practices Research: Examples of Recreation Programs and Facilities program objectives statements researched at best practices sites:

City of Scottsdale, Arizona

- “Begin to effectively use the City’s web page for citizen information on registration for programs and reservations of facilities (as a means to increase access to, and participation in, the offerings of the Park and Recreation program”
- “Enhance customer service through technology by developing an (initiative whereby citizens can access the web to see what specific amenities are available and if a park facility is available.”

[This is a combination of two of Scottsdale’s broad goals.]

- “Review the management and operations plan of Pinnacle Peak Park ... to track effectiveness (in delivering services to hikers, climbers, and equestrians) and make changes as appropriate (to provide services that will increase attendance.)”

City of Fairfax, Virginia

- “(Create pilot) recreation day programs during school breaks for students in year-round schools.”
- “Expand the Lorton Senior Center to include a dedicated computer room and a billiard room to increase senior participation by 30 percent.”

- “Revise the athletic field allocation policies and continue to review and revise the gym allocation policy to accommodate all indoor and outdoor sports fairly. Develop a computer system that supports and accelerates both the athletic field allocation process and the gym allocation process.”
- “Establish an agency-wide adult volunteer recognition program, VOICE, recognizing over 300 community volunteers in its first year.”
- “(Begin offering) educational and recreational classes for seniors in the evenings, outside of the traditional senior center operating times, in order to provide seniors with additional activity choices and to outreach to young retirees.”
- “Increase by 5 percent, the number of people participating in community planning sessions in order to maximize recreational opportunities for citizens in line with community interests.”
- “To provide the support necessary to ensure that 85% of merit staff attends two or more training programs in order to improve the skill levels of employees and the quality of service tour customers.”
- “To increase by 2 percent the number of participants registered in Therapeutic Recreation programs in order to maximize their independent leisure functioning.”
- “To increase by 3 percent the number of individuals with disabilities successfully integrated into programs and services in order to participate in community activities.”
- “To increase by 25 percent the number of at-risk youth and children from low-income families participating in organized sport programs to the limit of available funding.”
- “To increase by 2 percent the number of volunteers recruited to support programs and services.”

City of Austin, Texas

- “(We will implement a Community Recreation Survey and conduct focus group meetings) to (solicit input and to provide feedback on) recreational programs and community services to the Austin community so they can have supervised, affordable, recreational services.”
- “(We will initiate a Senior Services Activities program) to provide recreation programs and supportive social services to older adults so they can maintain an active, independent life.”
- “(We will expand) the Summer Programs activity to (meet the increasing demand for) free programs to youth so they can participate in supervised, positive recreational activities.”
- “(Analyze the current) Public Safety Program (in order to maximize the provision) of law enforcement and public assistance to park patrons and staff in order to promote a safer park environment.”

- “(Update) the Personnel/Training activity to provide personnel and safety-related activities and (updated) training (to ensure a) safe workforce in compliance with established policies and procedures.”

Maricopa County, Arizona

- “We will increase community involvement and awareness through improved marketing and education programs in order to increase park attendance, revenues and funding.”
- “By July 2006, Parks and Recreation will become non-reliant on the general fund, without reduction in our current funding level and without a reduction in customer satisfaction as assessed by an independent third party.”

LEVEL 2 EVALUATION – RECREATION PROGRAMS AND FACILITIES

Performance Measures

The Level 2 evaluation examined the linkages between the mission level topics and performance measures. This ensures that there is continuity of purpose between these two important components of the performance program.

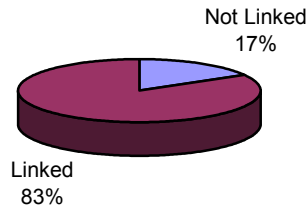
Performance Component

Performance Measures	<ol style="list-style-type: none"> 1. Youths served 2. Program and facility attendance 3. Program participant satisfaction 4. Golf rounds played <p style="text-align: center;">Department Performance Measures</p> <ol style="list-style-type: none"> 5. Volunteer Hours 6. Customer satisfaction index
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Performance Component

Mission Level Topics (From Department Mission Statement)	<ul style="list-style-type: none"> ➤ Provide parks and recreation services ➤ Meet leisure needs and interests ➤ Emphasize customer service ➤ Emphasize cost efficiency ➤ Ensure quality standards
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**Recreation Program and Facilities
Performance Measures
Linkages to Mission Level Topics**



As the chart indicates, the program’s performance measures exhibit good linkage to the mission topics. This is primarily due to the broad interpretation of the first mission topic “provide services”. Two of five mission topics (“emphasize cost efficiency,” “ensure quality standards”) could not be directly linked to a performance measure, because the performance measures, in and of themselves, directly indicates the achievement of these mission topics.

Recommendations

- Evaluate existing performance measures and determine the importance of the information they convey in measuring attainment of the current mission level topics. They are to directly indicate the furtherance of a mission topic or the progress or achievement of current objectives (evaluated in Level 3).
- Check performance measures to ensure the clarity of information conveyed and meaningfulness in management decision making or communicating pertinent information. Reference the HOP Client Workbook, page 32, Step 3 and definitions/examples pertaining performance measure descriptions, page 15-18.

3

Finding and Observation	Recommendation
<p>The Program participants were split in determining whether the program’s performance measures were utilized as internal inputs or as communication of performance to those outside of the department.</p> <p>The only performance measure where a consensus was developed was for “golf rounds played” (#4) – the HOP Team indicated that this was utilized as an internal input.</p>	<p>Review the intended audience and purpose of each performance measure. Eliminate current performance measures that do not indicate performance of the program/department or otherwise provide necessary information to stakeholders or customers.</p> <p>Clearly document and communicate internally: a) the use of each performance measure and b) how it supports a mission topic or indicates the achievement of an objective statement.</p>

4

Finding and Observation	Recommendation
<p>The program participants on the HOP Team made the following observations pertaining to the written descriptions of the program's performance measures.</p> <ul style="list-style-type: none"> - Performance measure #1 and #2 (performance measures that count attendance) are not the best indicators of service delivery performance per se, - There are no current performance measures that indicate achievement in developmental programs, - There are no current performance measures that indicate how well the recreation program is meeting leisure needs and interests of the community, - Current performance measures seem directed at the broad mission topic "provide Parks and Recreation services" versus the more focused mission topics like "emphasize cost efficiency", - Performance measures such as "Volunteers" and "Population" do not communicate performance by the program, - Most of the performance measure narratives are not clear in either: a) how they are calculated or counted or b) what is their importance in being linked to a mission topic. 	<p>Review the intended purpose of each performance measure, and then update the narratives of performance measures where appropriate.</p> <p>For example, "percent increase or decrease" or "costs per service delivered" are usually more informative measures of performance than mere counts of participation.</p> <p>Where applicable include benchmarks or service level targets within the performance measurement narrative to clearly indicate the intended performance (such as: % occurrence within X days or % improvement in Y area).</p> <p>One program participant recommended updating the performance area of "volunteer hours" to show "staff savings resulting from using volunteers" or "service hours provided beyond normal staffing levels, due to volunteers." Likewise, showing increased recreation capacity/ participation due to volunteer contributions would indicate the impact of the volunteer program.</p>

Resources

HOP Client Manual: Reference **Section IV. HOP Definitions and Concepts**, the performance measure definitions and examples (page 15).

Best Practices Research: Examples of performance measures researched at best practices sites are provided at the end of the Level 3 Evaluation.

LEVEL 3 EVALUATION – RECREATION PROGRAMS AND FACILITIES

Performance Measures

The Level 3 evaluation examined the linkages between statements of objectives and performance measures. This ensures that there is documented progress or success in achieving objectives. An assessment of the "types" of measures being used in the department was also performed.

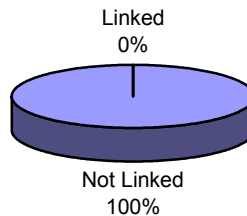
Performance Component

Performance Measures	<ol style="list-style-type: none"> 1. Youths served 2. Program and facility attendance 3. Program participant satisfaction 4. Golf rounds played <p>Department Performance Measures</p> <ol style="list-style-type: none"> 5. Volunteer Hours 6. Customer satisfaction index
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Performance Component

Objectives	<ol style="list-style-type: none"> 1. Increase the number of youths served by 2% above actual FY 2003 served. 2. Increase overall program and facility attendance by 2% above actual FY 2003. 3. Increase golf rounds played by 2% above actual FY 2003 rounds.
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**Recreation Programs and Facilities
Performance Measures
Linkages to Objectives**



As the chart indicates, the program’s performance measures do not directly link to any program objective. The achievement or status of objectives cannot be determined by reviewing the published performance measures. The program does have performance measures that measure an activity area (total attendance #2) that may also be part of the objective statement (#2), but the performance measures do not provide enough information to ascertain whether the objective has been achieved. For example, if an objective is to increase participation in a particular area, the performance measure should indicate the “percent increase or decrease”, not total served, in order to directly indicate if the objective has been achieved.

Recommendations

- Develop performance measures that directly link to objectives. Evaluate existing performance measures and determine the importance of the information they convey in measuring the attainment of a stated objective (or of a mission topic). Update or replace those indicators that do not link or that are not the most meaningful.
- Objectives should have at least one related/linked performance measure to indicate the success or status of the objective. Review linkages between performance measures and objectives and determine if current linkages facilitate the proactive use of performance measures for decision making and/or communicating to stakeholders.

5

Finding and Observation	Recommendation
Each of the program's objectives does a good job in clearly defining the expectations (or outcomes) of the initiative. The performance measures have not been created to specifically reflect achievement of objectives.	Review the HOP definitions and concepts that describe how to link performance measures to objectives (page 15 of the HOP Client Workbook.) Increase the linkage between performance measures and stated objectives by using HOP criteria to revise and/or create new performance measures that will indicate the achievement or status of HOP defined objectives statements.

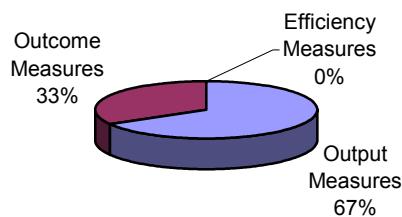
Resources

HOP Client Manual: Reference **Section IV. HOP Definitions and Concepts**, the performance measure linkages definition (page 15).

Evaluation Criteria

PM "Types"	<ol style="list-style-type: none"> 1. Output 2. Efficiency 3. Outcome
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Recreation Programs and Facilities Performance Measure "Types" Chart



Recommendations

- Evaluate existing performance measures and determine the importance of the information they convey concerning the attainment of a stated objective (or of a mission topic). Update or replace those indicators that have lost importance or that are not the most meaningful. Based on the concept of a “vital few” and the number of program objectives, the current total of four program performance measures appears to be adequate.
- Create a balanced mix of the three performance measure types. Balanced use of the three types of performance measures creates complementary indicators of organizational performance. Ideally each HOP defined objective statement would have a performance measure linked to it in a way that the measure would indicate the level of achievement of the objective.

Examples of performance measures that conform to HOP definitions concerning content and structure would be “Total golf revenue as a percentage of total cost of golf operations” or “Number of golf rounds played as a percent of total capacity (represents workload or volume over a time period = **output** measure), “Average gross revenue per round of golf” (resource per unit of service = **efficiency** measure), “Percent increase in rounds of golf played” (indicates the consequences of actions over time, compares this year to last year) = **outcome** measure).

6

Finding and Observation	Recommendation
<p>Program participants made the following observations:</p> <ul style="list-style-type: none"> – The performance measures #1 and to some extent #2 are almost “input” performance measures because they are largely out of the control of the program. If the focus of each of these performance measures is narrowed or refined, then they all could better indicate the accomplishment of one of the objectives. 	<p>Review the HOP definitions and concepts that describe how to link performance measures to objectives (page 15 of the HOP Client Workbook).</p> <p>Increase the linkage between performance measures and stated objectives by using HOP criteria to revise and/or create new performance measures that will indicate the achievement or status of HOP defined objectives statements.</p>

7

Finding and Observation	Recommendation
<p>The program currently employs two of the three types of performance measures.</p> <p>The HOP Team identified four of the six performance measures as output measures (#1, #2, #4, #5). Performance measures #3 and #6 dealing with customer satisfaction were identified as outcome performance measures.</p>	<p>Use HOP criteria to revise and/or create performance measures that will achieve balance across the three HOP “types” of performance measures (adding efficiency).</p> <p>Use the HOP workshop discussion about how to “convert” output measures to efficiency or outcome measures. Review the HOP Client Workbook’s examples and definitions.</p> <p>Use the Best Practices examples found below to stimulate thought and discussion about how the existing performance areas (or new ones) can be used to generate a balanced, meaningful, vital few performance measures to indicate organizational performance in key areas.</p>

Resources

HOP Client Manual: Reference **Section IV. HOP Definitions and Concepts**, the performance measure definitions and examples (pages 15-19).

Best Practices Research: Examples of Recreation Programs and Facilities performance measures researched at best practices sites:

City of Austin, Texas

- “Cost per estimated participant hour for after school programs” (E)
- “Cost per (participant) hour in community recreation programs” (E)
- “Number of estimated participant hours for community recreation programs” (OP)
- “Percent of free recreational programs offered” (OP)
- “Number of registered participants in Senior Programs” (OP)
- “Number of estimated participant hours in Senior Services” (OP)
- “Cost per participant hour in Summer Playground Program” (E)
- “Number of participant hours in Summer Playground Program” (OP)
- “Increase in participants in Summer Playground Program” (OC)
- “Number of estimated adult sports participant hours” (OP)
- “(Percent increase in) adult sports teams” (OC)
- “Actual golf rounds played” (OP)
- “Average revenue per round (average cost per round)” (E)
- “Lost time injury rate per the equivalent of 100 employees”
- “Number of employee injuries” (OP)
[Percent increase/decrease in injuries would become an outcome measure!]

Maricopa County, Arizona

- “Percent of utilization days to capacity at Desert Outdoor Center” (OP)
- “Percent of volunteer hours to FTE” (OP)
- “Percent of concession and non-profit contracts in full compliance” (OP)
- “Percent of increase in concession revenue” (OC)
- “Number of volunteer hours” (OP)
- “Number of utilization days at Desert Outdoor Center” (OP)
- “Cost savings for volunteer hours” (OP)
- “Satisfaction rate of park users with interpretive programs” (OC)
- “Percent increase in souvenir revenues” (OC)
- “Number of visitors at the Desert Outdoor Center” (OP)
- (Percent of possible days where program day events are scheduled) (OP)

- “Number of boat safety classes offered” (OP)
- “Number of new (recreation) programs developed” (OP)
- “Cost per (recreation) program” (E)
- “Satisfaction rate of park users” (OC)
- “Percent of trail users satisfied with the condition of trails” (OC)
- “Percent of dissatisfied park users” (OC)
- “Percent increase in park revenue” (OC)
- “Percent of increase in campsites occupied” (OC)
- “Percent increase in group picnic reservations” (OC)
- “Percent increase in park sponsored special events” (OC)
- “Number of visitors at all parks” (OP)
- “Number of miles of barrier-free trails” (OP)
- “Number of miles of designated trails” (OP)
- “Revenue from day use entry fees” (OP)
- “Revenue from camping fees” (OP)
- “Cost per mile of trail maintained” (E)

City of Scottsdale, Arizona

- “Number of recreation services for youth in after school sports programs” (OP)
- “(Number of reservations) to use the City parks and recreation facilities (made on-line)” (OP)
 [“Percent of reservations made” and/or “percent increase in reservations” provides more information, because it puts the performance in context.]
- “Number of volunteer hours utilized at Pinnacle Peak Park” (OP)
- “Cost per participant in trail head (equestrian) and interpretive programming” (E)
- “Number of annual attendees at Pinnacle Peak Park (equestrian)” (OP)
- “Cost savings from utilization of volunteers helping with service delivery” (OP)

City of San Diego, California

- “Average cost of swimming pool operations per pool user” (E)
- “Average cost of Torrey Pines course maintenance per round of golf” (E)
- “Average cost of Balboa Park course maintenance per round of golf” (E)

City of Fairfax, Virginia

- “Individuals participating in community planning sessions” (OP)
- “Cost per community planning session” (E)
- “Percent of participants satisfied with the results of the community planning process” (OC)
- “Merit staff attending two or more training programs” (OP)
- “Cost for training per employee” (E)
- “Percent of merit staff satisfied with training programs attended” (OC)
- “Percent of merit staff attending two or more training programs” (OP)
- “Percent change in individuals participating in the community planning sessions” (OC)
- “(Recreation sports leagues) participation” (OP)
- “Cost per sports participant” (E)
- “Percent change in sports participation” (OC)
- “Percent of facility assignment problems resolved prior to the start of each session” (OP)
- “Percent change in attendance in senior recreation activities” (OC)
- “Therapeutic Recreation program attendance” (OP)
- “Percent of satisfied volunteers” (OC)
- “Percent of satisfied sports participants” (OC)

Broward County, Florida

- “Park attendance” (OP)
- “Number of training hours per full-time employee” (OP)
- “Customer satisfaction rating (%)” (OC)
- “Number of new recreation programs” (OP)
- “After school program participants” (OP)
- “Summer recreation program participants” (OP)
- “Total (recreation program) revenues” (OP)

LEVEL 4 EVALUATION – RECREATION PROGRAMS AND FACILITIES

Performance Measures

The Level 4 evaluation examined performance measures as they relate to defined business perspectives. This ensures that there is a balanced approach in defining and utilizing performance measures to maintain high performance in several important focus areas.

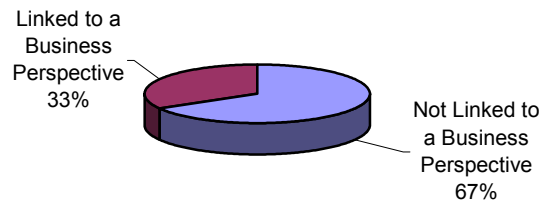
Performance Component

Performance Measures	<ol style="list-style-type: none"> 1. Youths served 2. Program and facility attendance 3. Program participant satisfaction 4. Golf rounds played <p>Department Performance Measures</p> <ol style="list-style-type: none"> 5. Volunteer Hours 6. Customer satisfaction index
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Evaluation Criteria

Business Perspectives	<ol style="list-style-type: none"> 1. Customer satisfaction perspective 2. Internal process efficiency perspective 3. Financial accountability perspective 4. Employee growth and learning perspective
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Recreation Programs and Facilities Performance Measure Linkage to Business Perspectives



Recommendation

- Review any changes to the department’s mission statement, the program’s “Definition of Programs and Services” and the program’s objectives. Incorporate the updates in these areas into developing performance measures from the four business perspectives. The program should strive to have at least one performance measure developed from each of the four business perspectives.

8

Finding and Observation	Recommendation
<p>The program representatives on the HOP Team placed performance measure #3 and #6 in the customer satisfaction business perspective.</p> <p>A member of the HOP Team observed that the program’s focus on development of interest in recreation and providing for leisure service needs is not being measured.</p>	<p>Review current performance measures and determine if each measure is intended to represent a HOP defined business perspective. Update those measures to ensure they can be categorized as belonging to a business perspective.</p> <p>Performance measures that cannot be categorized as belonging to a business perspective are candidates to be revised or possibly eliminated from the published performance program.</p>

Resources

HOP Client Manual: Reference **Section IV. HOP Definitions and Concepts**, the performance measure definitions and examples (pages 20-22).

Best Practices Research: Refer to examples from the Level 3 evaluation, beginning at page 38.

The following examples of performance measures are created from the four business perspectives. Corresponding objectives statements are also displayed. The examples were developed with input from the Charlotte, NC best practices site.

Customer Satisfaction Perspective

- *Objective*: Be rated ‘extremely good’ or ‘good’ in overall service delivery by at least 80% of citizens surveyed in the biennial citywide phone survey.
- *Performance Measure*: Citizens responding that over-all service delivery is good or extremely good as reported in the biennial citywide phone survey.

Internal Process Efficiency Perspective

- *Objective*: Use technology to enhance information gathering and analysis by implementing an Information Technology Strategic Plan to facilitate improvements in service delivery, quality, timeliness, employee productivity and overall organizational effectiveness.
- *Performance Measure*: Number of service requests completed per service technician, per day.

Financial Accountability Perspective

- *Objective*: Deliver competitive services by implementing the five year competition plan to include optimization of all 3 Street Maintenance Districts and all of Transportation Operations City-wide.
- *Performance Measure*: Percent of total dollars subjected annually to competition, optimization, benchmark or bid-to-go.

Employee Growth and Learning Perspective

- *Objective:* Increase the capabilities of the inspection staff to respond to increasingly diverse and varied caseloads.
- *Performance Measure:* Percentage of inspector workforce that is cross trained and certified in two or more inspection disciplines.

PROJECT SUMMARY

The findings, observations and the recommendations contained in this report, are developed from the series of two evaluation meetings held with the Department's Park Development and Operations Program (comprised of the Maintenance, Planning, Design and Construction divisions), and Recreation Programs and Facilities (comprised of Special Facilities and Beaches divisions and Recreation Services divisions.)

The report's findings and recommendations follow the Harnessing Organizational Performance principles of:

- Concise, clear descriptions of mission statements, objectives and performance measures
- A clear linkage or coherence between the mission level topics, objectives and performance indicators
- A balanced representation of all "types" of performance measures (output, efficiency and outcome)
- A balanced focus to performance measurement across the HOP "business perspectives" (customer satisfaction, internal process efficiency, financial accountability and employee growth & learning)

The anticipated organizational benefits of successfully implementing the HOP recommendations are:

- Creating a vital few, meaningful performance measures
- Decreasing the time and energy spent collecting and reporting performance measures that lack meaning
- Focusing the organization on activities and initiatives that achieve the overall departmental mission
- Development of a uniform approach to measuring performance; creating linkages from performance measures to mission statements or objectives statements; utilizing different "types" of performance measures to provide balance across the four defined "business perspectives".

Appendix A

Best Practices Reference Sites

(1) **Maricopa County, Arizona** – Parks and Recreation Department

Contact: Tina Allen, Parks & Recreation Department, Community Resources,
602-506-2930

Recreation – Jennifer Lawrence-Harris

Maintenance & Development – Ken Mouw

Web Address:

<http://www.maricopa.gov/cio/mfr/viewOnlyProg.asp?PID=431&DID=90>

(Web Address: Reference -> **Dept. Strategic Plan & Performance Measures ->Strategic Planning Results->pick Parks & Recreation, then click onto area of interest – contact names appear in each area)**

(2) **Fairfax, Virginia** – Departments are listed in parentheses below

Contact: Chris Leonard, Deputy Department Director 703-324-5362

Web Address:

www.co.fairfax.va.us/gov/omb/vo1adobe.htm (Scroll down to Fairfax County Parks Authority and click – performance measures begin on page 10).

www.co.fairfax.va.us/gov/omb/pdf/volume1/00108.pdf Facilities (page 1-4, 9-11)

<http://www.co.fairfax.va.us/gov/omb/pdf/Volume1/00150.pdf> (Community and Recreation Services, page 1-22 – performance measures begin on page 11)

(3) **Austin, Texas** – Parks & Recreation Department

Contact: Activity Level contact names and telephone numbers are listed within the links supplied. Access the desired Program using the links supplied, and then click on the Activity Level for the Contact Person and Activity level Performance detail.

Web Address:

<http://www.ci.austin.tx.us/budget/eperf/> (Scroll down to *Performance Measures by Department* - select Parks & Recreation link, then go to the desired area. Contact names and phone numbers are provided for each area.)

<http://www.ci.austin.tx.us/budget/04-05/downloads/pb0405v1.pdf> (Pages 218-221)

- (4) **City of Scottsdale, Arizona** – Community Services Department
Contact: Bill Murphy, Parks Maintenance and Grounds Manager, 480-312-2915 or bmurphy@scottsdaleAZ.gov

Judy Weiss, Parks and Recreation Director (480) 312-2416 or jweiss@ScottsdaleAZ.gov

Web Address:

<http://www.ci.scottsdale.az.us/finance/Documents/v2community.pdf> (Scroll to performance measurement program elements)

- (5) **San Diego, California** – Park and Recreation Department
Contact: Stacy Lomedico, Assistant to the Director, 619-525-8235

Web Address: Reference the 2004 Annual Budget at:

<http://www.sannet.gov/budget/annual/volume3/pdf/v3park.pdf> (scroll to page 358 for performance measures)

- (6) **Orange County, Florida** – Parks and Recreation Department
Contact: Rodney Williams, Assistant Manager Parks and Recreation, 407-836-6208

Web Address: Reference the 2004 Annual Budget at:

www.orangecountyfl.net/jobs/budget/2004/default.htm

(Reference → Scroll to and click on: Section 5 Community and Environmental Services -- > Under OPTION menu on left side of window click onto performance based measures, page 8)

- (7) **San Jose, California** – Recreation & Cultural Services Department
Contact: Parks and Recreation Department, 408-277-4661 (not contacted)

Web Address: Reference the 2004 Annual Budget at:

www.sanjoseca.gov/budget0405/mba/mba01.pdf (scroll to Recreation & Cultural Services – Chapter/Section 5)

- (8) **Broward County, Florida** – Parks and Recreation Division
Contact: Mike Harlan, Assistant Parks & Recreation director, 954-357-8108

Web Address:

Reference the 2004 2nd quarter County Management Performance Report for Community Services, Parks and Recreation division at:

http://www.broward.org/budget/fy04jn2qtr/commsvcs_2qtr/07csparks04q2.pdf

Reference the 2005 Annual Budget at:

<http://www.broward.org/budget/yr2005/rop/communitysvcs/09parks.pdf> (scroll to performance measure section for each section listed)