Massachusetts Municipal Performance Management Program

1. **AMESBURY**
2. **Andover**
3. **Braintree**
4. **Brookline**
5. **Cambridge**
6. **Chatham**
7. **Chicopee**
8. **Dartmouth**
9. **Holliston**
10. **LOWELL*****
11. **Medway**
12. **New Bedford**
13. **Northampton**
14. **Orange**
15. **Revere**
16. **Salem**
17. **Shirley**
18. **SOMERVILLE**
19. **WOBURN**
20. **WORCESTER**

Underline and capital letters indicates grantee municipality.
Asterisks indicate lead municipality.

April 18, 2013

UMASS BOSTON

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Introductory Letter

As cities and towns across the Commonwealth emerge from a prolonged period of fiscal constraints, it is imperative that they apply the lessons learned toward future decisions regarding operational efficiency and performance management. Local government leaders require the ability to monitor the performance of their departments in real-time. Concurrently, the public is demanding increased transparency and accountability by their governments in order to ensure that tax dollars are being spent judiciously, efficiently, and effectively.

Ironically, the circumstances that necessitate these qualities also limit cities' and towns' abilities to achieve proficiency in them. With resources still scarce, municipalities must dedicate the majority of their resources toward maintaining service delivery at or near pre-recession levels. This means many innovative projects and initiatives that could potentially identify issues prior to reaching crisis levels are left by the wayside in order to continue providing essential services, such as police and fire protection, and education.

This dilemma, coupled with the increase in demand for a more efficient and transparent government, are the reasons why the City of Lowell and its partners requested funding to develop the Massachusetts Municipal Performance Management Program. The idea was to create a program that could both be used by our respective cities and also be expanded to include other municipalities in a way that would help all improve by sharing ideas, best practices, techniques, data, metrics, and solutions to common problems. The program was also intended to act both as a method for increasing local government accountability and a tool to inform state officials as to what is happening "on the ground" in Massachusetts cities and towns.

The grantees were all part of New England StatNet, a group of municipalities across New England dedicated to innovation and performance management in government. StatNet municipalities are dedicated not only to improving their own operations through performance management, but also promulgating the ideas and concepts of performance management to other cities and towns.

The City of Lowell and its municipal partners also realize that performance management is a priority of the Patrick Administration at the state government level. A strong connection exists between state and local government. Although not formally tied in with the Commonwealth's MassGoals project, there will likely be opportunities going forward to connect the work of the two efforts.

The enclosed report attempts to highlight some of the key findings of the work completed and hopefully will incentivize my fellow municipal managers to utilize similar approaches to performance management, using the experience in Lowell and our partner communities as a case-study. The success of the program did not come without challenges, but the fruits of our labor will undoubtedly benefit future participants with similar aspirations. Specifically, the toolkit and website to be produced as a result of the grant will help to establish standard performance indicators statewide, which can be used by all municipalities in Massachusetts to benchmark their performance against other communities. This was one of the critical goals of the

program from the start, because it is nearly impossible for any municipal administrator to gauge the performance of his or her operations without an industry standard to be used for comparison. Our collective ambitions have been vindicated by the decision of the State Executive Office of Administration and Finance to fund an additional round of grantees. The hard work initiated by the initial group of communities will continue to benefit administrations in cities and towns throughout the state and, in line with the mission of those communities, will continue to innovate and improve as the process endures.

I am grateful to our forward-thinking municipal partners, Amesbury Mayor Thatcher Kezer, Somerville Mayor Joe Curtatone, Woburn Mayor Scott Galvin, and Worcester City Manager Michael O'Brien, and their respective staffs. They have not only helped launch this effort and been major participants in New England StatNet, but they have generally been at the forefront of efforts to implement performance management efforts in municipalities in the Commonwealth.

I also want to thank my LowellStat team, particularly Chief Financial Officer Tom Moses, former Data Management Analyst Michael Herbert, and current Data Management Analyst Conor Baldwin, and the Collins Center team, which includes StatNet Coordinator Amy Dain, Senior Associate Stephanie Hirsch, and Director of Municipal Services Michael Ward.

Finally, it is absolutely essential for us to thank the Patrick Administration and the Executive Office of Administration and Finance for their financial support for this work, and for their commitment to performance management at both the state and municipal levels.

Sincerely,

Bernard F. Lynch
City Manager

Executive Summary

Led by Lowell and the other grantee municipalities (Amesbury, Somerville, Woburn, and Worcester), the Municipal Performance Management Program launched in August 2012. This Program also included 15 additional municipalities seeking to establish performance management programs selected from a pool of applicant cities and towns. Together, these municipalities included 15% of the residents of the Commonwealth, ranged in size from 7,000 to 180,000, and were located in 10 of the 14 counties.

At the highest level, the Program goals were: (1) expand the use of performance management, data, goals, and measures in Massachusetts municipal governance; and (2) make performance management part of the culture of municipal government in a way that is sustainable over the long term.

To achieve these goals, the municipalities retained the Collins Center for Public Management to build and manage a team that would work with participant municipalities to launch or expand performance management efforts, and to develop best practices, helpful tools, and common indicators that could be used by all municipalities. The Center hired and trained five Analysts, each of whom supported a portfolio of municipalities, and provided them access to the Center's team of subject area experts.

Given the limited time for the work, the team knew that it had to demonstrate the value of this work to the municipalities during the Program period in a way that they would view the return on investment as great enough to invest in it afterward. Above all else, the work had to demonstrate some "quick wins." The team felt that the CitiStat model held the most promise to accomplish this. Additionally, the team felt that the best approach was to start right away with existing data and measures, rather than initially engaging in an in-depth strategic planning process. The other major decision that the team needed to make in planning the Program was where to focus the initial work. The team decided to begin with the police department and the department of public works. Part of the reason for these selections was that these two departments are at the very core of the function of municipal government, both in terms of the services they provide and in terms of the portion of the budgets that they frequently comprise.

The Analysts received training in the last week of July. The training included a day-long orientation and kickoff held at Harvard's Kennedy School for all participating municipalities and the Analysts. The agenda contained an overview of the Program, training on data, a lecture by Professor Robert Behn (one of the world's leading experts on CitiStat programs), and a sample SomerStat meeting held by Somerville Mayor Joe Curtatone.

In the first week of August, the Analysts headed out to their municipalities and began the work. Their first task was to familiarize themselves with their municipalities. Their other primary task was to understand the current state of performance management efforts, if any, and the current use of data in management and policymaking. The first police department Stat meetings occurred in the final week of August. Dartmouth's DartStat meeting was first on August 27, followed by Chicopee's ChicopeeStat meeting on August 28. Throughout September, the remaining 15

municipalities that were started on August 1 held their first police Stat meetings. (The start date of five of the municipalities was delayed due to the early departure of one of the Analysts.) At the same time, toward the middle of the month, the first public works Stat meetings were held.

Despite only six months in operation, the Program has accomplished much, including:

- ✓ Holding over 60 CitiStat meetings in nearly 40 departments across the 20 municipalities;
- ✓ Designing new workload and efficiency measures to help departments improve performance management efforts;
- ✓ Making changes to data coding to allow for better data analysis, including categorizing overtime to identify causes and redesigning regular crime reports provided to patrolmen;
- ✓ Increasing inter- and intra-municipal collaboration on best practices and problem solving;
- ✓ Helping municipal employees learn new technical or software skills, including ways to reduce data entry inefficiency and improve accuracy;
- ✓ Completing significant analyses on usage of sick time and overtime;
- ✓ Analyzing injuries on duty, which led to new safety training for most common injuries and monthly safety reports; and
- ✓ Running two StatNet meetings that each brought together about 100 municipal officials from inside and outside the program to discuss Police and Public Works data; and
- ✓ Working on collecting lessons learned and building templates for a municipal performance management toolkit and on developing common indicators and measures.

Beyond the direct work in the municipalities, this Program assumed responsibility for the work of New England StatNet, out of which it was initially created. The Program was charged with absorbing the work of StatNet and making the meetings free for all Massachusetts municipalities. StatNet is a network of municipal officials who use CitiStat or other performance management approaches. StatNet municipalities agree to share data and best practices, and to meet regularly to learn from others' experience working on performance management and managing CitiStat systems.

StatNet held two meetings during the course of the Program, one on police and one on public works, timed in an attempt to link the work of the Program as effectively as possible with StatNet. The first of these meetings, which was held on October 25, focused on police and had more than 120 attendees. The topics included police staffing, traffic enforcement, police finance, crime analysis, and implementing performance management. The second of these meetings, which was held on December 13, focused on public works and had approximately 100 attendees. The topics included highway and street lights, water and sewer, buildings and grounds, work order systems, solid waste and recycling, fleet maintenance and management, and a general discussion about DPW best practices.

As the first few months of the work progressed, A&F recognized the current and potential benefits of the Program, and asked the Center to begin development of a "Round II." The idea would be to build a model that would allow the first round municipalities to continue, while simultaneously providing the opportunity for others to join. After several months of joint planning, A&F gave the Center the go-ahead to develop the second round of the Program based on $300,000 of committed support, plus a fee schedule for continuing municipal participants. In short, new participants in the Program would be given the chance to participate for six months at

a very nominal cost, after which they would pay nearly the full cost of the work. Municipalities would be able to choose from three levels of support.

Over the course of January and February, the Center met with participants and discussed their options for continuing. In the end, 19 of the 20 participating municipalities chose to continue to participate in the Program in some form. At the same time, the Center solicited applicants for municipalities to begin in Round II. Seven municipalities applied for five openings. Five were accepted, and two were granted acceptance into the third round of the Program, which is slated to begin in September.

Finally, as part of the effort, the team is developing a toolkit of templates, reports, and best practices in performance management based on lessons learned, as well as common indicators that can be used across municipalities.

Section 1: Partner Communities

Lead municipality:	Lowell
Other grantee municipalities:	Amesbury, Somerville, Woburn, and Worcester
Additional municipalities:	Andover, Braintree, Brookline, Cambridge, Chatham, Chicopee, Dartmouth, Holliston, Medway, New Bedford, Northampton, Orange, Revere, Salem, and Shirley
Primary partner organization:	Edward J. Collins, Jr. Center for Public Management, McCormack Graduate School of Policy and Global Studies, UMass Boston

The City of Lowell was the lead municipality on this project, providing administrative and logistical oversight and support for the efforts. The other grantee municipalities were the Cities of Amesbury, Somerville, Woburn, and Worcester. All of these municipalities have been active participants in New England StatNet for years, and most have been participants since MassStat (as StatNet was originally called) was founded in 2008. Initial discussions about this proposal occurred in the context of thinking about ways to expand and enhance StatNet's efforts.

Early on in the process, the City of Lowell contracted with the Edward J. Collins, Jr. Center for Public Management in the McCormack Graduate School of Policy and Global Studies at UMass Boston to manage these efforts. The Center has been the coordinator of StatNet since its inception and had already done significant work on performance management both at the municipal and state levels in Massachusetts (as well as some municipal work in Connecticut). The mission of the Center is to improve the effectiveness, efficiency, accountability, and professionalism of all levels of government, with a particular focus on state and local government.

The five grantee municipalities were joined in the effort by 15 additional municipalities selected by a Committee comprised of representatives from the Collins Center, the Executive Office of Administration & Finance, the City of Lowell, and the City of Woburn. These additional municipalities were selected to represent a wide range of communities in terms of geography, form of government, population, budget, socio-economic level, and experience with performance management. The review committee also looked for evidence of commitment to the work.

Taken together, the 20 municipalities participating in this program:

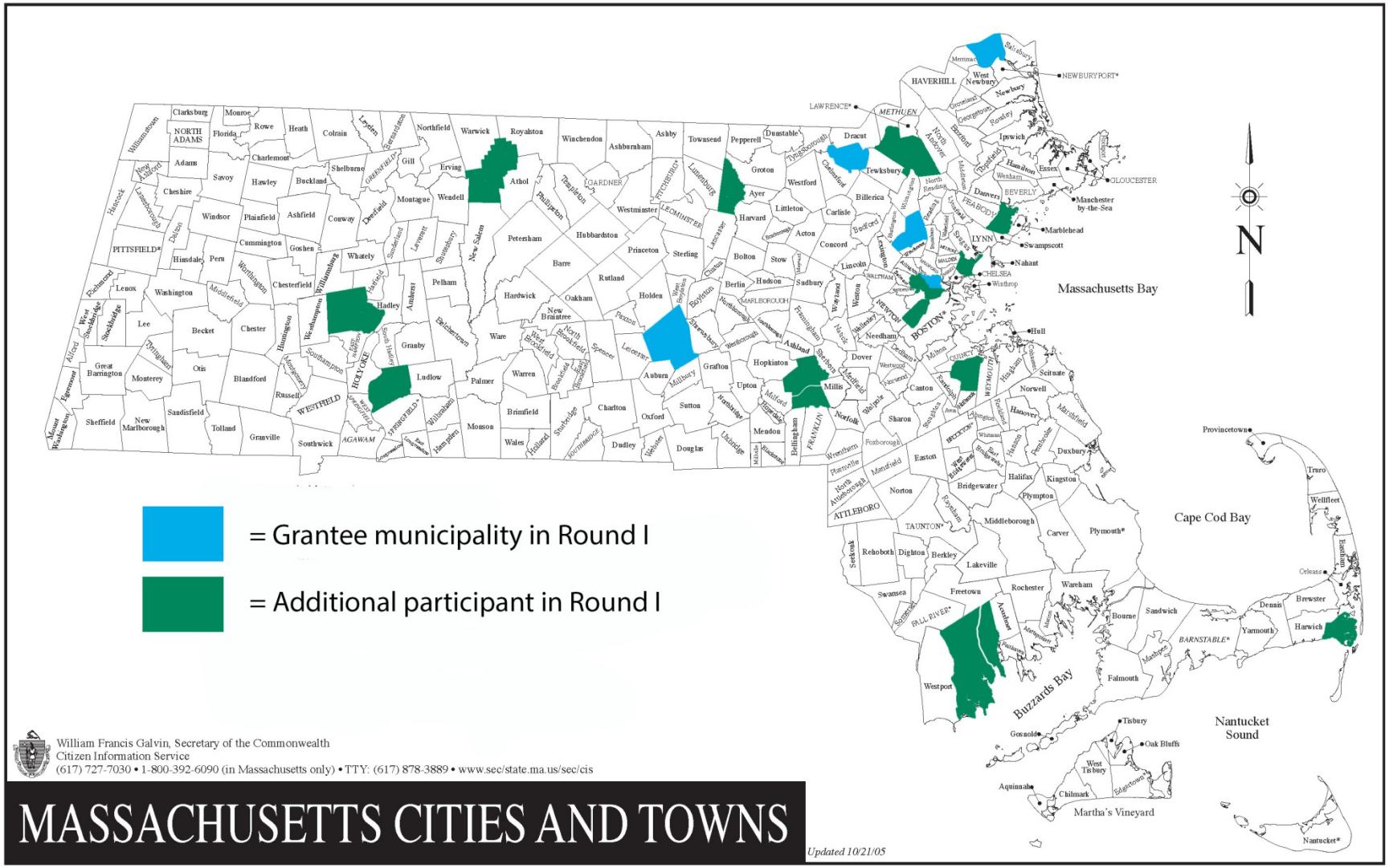
- ✓ Were home to 15% of the residents of the Commonwealth,
- ✓ Comprised all major forms of municipal government in the Commonwealth,
- ✓ Included municipalities with populations ranging from very low income to very high income;
- ✓ Ranged in population from 7,000 to 180,000, and
- ✓ Were located in 10 of the 14 counties.

For a complete list of participating municipalities and some of their key characteristics, please see the chart on the next page. For a map highlighting the participating municipalities, please see the following page.

Throughout the course of the project, the primary management of the work was done collaboratively by staff from the City of Lowell and the Collins Center, at times with additional assistance from the other four grantee municipalities and from the Executive Office of Administration & Finance itself.

Municipality	County	Pop. (2010)	Income Per Capita (2008)	Public Road Mileage (2009)	General Fund Budget (FY12)	Form	Legis-lative Body	CEO/ CAO
LOWELL**	Middlesex	106,519	$18,513	239.02	$251,855,367	City	Council (9)	Mayor-Manager
AMES-BURY*	Essex	16,283	$29,712	73.75	$49,055,623	City	Council (9)	Mayor
SOMER-VILLE*	Middlesex	75,754	$26,391	106.15	$180,359,437	City	Aldermen (11)	Mayor
WOBURN*	Middlesex	38,120	$30,616	151.96	$105,439,292	City	Aldermen (9)	Mayor
WORCEST-ER*	Worcester	181,045	$18,907	521.61	$439,933,166	City	Council (11)	Mayor-Manager
ANDOVER	Essex	33,201	$62,628	224	$116,476,386	Town	OTM	TM
BRAINTREE	Norfolk	35,744	$33,025	144.4	$90,735,113	City	Council (9)	Mayor
BROOKLINE	Norfolk	58,732	$57,700	105.66	$193,636,038	Town	RTM (240)	TA
CAMBRIDGE	Middlesex	105,162	$43,107	141.24	$393,015,141	City	Council (9)	Mayor-Manager
CHATHAM	Barnstable	6,125	$38,232	122.43	$33,974,253	Town	OTM	TM
CHICOPEE	Hampden	55,298	$17,918	259.4	$140,038,824	City	Council (13)	Mayor
DART-MOUTH	Bristol	34,032	$27,111	217.61	$63,297,603	Town	RTM (391)	TA
HOLLISTON	Middlesex	13,547	$44,161	91.6	$47,004,724	Town	OTM	TA
MEDWAY	Norfolk	12,752	$39,051	73.9	$40,959,866	Town	OTM	TA
NEW BEDFORD	Bristol	95,072	$15,434	282.66	$218,421,810	City	Council (11)	Mayor
NORTH-AMPTON	Hampshire	28,549	$27,217	183.25	$73,848,710	City	Council (9)	Mayor
ORANGE	Franklin	7,839	$16,960	103.53	$17,001,829	Town	OTM	TA
REVERE	Suffolk	51,755	$18,272	109.27	$111,660,565	City	Council (11)	Mayor
SALEM	Essex	41,340	$24,997	98.62	$112,586,933	City	Council (11)	Mayor
SHIRLEY	Middlesex	7,211	$20,792	52.18	$10,583,136	Town	OTM	TA

Key: *** = Lead municipality, * = Other grantee municipality, OTM = Open Town Meeting, RTM = Representative Town Meeting, TA = Town Administrator, TM = Town Manager. Numbers in parenthesis in Legislative Body column indicate size of legislative body.*



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MASSACHUSETTS CITIES AND TOWNS

Updated 10/21/05

Section 2: Goals

At the highest level, the goals of this project have remained essentially unchanged throughout the course of the work:

1. Expand the current use of performance management, data, goals, and measures in Massachusetts municipal governance; and
2. Make performance management part of the culture of municipal governance in Massachusetts in a way that ensures its sustainability over the long term.

Alternatively, in the words of one concept document drafted early in the Program's development, the primary goal of the Program is "to infuse the concept and philosophy of performance management in all Massachusetts cities and towns."

When the project was proposed, the achievement of the above goals was centered on three main sub-goals:

1. Provide direct assistance to municipalities in launching or expanding performance management efforts;
2. Develop common indicators that can be used by Massachusetts municipalities; and
3. Create a website and toolkit that any municipality can use to improve its use of performance management, data, goals, and measures.

Over the course of the project period, the sub-goals evolved beyond the three listed above. At the end of the project, a current characterization of the sub-goals would be as follows:

1. Provide direct, on-the-ground assistance to participating municipalities to help them start or expand performance management efforts and their use of data, goals, and measures in operations, management, and policy-making;
2. Make the performance management work in participating municipalities sustainable by demonstrating the impact of the work as quickly as possible, particularly in those municipalities using the Program to launch performance management efforts for the first time;
3. Introduce new municipalities to the concepts of performance management and data usage by making New England StatNet open to all Massachusetts municipalities and encouraging municipalities to attend that have not done so previously;
4. Increase the sharing of innovations, best practices, solutions to common issues, etc. across municipalities;
5. Expand the use of data, goals, and measures statewide via a website and a toolkit; and
6. Develop common indicators that can be used by Massachusetts municipalities.

For reasons that will be discussed in detail in the Implementation Plan section of this report, the focus of the limited time was placed on the first four of those items, leaving the last two for further down the road. (As of this report, both are currently underway, although there is more work to be done.) The logic behind this strategy will be discussed in greater detail in the next section.

Section 3: Implementation Plan

Deciding on the Basic Approach

At the very beginning of the project, Lowell and the other grantees engaged the Collins Center to begin the planning and development of the work. The Center worked with staff from Lowell, the other grantee municipalities, and A&F to put together a plan. The early meetings and calls were used to develop the details of the plan. (For a brief timeline of this work, please see the end of this section.)

Two main options were considered as the core of the plan:

- Performance management workshops, which would be held around the state, in order to teach about and advocate for performance management efforts, and to collect information about current efforts in performance management and the levels of data usage; and
- A fellowship program, whereby "Performance Management Fellows" would be placed in municipalities to assist directly with the review of current efforts, to help with the development of performance management efforts, and to work on development of indicators.

Although both approaches had pros and cons, it was generally felt that the latter would be a more effective method for achieving the Program's goals. The most important reason behind this decision was that the team felt that many of the common obstacles preventing municipalities from starting their own performance management efforts (e.g., lack of time among staff with the skills and responsibility, the need to overcome fear and inertia in some departments, lack of knowledge about the principles and techniques, etc.) could be addressed by the fellowship approach, but not by the workshop approach.

Developing the Analyst Model

Once it was determined that the fellowship model was the preferred model, the team worked to identify the right number of municipalities and fellows to participate. From the start, it was generally agreed that the Program would include municipalities beyond the original five. The two primary questions were: (1) Given the resources available, how many fellows could be hired? And (2) How many municipalities could each fellow reasonably serve?

The team discussed many potential combinations of municipalities and fellows, before settling on four as the best number of municipalities for a fellow to have in his or her portfolio. The challenge was, without having any good way to gauge the level of effort that would be needed, to find the maximum number of municipalities that could be served before the number became so large that it diluted the fellow's ability to achieve the goals in any individual municipality. After much discussion, the team settled upon four. That number would allow each fellow to spend approximately one a day week in each municipality, which seemed to be enough time to do significant work each week and keep a sense of continuity, while allowing the fifth day for team

work and as a flex day for those weeks that had a holiday or where a fellow's schedule had to be altered.

An important question was what the fellow position should look like in terms of qualifications, skills, education, etc. Clearly, given the work's focus on performance management and measurement, comfort and skills with data collection, analysis, and presentation were going to be essential. In order to achieve that, it was generally agreed that graduate level work in a program that included quantitative coursework would be necessary. At the same time, it was agreed that skill with data alone would not be sufficient. Given that the fellows would have to be operating in multiple departments across municipalities, and given that there is often disinterest in, or outright resistance to, change in general and use of data in departments across municipal governments in particular, the team determined that the fellows would also have to have significant communications, interpersonal, and political (with a small "p") savvy.

The final key question about the position was whether prior municipal experience would be required. After discussion, the team determined that it would not be. Although preference would be given for those with some experience in municipal government specifically, or the public sector more generally, the team felt that requiring municipal experience would restrict the pool too much. Even more importantly, hiring only people who had prior municipal experience would miss an opportunity to open a new pathway toward achieving the Program's overarching goal of expanding the culture of performance management across Massachusetts. By hiring people without experience in municipal government and providing them with a truly unique opportunity to learn about municipal government, the Program would create a new pool of future municipal managers grounded in performance management principles and with extraordinary on-the-ground experience in implementing performance management efforts. (With over a quarter of town managers in the Commonwealth expected to retire in the next five years, according to research by the Massachusetts Municipal Managers Association (MMMA), the fellows would be well-positioned to carry performance management beyond the municipalities that would be selected to participate in the Program itself.)

Once the qualifications and skills were agreed upon, the salary range was determined based on the Center's existing position classifications and the level necessary to attract the level of skills, experience, and education needed. With those pieces in place, it was fairly straightforward to determine that the Program would be able to serve 20 municipalities, including both the original five grantees and an additional 15 to be selected.

At the same time, as Center staff began to investigate the logistical steps required to retain the "Fellows" for the Program, the fact that the Center already included Fellows within its state performance management efforts, and that the two positions would not align well in terms of needs and resources, it became necessary to find an alternate title. The team agreed to change the external title of the position to Performance Management Analysts. (For internal UMass Boston classification purposes, the position is titled Government Services Specialist (GSS).)

Finally, it was agreed that the Center would use its existing team of subject area expert consultants to assist with the training and to be available in an "on-call" capacity if the Analysts had questions during the course of the work.

Deciding on the Right Approach for the Work

While the Analysts and municipalities were being recruited, the team developed the model further and began adding detail to the workplan.

Given the number and complexity of sub-goals, the limited time for the work became a critical factor in determining the approach. The Program had only five months of guaranteed funding, and it was not clear how fast or slow the work was going to move once the Analysts were on the ground. (At this point, there had been no discussions yet about funding for continuation of the work.) Since it would have been an ineffective strategy to launch something that would cease when the funding ended, the discussion about where to start centered on how to achieve sustainability in the shortest possible time. Toward that end, the challenge became how to demonstrate the value of this work to the municipalities themselves during the Program period in a way that they would view the return on investment as great enough to invest in continuing the work in some form after the Program concluded. Above all else, the work had to demonstrate some "quick wins" or, to use a phrase thrown around frequently in the planning process, "find the low-hanging fruit."

Although there are many different definitions of and potentially successful approaches to performance management, ultimately the team felt that the CitiStat model held the most promise for this program.[1] Additionally, the team felt that the best approach was to start right away with existing data and measures, rather than initially engaging in an in-depth strategic planning or goal-setting process. There were many reasons for these decisions, but two probably stood out above all else.

First, the CitiStat approach would impose a structure upon participating municipalities that would force the work to begin quickly and continue at a rigorous pace. From experience, the team knew that municipal managers wear so many hats and face such a constant stream of crises and emergencies demanding their attention that unless a structure and regular schedule is put in place, the work would always remain on the back burner.

Second, the CitiStat approach fits well with the search for low-hanging fruit, especially when the initial focus is on existing or accessible data. The charge to the Analysts was to begin immediately working with whatever data systems the municipality had in place, particularly HR and financial management systems. Administrative data systems contain data that, in many municipalities, are rarely looked at beyond running some basic reports. Taking those same data sets and delving a little deeper, cutting the numbers a little differently, or even simply presenting the data in a way that contains clear visual representations can lead quickly to extremely productive discussions about common issues. At the same time, this work would help the

[1] According to Harvard Professor Robert Behn, CitiStat is a management approach where an organization *"holds an ongoing series of regular, frequent, periodic, integrated meetings during which the chief executive and/or the principal members of the chief executive's leadership team plus the individual director (and the top managers) of different sub-units use data to analyze the unit's past performance, to follow-up on previous decisions and commitments to improve performance, to establish its next performance objectives, and to examine the effectiveness of its overall performance strategies."*

Analysts understand where municipalities were lacking data systems or where data were not being captured effectively or accurately. This would allow the municipality to quickly work on improving data systems, leading to improvements in data quality that might otherwise not occur during the course of the Program.

Finally, the CitiStat approach would allow the chief executive and department heads to customize the Program somewhat to the issues where they thought the work could make the biggest impact.

It is important to recognize that this approach was by no means the only one the team could have taken. An alternative approach to starting with data would have been to start by working through the goals of the chief executive, then working with department heads to develop goals that fit into the chief executive's goals, then determining measures that would support those goals, and then determining whether the data sets existed to track those goals and building them where they did not.

In other contexts, this is a perfectly viable approach. In fact, it is more or less the approach that the Center's MassGoals team is taking in working on performance management for the state government itself, and it is proving highly successful in that context. The team felt that this approach would not work for this Program. The timeframe was too short, the need to demonstrate quick wins was too great, and, perhaps above all else and as the team knew from direct experience, the state of municipal data systems would mean that many municipalities might end up putting together a full strategic plan with goals and measures, only to discover that there would be insufficient data systems to do anything about it. The plan would then be likely to sit on the shelf.

Similarly, as an alternative to the CitiStat model of focusing the energy on meetings, the approach could have focused energy on reports and memos, or on developing measures to integrate into the annual operating budget. These are all viable approaches to performance management. For this particular project, the CitiStat approach seemed most likely to generate the kind of fast impact needed to support long-term sustainability.

The final major decision that the team needed to make during this part of the Program development was where to focus the initial work. The team assumed that there would be no way to get through every department, or even every major department, in a municipality within five months, so each municipality would have to focus on a few. The question then became whether to require each municipality to start with the same departments or to allow them to pick the departments where they wanted to begin.

Although there were advantages and disadvantages to both possible approaches, it was decided to require them all to work on the same departments. This would make training and supervision of the Analysts simpler, would ease the burden on the Analysts who would be moving up the learning curve in particular subject areas and, perhaps most importantly, it would facilitate the development of common measures and the sharing of best practices and innovations.

The team discussed which departments to begin with and selected the police department and the department of public works. Part of the reason for these selections was that these two departments are at the very core of the function of municipal government in Massachusetts, both in terms of the services they provide and in terms of the portion of the budgets that they frequently represent. At the same time, there were other individual reasons for each.

In the case of the police department, it was determined that this would be the first department for several reasons. First, federal reporting requirements mean that police departments generally have some useful and easily accessible data sets. Second, police chiefs and their top deputies are frequently some of the more sophisticated data users among municipal managers. Third, the presence of crime analysts in some municipalities but not others meant there would be another interesting opportunity for knowledge transfer.

In the case of public works department, it is important to note that the term is used loosely throughout this report to mean any public works-related function, regardless of where it sits in the organizational structure of the municipality. This is because there is such enormous variation across Massachusetts cities and towns in how public works-related services are delivered. In addition to core highway and related functions, for the purposes of this Program, public works may or may not also include parks, facilities, fleet maintenance, sanitation and recycling, cemeteries, water, and/or sewer. There were several reasons for selecting public works as the second department. First, based on the team's experience, it was assumed that public works is typically not one of the most data and information technology-savvy departments, so it would be a good place to test approaches to performance management in a data-scarce arena. Second, public works also includes functions where the public has a great deal of anecdotal information about performance that it is constantly using to judge the municipality's services. Therefore, the importance of building up quantitative measures to evaluate the actual performance of the department is critical in helping the public understand the services it is receiving, what services and functions the municipality performs well, and what areas will need improvement.

Finding Analysts and Municipalities

After getting the model in place, the team simultaneously went about recruiting Analysts and municipalities. To recruit Analysts, the team created and posted a job description on graduate school jobs boards across the Commonwealth and beyond, and an email announcement about the Program, which included the job description, went out to the Center's full email blast list (which included nearly 30,000 addresses at the time). (Please see the Resources section for the text of the e-blast and the job posting.)

Well over 100 applications were received for the positions. A small number were selected for interviews, some of which were conducted in person and some of which were conducted by phone (for those selected applicants not in the greater Boston area). In order to evaluate both the data and interpersonal skills of the applicants, the interviews contained three parts: (1) a set of traditional interview questions, (2) a timed data set exercise that gave applicants one hour to analyze a data set they were given and to produce questions and slides about the data, and (3) several role-play questions that put them in situations they might face in municipalities during

the course of the Program. All three pieces proved helpful in evaluating applicants' fit for the Program.

From among the interviewees, five applicants were selected and offered the positions.

At the same time as the Analysts were being recruited and hired, the team was working on adding the fifteen additional municipalities. Given the need to understand the use of performance management across the Commonwealth and the need for any common measures to be widely applicable, it was agreed that the municipalities should reflect the widest diversity possible on a variety of variables. It was also important to understand applicant municipalities' level of commitment to the work. Finally, it was important that municipalities be interested in starting with police and public works. The team developed an application with questions determined to provide information to evaluate municipalities on both their characteristics and the level of interest. (Please see the Resources section for the text the application.)

In addition to the announcement in the Center's e-newsletter, a breakout session at StatNet's annual conference and training in May was devoted specifically to describing and answering questions about the Program.

By the deadline in early June, seventeen municipalities had submitted applications to the Program. A committee representing the grantee municipalities, the Center, and A&F met to evaluate the applications. Fifteen were selected and offered the opportunity to participate in the Program by signing a Memorandum of Understanding (MOU) with the Center. All fifteen accepted. The remaining two municipalities were informed that, if funding were provided for a second round and if they applied, they would be given preference over first-time applicants.

The final decision regarding the Analyst and municipality selections involved matching the Analysts with municipalities. Although the constraints of geography had to be the primary limiting factor in assigning municipalities to the Analysts (both for time and budgetary reasons), there were other factors involved. The challenges of assigning Analysts will be discussed further in the challenges section.

Training and Orientation

Given that only some of the Analysts had municipal experience, and that their experience was generally somewhat limited, the team prepared a week of training on a wide variety of topics ranging from an overview of the history and functions of municipal governance to issues in municipal human resources to working with municipal data, and much more. (See Resources section for the training week schedule.)

Two business days before the start of the training, one of the five Analysts backed out of the position to take another job. After lengthy discussions, it was agreed that four of the grantee municipalities would have their starts delayed while the Center hired a new fifth Analyst. Those municipalities were assured that they would receive the same five months of participation in the Program that the remaining sixteen were getting, but they would be offset by a few months.

The training took place in the last week of July. The training included a day-long orientation and kickoff held at Harvard's Kennedy School to which all participating municipalities were required in the MOU to send representatives. The agenda included an overview of the Program, training on data, a lecture by Professor Robert Behn (one of the world's leading experts on CitiStat programs), and a sample SomerStat meeting held by Somerville Mayor Joe Curtatone.

The final day of the training included a site visit to the City of Boston's "Boston About Results" Program, in order see another approach to performance management.

Early Months

In the first week of August, the Analysts headed out to their municipalities and began the work. Their first task was to familiarize themselves with their municipalities, and in particular the police department and public works department. Their other primary task was to understand the current state of performance management efforts, if any, and the current use of data in management and policymaking.

The initial goal was to hold the first Stat meeting in each municipality within a few weeks of arrival. For a variety of reasons, this proved difficult. (The challenges of starting will be discussed further in the Challenges and Solutions section.) The first police department Stat meetings occurred in the final week of August. Dartmouth's DartStat meeting was first on August 27, followed by Chicopee's ChicopeeStat meeting on August 28.

Throughout September, the remaining 15 municipalities that were started on August 1 held their first police Stat meetings. At the same time, toward the middle of the month, the first public works Stat meetings were held.

During the early weeks and months, the full team convened at the Center almost every Friday. This was both to share knowledge and experiences, and to try to document the early lessons learned. As time went on, in order to save time and reduce costs, Friday meetings were frequently replaced by conference calls. Meetings were reserved when there were specific needs or issues to address. Regardless of whether the Friday meeting was in person or by conference call, each one began with weekly updates from each of the Analysts on what they had been doing in each of their municipalities and the issues they had encountered.

New England StatNet

As noted, this Program was initially an outgrowth of New England StatNet. The Program was essentially charged in the grant award and agreement with absorbing the work of StatNet and making the meetings free for all Massachusetts municipalities.

StatNet is a network of municipal officials who use CitiStat or other performance management approaches. Coordinated by the Center and initially guided by a steering committee of participant municipalities, StatNet municipalities agree to share data and best practices and to meet regularly to learn from others' experience working on performance management and managing CitiStat systems. Participants represent municipalities of all sizes from across the

Northeast. Originally called MassStat, StatNet was organized in early 2008 by officials in several Massachusetts municipalities, with support from the Collins Center, the Pioneer Institute, and Harvard Kennedy School's Rappaport Institute for Greater Boston. The Center assumed the coordinating role in the fall of 2008.

StatNet held two meetings during the course of the Program, one on police and one on public works, timed in an attempt to link the work of the Program as effectively as possible with StatNet. In order to keep the costs low, both meetings were held at the Charlton Public Library, which did not charge for hosting the meetings and which was relatively accessible from most directions and somewhat centrally located in the Commonwealth.

The first of these meetings was held on October 25 and focused on police. Over 120 officials attended, including police chiefs, deputies, HR directors, budget directors, chiefs of staff, town managers, town administrators, assistant town managers, assistant town administrators, analysts, and many others. The topics included police staffing, traffic enforcement, police finance, crime analysis, and implementing performance management.

The second of these meetings was held on December 13 and focused on public works. Approximately 100 officials attended, including a diversity of officials in public works departments and divisions, in addition to many of the same management level officials as the prior meeting. The topics included highway and street lights, water and sewer, buildings and grounds, work order systems, solid waste and recycling, fleet maintenance and management, and a general discussion about building consensus on DPW best practices.

In both of these meetings, the Analysts did a great deal of work developing the data collection tool, compiling the data, preparing slides, and facilitating sessions.

As of this early point in Round II of the Program, StatNet is currently in a hybrid position, being supported by the work of the Program team, but with overall guidance shared with the steering committee of participant municipalities that had guided it its first four years of existence. In the coming months, the team and the steering committee hope to fashion a more permanent arrangement that balances the needs, resources, and strengths of both approaches.

It is also worth noting that, thanks to a grant from the current year's CIC Program, four municipalities (Somerville, Chicopee, Fitchburg, and Revere) will be working with the Center and education experts from both Tufts and Harvard to launch a parallel Schools StatNet, modeled after StatNet itself. The first meeting of this effort should be in April or May.

Also interesting in terms of potential spin-off efforts from StatNet was news that one New York town official who attended several StatNet meetings and subsequently accepted a position running performance management efforts in a Maryland county is working on launching a Mid-Atlantic StatNet modeled after New England StatNet.

Program Evolution and Shift to Round II

As the first few months of the work progressed, a few issues became apparent that both slowed the work and forced adjustments in the strategy. These will be addressed in the Challenges section.

Perhaps the greatest factor driving the evolution of the Program was the request for the A&F to begin development of a "second round" of the Program that would begin after the conclusion of the first round and that would balance providing some support to municipalities from the first round with support for bringing a new wave of municipalities into the efforts. Moreover, the language in the budget providing for the second round of the CIC program specifically carved out the Program and the Collins Center, alleviating the indirect mechanism necessitated by the structure of the first round.

After several months of iterative planning and proposals, A&F gave the Center the go-ahead to develop the second round of the Program based on $300,000 of committed support. While this amount was approximately the same amount as for the main operations of the Program for the first round, the second grant was intended to support the Program for a full year. In order to be able to maintain the Program for a full year with that amount of state support, A&F and the Center developed a fee schedule for continuing municipal participants. Going forward, new participants in the Program would be given six months at a very nominal cost, and after the first six months, all municipalities would essentially be paying the full cost of the work. Municipalities could choose from several different levels of support. (Please see the Resources section for the Round II Fee Schedule.)

Over the course of January and February, the Center met with the existing participants and discussed their proposed options for continuing. In the end, 19 of the initial 20 participating municipalities chose to continue to participate in the Program in some form. At the same time, the Center solicited applicants for municipalities to begin in Round II of the Program. Seven municipalities applied for five openings. Five were accepted, and two were granted automatic acceptance into the third round of the Program, which is slated to begin in September. (For more on Round II, please see the outcomes section.)

Key dates in the development of the Program

2012:

- **March - April:** Planning meetings and calls held with staff from Lowell, the other grantee municipalities, and the Collins Center
- **May 1:** Agreement finalized between Lowell and A&F
- **May 16:** Email announcement goes out to Collins Center's full email blast list (nearly 30,000 addresses) announcing the Program, and soliciting applicant municipalities and prospective analysts
- **May 24:** StatNet's annual conference/training day includes breakout session describing the Program
- **June 1:** Municipal applications due for 15 added municipalities
- **June 8:** Selected municipalities announced
- **June 26:** Agreement finalized between Lowell and the Center
- **June-July:** Analysts recruited and hired *(Note: One of the five Analysts hired notified the Center two days before the start of training that he had taken another job.)*
- **July 23-31:** Analysts receive training at Collins Center
- **July 30:** Program Kickoff and Orientation with municipalities held at Harvard Kennedy School
- **August 1:** Analysts begin in their respective municipalities, with the exception of the four whose start was delayed by the loss of the Analyst
- **August 27:** Dartmouth's DartStat police meeting is the first performance management meeting held as a result of the program
- **August 28:** Chicopee's ChicopeeStat police meeting is the second performance management meeting held as a result of the program
- **September 20:** The Center meets with A&F about potential for Round II of the Program that would combine supporting the continued participation of current municipalities with bringing on a new wave of municipalities
- **October 16:** Dartmouth's DartStat public works meeting is the first public works performance management meeting held as a result of the program
- **October 25:** StatNet meeting held on Police Departments in Charlton
- **December 13:** StatNet meeting held on Police Departments in Charlton

2013:

- **January:** Team worked on getting commitments from existing municipalities on continuing into Round II
- **March:** Launch of round II, including five new municipalities
- **April:** Complete final report from Round I
- **(Planned) April 23:** StatNet meeting on Fire Departments and Districts
- **(Planned) April – May:** Work on toolkit, website, and common indicators
- **(Planned) May 21:** Schools StatNet meeting (not an MPMP event, although MPMP-related)
- **(Planned) June (date TBD):** Annual StatNet training day/conference
- **(Planned) May – August:** Work on website, common indicators, and SMART Designation
- **(Planned) September:** Kickoff of anticipated Round III
- **(Planned) October (date TBD):** StatNet meeting, topic TBD

Key dates in the development of the Program
• **(Planned) December (date TBD):** StatNet meeting, topic TBD

Section 4: Budget

The budget allocation of the project evolved over the course of the project. Once the model was refined, it became clear that the bulk of the resources ($287,400) would go to "Project Management and Coordination." Within that category, the majority of the resources paid for the five Analysts' wages and expenses for their direct work in the municipalities, along with their supervision, training, and subject area expert consultation when needed.

The expenses were primarily for travel, given that each Analyst worked with a portfolio of four municipalities. While the portfolios were allocated with the need to minimize travel costs in mind, because of the geographic diversity of municipalities in the Program, there were several instances where Analysts were forced to drive significant distances to reach one or two municipalities in their portfolios. The only other major type of expense related to the Analysts was a laptop for each Analyst purchased at the beginning of the project and that will remain with the Program going forward.

Beyond that, the next largest piece of the budget ($50,000) went to Lowell to support the administrative work and guidance that Lowell staff provided to the work.

Of the remainder, lesser amounts ($20,000 & $16,000) were allocated to website development (ongoing) and to waiving the StatNet fee for Massachusetts municipalities for the year, respectively.

ORIGINAL PROJECT BUDGET	
	Budget
Project Administration	
City of Lowell	$30,000
Recruitment and Training	
Performance workshops (4 workshops held in locations around state)	$16,000
Technical assistance to interested communities (40 hours per community)	$100,000
Assessment of current standardized indicators in participating cities and towns (16 hours per community)	$51,200
Research into other indicators (160 hours)	$16,000
Development of standardized indicators	$25,000
Website development	$60,000
Reporting Structure	
Assessment of current reporting structures in participating cities and towns (16 hours per community)	$51,200
Research into reporting structures	$8,000

Development of reporting structures	$16,000
Total Requested	**$373,400**

REVISED BUDGET (FROM INITIAL AGREEMENT)	
Project Administration *(City of Lowell)*	$50,000
Project Management and Coordination *(Collins Center)*	$277,400
Training and Workshops *(Collins Center)*	$16,000
Website development *(City of Lowell)*	$30,000
Total Requested	**$373,400**

REVISED BUDGET (AFTER AMENDMENTS)	
Project Administration *(City of Lowell)*	$50,000
Project Management and Coordination *(Collins Center)*	$287,400
Training and Workshops *(Collins Center)*	$16,000
Website development *(Collins Center)*	$20,000
Total Requested	**$373,400**

In terms of how the spending breakdown actually worked, it can be categorized as follows:

EXPLANATION OF EXPENDITURES	
Project Administration *(City of Lowell)* • *Supported Lowell's significant assistance with the planning, logistics, and oversight of both administrative and substantive aspects of the project*	$50,000
Project Management and Coordination *(Collins Center)* • *Supported the hiring and training of five analysts, each of whom was assigned a portfolio of municipalities* • *Supported the expenditures of the five analysts, primarily travel expenses, laptops, and office supplies* • *Provided for the supervision of the Analysts by Collins Center managers* • *Provided for expert consultants who assisted with the training of the Analysts and who provided feedback and answers to Analyst questions* • *Provided for the Analyst and Center staff time to develop the toolkit and related templates currently being developed* • *Provided for Collins Center and University administrative overhead*	$287,400
Training and Workshops *(Collins Center)* • *Allowed StatNet to host two meetings, with approximately 100 attendees each, one on police and one on DPW, including supporting all the data collection, analysis, and preparation required for the meetings*	$16,000

• *Supported further StatNet outreach, planning, and organizational expansion*	
Website development *(Collins Center)* • *Will support the development of the website for municipal performance management in Massachusetts (pending transfer of funds from Lowell)*	$20,000
Total Requested	**$373,400**

Section 5: Challenges and Solutions

Due to the unusual nature of this particular project, it will be helpful to break this section into two separate components: (1) Challenges and Solutions regarding the Program specifically, and (2) Challenges and Solutions regarding the implementation of performance management efforts in Massachusetts municipalities.

This report will focus primarily on the first of these, although it will include highlights of the second. The reason for the focus on the first is that the team is currently working on a separate and more expansive "Toolkit" for Massachusetts municipalities looking to begin or expand their own performance management efforts. That report, which was part of the initial grant Agreement, will contain expanded findings and recommendations similar to the ones included briefly here in the second portion of this section. This Toolkit is well underway and due for complication within the next few months.

Challenges and Solutions Regarding the Program:

In order to make it easy for readers to focus on a particular set of challenges, the following challenges regarding the program will be grouped by where they fell chronologically in the course of the work. Many of the solutions listed here have already been implemented at the start of Round II of the Program, and others will be implemented when Round III begins in September.

Designing and Planning the Program

1. ***Widely divergent and at times conflicting priorities and goals:*** To select just one example of this, the launch or expansion of sustainable performance management efforts in individual municipalities does not easily align with the collection and development of common indicators. The former requires an intense internal focus on issues most critical to each municipality and a great deal of work not just on data sets but on creating a culture of data usage; the latter requires large investments of time on efforts that may be peripheral to a municipality's high priority issues and creates the immediate possibility that data may be used to shame or punish low performers before they have had time to work on issues internally.
    - ***Solution:*** As noted in the implementation plan, the team made the strategic decision to focus on the internal municipal efforts over the common indicators efforts at the start of this work. The logic was based on the issue of sustainability. Internal efforts were going to be more likely to demonstrate the value of the work to the municipalities, who would then want to continue the work, allowing for additional focus on the common indicators piece at a later date. (Conversely, starting with the common indicators would not have had the level of impact needed to build sustainability, as the lack of uptake of the ICMA's benchmark project and the work of the firm Municipal Benchmarking may hint at. StatNet's own prior work on the subject had demonstrated the slow pace of this work.)

2. ***Lack of information about amount of work required in municipalities:*** The only information the team had about the launching of CitiStat programs was from municipalities that had launched them internally. The team was not aware of any kind of "outsourced" CitiStat or performance management model.
    - ***Solution:*** Using a variety of factors (e.g., one lower bound was simply the need to serve a significant number of municipalities, and one upper bound was the resources available), the team selected four as a best guess of what would be the optimal number of municipalities per Analyst to begin the Program.
3. ***Lack of information about level of interest among municipalities:*** Although performance management has been a "hot topic" for several years now, and although the Center's work and connections throughout the Commonwealth meant the ability to market the Program widely among Massachusetts municipal officials, it was unclear what the demand for Program would be.
    - ***Solution:*** The team aggressively marketed the Program through a variety of channels, including the Center's e-newsletter (which contains 30,000 email addresses and includes most Massachusetts municipalities) and through a specific breakout session at StatNet's annual conference and training day.
4. ***Lack of information about the market for potential analysts to staff the work:*** Skilled Analysts were clearly the *sine qua non* of this Program. If the team had been unable to recruit Analysts with the skills noted in the implementation section, the work was not going to be successful. Yet it was unclear whether there would be interest in this work from people with the appropriate skills and knowledge.
    - ***Solution:*** The team worked hard to maximize distribution of the job posting, particularly on graduate school bulletin boards in public policy and public administration throughout Massachusetts. The pool of applicants was large and, more importantly, included a number with the skills and knowledge needed.
5. ***Short timeframe available:*** The window of the grant period was short, given the complexity of the Program and the number of entities involved.
    - ***Solution:*** As implied in the prior answers, the team had to make many decisions quickly, based on minimal information, and then be prepared to adjust along the way as needed.

Preparing to Begin the Work

6. ***Evaluating potential analysts:*** Beyond the typical evaluation of skills and experiences of job applicants, the team believed strongly that methods were needed to evaluate directly potential Analysts' data skills and interpersonal skills.
    - ***Solution:*** A data exercise was created using an actual municipal data set. All applicants were given this exercise, which evaluated their ability to analyze data and present findings in a very short timeframe. At the same time, the interviews also included a "role play" exercise attempting to simulate the kind of interaction Analysts could be expected to have in their municipalities. Both exercises proved extremely valuable in evaluating candidates.
7. ***Matching Analysts with municipalities:*** Once the participant municipalities had been selected and the Analysts had been hired, the challenge was to create portfolios for

each Analyst that account for the different variables that needed to be considered in creating the portfolios.

- ***Solution:*** Geography had to be the primary limiting factor in creating the portfolios, because of the constraints of both time and financial resources. However, other factors that were included were: an attempt to balance the potential difficulty level of different municipalities, an interest in experimenting with both portfolios of very common and very different municipalities, and the Analysts' own individual preferences.

8. ***Handling the sudden departure of a hired Analyst:*** As noted in the implementation plan section, two days before the start of the training program for the five Analysts, one withdrew. This created some very difficult choices about whether to increase the size of the portfolios or delay the start of certain municipalities and, if the latter, which municipalities to delay.
    - ***Solution:*** The team decided that it would be unwise to change the number of municipalities in the portfolio right at the start after all the planning that gone into building the model around four. For that reason, it was agreed to delay the start of four municipalities. After some discussion, the four selected for delay were four of the five initial grantees, primarily because they were already the most advanced in the work. They were all guaranteed (and given) the five months that other 16 municipalities received.
9. ***Trying to map out the "unknown unknowns":*** As with starting most new endeavors, perhaps the greatest challenge to launching this Program was the "unknown unknowns." Given that the Program, the approach, and the work were all new in various ways, the team spent time trying to anticipate as many of the potential pitfalls as possible. And given the number of challenges listed below in the early stages of the work, it will be apparent that there were many issues that the team did not anticipate.
    - ***Solution:*** Documenting the challenges encountered and how they were handled (both in this report and internally) will help the team to reduce the number of potential issues prior to each new round beginning.

Early Stages of the Work

10. ***Start date in the summer:*** Even though somewhat mundane in the context of potentially more complicated or conceptual issues, the start date of the work in the municipalities itself (August 1) actually posed a substantial challenge. This was primarily due to the high percentage of officials taking vacation time in August in many of the municipalities, and it slowed down the early work dramatically. In some municipalities, the first 2-3 weeks of the Program saw little to no movement at all.
    - ***Solution:*** The solution for future rounds of the Program is simply to avoid August as a start date. Round III of the Program is already slated for September instead of August.
11. ***Lack of information among municipal staff about the Program:*** This issue took multiple forms. In some municipalities it was a lack of communication between the chief executive or his/her office and department heads. In other municipalities, it was more of a lack of understanding among department heads about to goals of Program.
    - ***Solution:*** To address this, several changes were made prior to the start of Round II. First, the municipal application included a signature line for the two

department heads that would be involved in the work in the first six months (i.e., police and public works). Second, instead of a large orientation and kickoff with all participant municipalities, the team decided to have separate, in-municipality kickoff meetings with each new municipality, customized for its specific circumstances. These kickoffs would include meetings with the chief executive and his/her staff, as well as meetings with the key department heads. During the meetings, the team would run through a more detailed presentation about the Program that also included examples of the types of work the Analysts had done. (See Appendix for Sample slides.)

12. ***Aversion to the CitiStat model and holding meetings:*** It is possible that the team did not do an adequate job informing potential applicant municipalities that this Program would be following a CitiStat approach, because some of the participant municipalities did not connect with the CitiStat model and were not interested in the meetings that are the heart of the model's approach.
    - ***Solution:*** For the first round of the Program, the solution was to be flexible and try to provide the participating municipalities with a model that more directly fit the approach they were seeking. For the Round II, the team made it clearer in both the application and in the kickoff meetings that the CitiStat model is the primary approach taken.

Throughout the Course of the Program

13. ***Getting access to data:*** Over the full term of the Program, this was potentially the single greatest factor in slowing down the work. When Analysts were relying on staff for access to certain data and data sets, there were occasions when days or weeks could go by between a data request and the receipt of the information requested. That had a material impact on the speed of the work. (This is distinct from the issue of municipalities lacking data and data systems, which is covered in the first bullet of the next sub-section, "Challenges Regarding Performance Management Implementation.")
    - ***Solution:*** For Round II, both the Agreement that municipalities signed and the kickoff meetings were more forceful about this issue, and the team will be more closely monitoring this for any signs of it happening again. At the same time, the team is being more aggressive about requesting direct (but read only) access to municipal data systems themselves. By staying on top of it, the team hopes to prevent this from having the level of impact it had in the first round.
14. ***Chief executives drifting away from or never connected to the work:*** Fundamental to this work is the presence of the chief executive of the municipality, both in the sense of selecting the substance that he or she wants to focus on and in the sense of providing the political clout to continue driving the work forward. However, for a wide variety reasons (e.g., lack of time, change in priorities, disconnect from the Program's mission, etc.), some chief executives never quite immersed themselves in the work as hoped, and others drifted away after the start. It is a fundamental tenet of the CitiStat model that the chief executive's leadership is needed for it to be successful, so this disconnection or drift definitely slowed or weakened the work in some municipalities.

- ***Solution:*** As with access to data, the team is trying to take a more aggressive approach to this in Round II. Through the application, the kickoff, and check-ins, the team plans to devote more energy to keeping the chief executives engaged in the work, and to reach out to those chief executives of continuing municipalities who have slipped off the radar somewhat. The team also looked harder for evidence of the commitment of the chief executive in the applications for Round II and will do so again for Round III.

15. ***Balancing the workload:*** As noted in the implementation section, the team had made an educated guess about the number of municipalities that each Analyst could reasonably handle while still providing high-quality and consistent work. In reviewing the work of the first round of the Program, with eye toward its mission and given its resource constraints, four was probably the ideal number for the work. Nevertheless, this level of work was still difficult. With a few exceptions, most municipalities that attempt to launch a CitiStat program internally do so either with staff hired for that purpose or with internal staff at least dedicating a significant portion of their hours to the work. In this case, each municipality was given 20-25% of a staff person who may have had to travel to get to some of his or her municipalities. (It is 20-25%, because the theory was that the Analyst would spend about one day a week with each municipality and the fifth day would be entirely devoted to sharing information, best practices, etc. However, in reality, large portions of many of the fifth days were devoted to additional work on the municipalities. On other hand, offsetting that was the work the Analysts did for the StatNet meetings, which cannot be attributed directly to any of their individual municipalities.)
    - ***Solution:*** There is no solution to this challenge, beyond continuing to hire extremely talented and dedicated Analysts, trying to cut down some of the issues that slow the work down (see above), and always remaining on the lookout for potential additional resources to expand the Program.
16. ***Difficulty of appealing to/supporting municipalities of all sizes:*** The diversity of the Program's participant municipalities was both a deliberate choice and a source of pride for the team. At the same time, it has also proved a significant challenge, since what works for a small, rural town will not be what works for a large urban city form of government. On one extreme, a few municipalities have tremendous data sets that can be easily pulled and an analyzed. On the other extreme, some municipalities have virtually no readily accessible data, and what little data they have is poorly coded and/or in paper form. The same wide range exists across a number of different variables that affect the pace of the work.
    - ***Solution:*** There was no immediate solution to this challenge, although the experience gained from the first round will help the team balance and plan for the work in future rounds.
17. ***Some municipalities only wanted to work on comparable data:*** Some participating municipalities were really only interested in looking at comparable data and were not interested in analyzing their own internal data as a method for improving operations. In some cases this was because department heads or their staffs were already doing similar internal analyses, so they believed this work would be redundant. In other cases, there was more of a conceptual predisposition to see more value in comparative data and less in purely internal data.

- ***Solution:*** Analysts working with municipalities primarily interested in comparative data worked to provide them as much as possible within the constraints of the initial focus of the work. As noted, more time will be devoted to this as the work moves forward in Round II and subsequent rounds.

18. ***Hesitance in sharing data across communities:*** Ironically, while municipalities only wanted to work on comparable data, others were very wary about sharing data with other municipalities at all. This is understandable, given that some of the data sets can be sensitive, and no municipality wants to be compared unfavorably with its peers.
    - ***Solution:*** Even before this Program, StatNet had always run up against this challenge as well. The solutions were to make clear to participants that data distribution would be limited, as far as possible, to the participants themselves, and to label every presentation and slide with "DRAFT" and "Data Not Verified." The labels emphasize the point the data comparisons always have flaws. They also highlight the fact that the comparisons done through this Program are an attempt both to help managers better understand their operations and to continue the process of improving the comparability of the data. At this stage, they are not intended to demonstrate definitively which municipality may be doing better or worse than its peers. (That is a long-term goal of this work, but one that everyone involved has acknowledged will take time.)
19. ***Mission creep:*** Given the nature of the team and the number of challenges facing municipal governments in Massachusetts, "mission creep" definitely appeared in the Program at various points during Round I. (In Round II, mission creep is a little bit different, since many of the continuing municipalities specifically requested performance management-related assistance as part of their continuing work.)
    - ***Solution:*** The team has tried to take a balanced approach in handling mission creep. Some requests for additional assistance, if deemed within or close to the mission of the work and not overly time-consuming, were definitely honored and included within the work. On other occasions, work was deemed either outside the scope of the Program or too much of a drain on the limited time available. These decisions were made on a case by case basis in the first round. In Round II and subsequent rounds, the team is working on developing a clearer framework for determining what fits within the scope of the work and what is outside of it.

Transitioning to Round II of the Work

20. ***Lack of awareness of the work among policymakers outside of the chief executive:*** Because the work of this Program was so experimental and because it was so internally focused, there was not a great deal of awareness among policymakers outside of the chief executive's office (e.g., city councils, town finance committees, etc.). While the eventual goal is for all participating cities and towns to use the work of the Program to make more data available to policymakers and the public, that was not initial priority (for the strategic reasons discussed in the implementation plan section). Where this started to become an issue most immediately was when the chief executive needed to build support for financial resources to support the continuing work.

- ***Solution:*** Where and when requested, the Analysts developed presentations for various city councils, boards of selectmen, and finance committees. These presentations essentially presented an overview of the Program and highlights from the work in the particular municipality. They proved quite successful both in informing policymakers about the work of the Program and in making the case for providing resources to support continuing the work.

21. ***Defining the scope of work and fee structure for municipalities continuing in Round II:*** Designing Round II of the Program proved to be a challenge on several levels. In the most general terms, the challenge was to build a model that was attractive and affordable enough to the municipalities that was also sustainable for the Center and continued to meet the Executive Office of Administration and Finance's goals for the work. All of this had to be done in the absence of good information about the likely ability of municipalities to find resources for the work and for a Program that would span two fiscal years.
    - ***Solution:*** The team built a model that offered three different levels of support for three different price levels. These levels of support were described in terms of the CitiStat model and by the outputs related to that work in order to provide some common framework for discussion. However, the team decided to give continuing municipalities fairly significant flexibility in terms of how they utilize the Program's support, as long as their interests fit within the broad mandate of increasing the use of performance management, data, goals, and measures in municipal management and policymaking. The team also has allowed continuing municipalities to expand into departments beyond police and public works during Round II. At least from a perspective of maintaining municipal participation, the model proved generally successful in being attractive and affordable enough to keep municipalities participating, while at the same time providing the resources needed to supplement the funding from Administration and Finance to keep the Program expanding. (For the fee schedule, please see Resources section.)
22. ***Finding the staffing model:*** Trying to build the transition to Round II was complicated by a variety of interconnected variables: uncertainty about the number of municipalities that would want to continue at the various levels, delays in receiving a final number for the funding from Administration and Finance, uncertainty about the number of new municipalities that would want to participate, etc. This planning was further complicated by the offset of the four municipalities whose start was delayed but who still were promised they would receive the support committed in the initial grant. It was complicated even more by the departure of one of the Analysts to take a position in a Massachusetts municipal government. (Of course, given that one of the secondary goals of the Program is to build a pipeline into Massachusetts municipal governments of potential future managers who have experience and comfort with data, this departure was both a challenge and a major success.)
    - ***Solution:*** For the transition from Round I to Round II, the team essentially made the best estimates it could about what the eventual number of municipalities would be at various levels for the new round. The team also tried to remain as flexible and patient as possible with all of the participating municipalities in order to accommodate as many as would have interest. For

the future, although it may seem counter-intuitive at first, the solution to staffing challenges is growth. The more municipalities that participate, the more Analysts will be needed, and more Analysts involved means greater staffing flexibility during transitions between rounds, when Analysts depart from the Program, and when unexpected issues force changes in participating municipalities' interests, agendas, or even desire to continue.

Challenges Regarding Performance Management Implementation:

Please note that this is just a quick and broad overview of a few of the challenges regarding performance management identified. A larger and more detailed set of challenges, as well as the solutions attempted or implemented, will be included in the Toolkit currently being developed, which will be ready for publication by June 2013.

1. ***Lack of data, data systems, and information technology:*** By far the most pervasive challenge to performance management identified was the lack of data, data systems, and information technology. While the team knew this would be a challenge prior to starting, both the breadth and depth of the need was somewhat of a surprise. In municipalities large and small, there was a lack of data collection systems in place, particularly in public works departments, but more generally across the whole municipal government. Moreover, where data were being kept, there were often inconsistencies in coding and data entry; electronic data were often maintained in formats unwieldy for easy analysis; and "data collection" in many cases simply meant there was a box or file cabinet of paper records. This finding has major implications not only for the work of performance management within each of these municipalities, but for the larger goals related to developing comparable data. In many cases, much of the short-term work of this Program, and for Massachusetts municipalities interested in performance management outside of the Program, will simply involve selecting or building and then implementing better systems for data collection. (It is also worth noting that this finding has significant implications for the utility of the various "dashboard" systems being proposed across the nation here in Massachusetts. In short, they may not be a productive tool for most Massachusetts municipalities at this time, given that few would have sufficient data sets of high of quality and in easily transferable formats to make such programs effective or efficient.)
2. ***Lack of training in or implementation of information technology:*** Beyond the lack of data systems and information technology, there is the related issue of the proper use of those systems where they do exist. In numerous municipalities, the Analysts found software packages that were not being used to their full capabilities, either because municipalities were unaware of additional features, had never been given training on these features, or never had seen the value in the features. Furthermore, in the majority of municipalities, Analysts identified software modules or even entire software packages that had been purchased at some point but had never been switched on or implemented.
3. ***Lack of a culture of data usage:*** Also related to the challenges stemming from the lack of data is the challenge of an organizational culture that in many municipalities has not been exposed to data collection and analysis as a critical management tool. Part of this is

a “chicken-and-egg” problem: without much availability of data, there has been no way to develop a culture of data usage, but without a culture of data usage, there often is a lack of urgency in beginning data collection. Some of this stems from the way municipalities have frequently managed personnel and is certainly not unique to municipalities. Often, a line employee becomes the team leader by being the best at the substance of whatever the department’s work is, a division manager is a team leader whose team performed the work most successfully, and a division manager becomes a department head in the same way. This has led to a situation in many municipalities where the department heads are extremely skilled and knowledgeable about the substance of their department’s work and often have an intuitive grasp of some of the things it takes to be a good manager, but they have received minimal formal management training, and minimal or no training in using data to manage.

4. ***Chief executive time and attention:*** Chief executives face a tremendous number of competing issues and priorities. It has been frequently noted that municipal management in the current environment is often essentially perpetual crisis management. Despite the strongest intentions to work on performance management, the chief executive will be forced to postpone the work to handle whatever the most recent crisis was to walk in the door. The team expected this would be a challenge, and it certainly was, even despite the deliberate selection of the CitiStat approach partially to alleviate this issue. Those municipalities where the chief executive was engaged in the work frequently were able to move faster and further than those where the chief executive was not.
5. ***Department head and other staff time and attention:*** Cutbacks over the last decade have left many municipalities with fewer staff to handle the same, or sometimes greater, workloads. Because of that, employees from the department head level to the clerical staff often have very little time to devote to this work. Yet performance management needs staff to participate – to work on data collection, to develop goals and measures, to provide background information on the issues involved, etc.
6. ***Department head misunderstandings, fear, and resistance:*** In some cases, department heads either misunderstood or were uncomfortable with beginning performance management. There were a variety of different reasons that the team encountered. In some municipalities, department heads may have conflated this work with performance evaluation of individuals. In other municipalities, they may have heard negative things about performance management from their peers. (For example, police chiefs are often aware that CitiStat evolved from the police CompStat model in which there were often very contentious, angry meetings held in public.) In still other municipalities, the work may have been viewed in the context of preexisting disagreements or issues unrelated to performance management itself.
7. ***Staff misunderstandings, fear, and resistance:*** As with department heads, staff also can misunderstand or be concerned with the work of performance management, often for some of the reasons listed for department heads. Additionally, in the case of staff, because they are not always in the CitiStat meetings or kept as up-to-speed as department heads, their misunderstandings and concerns can remain even after department heads have come around to the work through their involvement.
8. ***Organizational structure impediments:*** Because the Collins Center does a great deal of work on municipal organizational structures, the team anticipated that there would be challenges related to this topic. Many Massachusetts municipalities have extraordinarily

diffuse organizational structures with authority and responsibility spread across a wide range of boards, committees, and officials. This can make it very difficult for chief executives to attain participation and cooperation from some departments. For example, in many municipalities, water and sewer departments report to elected water or sewer commissions, meaning a town administrator, town manager, city manager, or mayor would have no ability to compel participation. Similarly, elected finance officials in some cities and towns do not report to a mayor or manager, and so their cooperation in this work would be entirely at their own discretion. In some towns, some department heads report directly to the board of selectmen, giving them sufficient formal and informal authority to choose not to cooperate with a town administrator if they did want to do so. In some places, functions are performed by departments that do not simply report to their own independently-elected boards, but that are in fact their own governmental entities wholly independent of the municipal government. This includes fire districts, water districts, and sewer districts in a variety of towns. Even some mayors that would nominally seem to have the authority compel participation from department heads may not really be able to do so. Most mayors have two-year terms. Those that have only been office for a term or two may not have or may not want to spend the political capital needed to compel participation from a department head who has run the department for a decade, worked for the municipality for several decades, and lived in the city or town his or her whole life.

9. ***Challenges of follow-up and implementation:*** Follow-up and implementation are obviously essential to all performance management efforts. If the data sets that have been analyzed and the goals and measures that have been developed are not used, not only will the time already invested be lost, but the commitment to future will rapidly dissipate. That said, for many of the reasons already noted, ensuring that time, resources, and focus remain for implementation is difficult, especially during periods of the year when other cyclical work (e.g., the budget preparation) or vacations (e.g., the holiday season) can cause schedule disruptions. Additionally, even when an analysis points toward an obvious solution to a particular issue, there may be unrelated obstacles delaying or entirely preventing implementation (e.g., political considerations, collective bargaining agreements, etc.).

Section 6: Outcomes

There are a wide variety outcomes large and small that the team has pulled together and believes are important to document. Some are noted below in list form. Additionally, following these lists are three short case studies that have been put together to show how three different municipalities in the Program have benefitted from the work.

Changing the Culture of Municipal Management toward Data in a Sustainable Way

- ✓ Of the 20 municipal participants in this inaugural round of the Program, it appears that 19 will become fee-paying members of the work going forward – a 95% retention rate. (Only one is leaving the Program for sure, and that is primarily due to internal management changes. There are two more that hope to participate but are still trying to determine if they can find the funding.) Above all else, this is probably the single most important outcome of the Program, because it demonstrates an acceptance that this work is important enough to sustain that municipalities are willing to commit scarce resources to it. Given that state support of these efforts is unlikely to be available over the long-term, the only way for performance management to succeed in Massachusetts municipal governments is for them to support it themselves.
- ✓ There were also seven new Applicants for Round II, despite the imposition of a $500 fee for new participant municipalities. Officials at many of those municipalities had spoken with first-round participants before deciding that it would worth applying, providing additional independent validation that municipalities see the value in implementing performance management in general and in the Program's methodology in particular.
- ✓ Through the support of the Program, New England StatNet was able to expand dramatically the number of officials attending and the number of municipalities represented. The typical StatNet meeting prior to the start of the Program had been 40-50 attendees representing 15-20 different municipalities. For the two StatNet meetings held during the course of the Program, over 100 officials attended each meeting. The police meeting had over 120 attendees from 54 different municipalities. The public works meeting had approximately 100 attendees from 35 different municipalities. These meetings represent a more than doubling of the participation of municipalities and municipal officials in StatNet during the course of the Program.

In terms of more narrow outputs and outcomes, the Program includes the following among the accomplishments of the first round.

Data Usage and Process Improvement

- ✓ Designed new workload and efficiency measures to help departments improve performance measurement efforts;
- ✓ Made changes to data entry and coding to allow for better data collection and analysis, including categorizing overtime usage to identify causes of overtime, improving methods of categorizing crime reporting and false alarms to allow for better usage of police resources, and redesigning the regular crime reports provided to patrolmen;

- ✓ Worked on implementing new work order systems or improving usage of current work order systems, including better tracking of response times for customer service delivery and demonstrating critical areas of departmental needs; and
- ✓ Reallocated tasks to departments better suited to their responsibilities, including moving police detail billing and collections from the police department to the collector's office in one municipality.

Savings and Revenue

- ✓ Found previously unrecognized revenue sources for police departments;
- ✓ Analyzed the total costs of providing services for special events in order to quantify potential revenue forgone and current subsidization of events; and
- ✓ Identified potential revenue stream from reexamination of existing water policies and bylaws.

Communication and Collaboration

- ✓ Increased both inter- and intra-municipal collaboration and communication regarding best practices and common challenges;
- ✓ Had municipal employees receive training to learn new technical or software skills, including ways to reduce data entry inefficiency and improve accuracy;
- ✓ Improved quantity and quality of proactive communications with residents to better serve their information needs; and
- ✓ Begun looking more closely at motor vehicle crash data to develop inter-departmental strategies that could reduce crashes at high-frequency crash locations.

Staffing and Management

- ✓ Completed significant analyses on usage of sick time and overtime, including finding evidence of instances of sick time and overtime abuse;
- ✓ Developed analyses to help compare the costs and benefits of hiring new staff or changing shift staffing versus using overtime to maintain staffing levels;
- ✓ Recognized unusual patterns of crime leading to strategic reallocation of patrol officers; and
- ✓ Analyzed injuries on duty in multiple departments, which led to new safety training for most common injuries, in addition to monthly safety reports.

Beyond those highlights, there are some other workload measures and notes that help provide context for the Program's achievements. Here is a small sampling of highlights:

- ✓ Held over 60 CitiStat meetings in nearly 40 departments across the 20 participating municipalities;
- ✓ Worked on collecting lessons learned and building templates for a municipal performance management toolkit and on developing common indicators and measures that will help improve data comparability. (The toolkit should be complete by July 2013.)
- ✓ Began work on a website focused on municipal performance management in Massachusetts. (The website should be operational by July 2013.)

Participant Municipality Case Studies:

Although each of the participating municipalities is worthy of a case study, for the purposes of this report, three have been selected as representative of some of the outcomes of the first Round of the Program's work in three very different municipalities.

Case Study #1: The Town of Dartmouth and DartStat

Stat programs are typically viewed as big City programs, but the Town of Dartmouth (population 34,000) demonstrates that towns too can be very successful in using the CitiStat model.

Of the 20 municipalities, both large and small, in the program, Dartmouth was the first to hold a Stat meeting specifically through the work of the Program. (Several of the initial grantee municipalities have of course been holding Stat meetings independently for years.) Between August and February, Dartmouth held nine meetings, five with the Police Department and four with the Department of Public Works. Quick calculations show that these two departments together constitute about 30% of the Town's non-education budget.

DartStat was one of the most consistent municipalities in the Program, holding monthly meetings without fail, except in the case of Hurricane Sandy, which caused the Town to push to reschedule meetings so that both the Chief and Public Works Director could prepare their departments to respond to the storm.

In addition to delving into the financial and human resources data each month, DartStat also looked regularly at critical functions performed by police and public works through the first six months of the Program. For example, for the police department, the Chief used the DartStat meetings to provide a consistent update to the Town Administrator about crime in Town and any emerging trends.

At the same time, DartStat meetings would occasionally focus on special topics where there were data to analyze. These might come from the Town Administrator, the department, or the Analyst. One good example in the public works department was the general Highway Maintenance articles. The Town Administrator asked a question about remaining balances on general highway maintenance articles. A slide was pulled together to show what balances were remaining on older articles. After this slide was reviewed, the Director of Public Works spent these funds down, cleaning up the outstanding balances rather than having a couple thousand here or there.

Throughout its first six months, DartStat had quite a few successes worth noting. First, one of the very helpful aspects of Stat is that it allows leaders to investigate the results of a policy change to determine its effectiveness. Early on, the Town Administrator had asked the Analyst to look at the impact of a by-law change on handicapped parking violation fees that increased handicapped parking violation fee from $50 to $250. This change was approved by Town Meeting in June 2011 and took effect in September 2011, a little bit into FY12. The data analyzed showed that the increase in handicapped parking violation fee, along with the associated public outreach effort about the problem, was apparently very successful. Total violations for handicapped spaces dropped from 262 to 87, a decline of 67%. Overall, because of a concurrent personnel change in the position of hearing officer, the percentage of all violations voided dropped from

more than 40% to just about 15%. These data imply that the Town is enforcing its parking by-laws in a fair but firm way, and they confirm that the decision to approve the violation increase was a sound one.

Another very important part of the Stat method is to create the opportunity for managers, who are perpetually short of the time needed to be proactive due to a constant stream of daily emergencies, to get out of managing by crisis – that is, to anticipate what might happen and address it before it becomes a problem. DartStat served this clearly helped play this role. For example, often municipalities look at workers' injury data only when they find themselves in the news for a significant safety violation, or a particularly nasty injury. This was certainly not the case in Dartmouth's Public Works, but there was still interest in looking more deeply at workers compensation data to get an understanding of what was going on. Through DartStat, the Town looked at some historical data to address a variety of injury-related questions: What are the most common injuries? Does the Town have specific divisions or groups of people that have higher rates of injury? Is there some process that is resulting in many injuries that the Town can modify? In the meetings, the Public Works Director and the Town Administrator talked about what steps could be taken to control and reduce injuries, and to prevent a crisis from occurring.

Several concrete steps were taken as a direct result of their conversation. First, the Town's workers' compensation administrator held a training session on proper lifting for 58 DPW employees. Lifting-related injuries, especially back injuries, were the most common type of injury, resulting in weeks of lost employee time, not to mention pain. Although it is too soon to know, at a later date the Town will be able to reexamine rates of injury caused by lifting to see whether this training session could have played a role in reducing those injuries. Second, the Town took data and turned it into a sign that was posted at Public Works worksites. The poster shows every employee the consecutive days without injury and the record of consecutive days without injury. This serves multiple purposes, including highlighting divisions that are doing a good job of staying safe, creating a bit of friendly competition amongst the divisions to stay safe, and serving as a visual reminder to all employees that their safety is important to management. It keeps injury avoidance in their minds as they go about their work. Again, although it is too soon to see an effect, the Town will be able to examine injury data at a later date to see if there is a reduction after these changes.

The Town has also used DartStat to address issues important to the Board of Selectmen. For example, in order to support Dartmouth's dedication to energy efficiency, DartStat looked at electrical usage data at the Police Station to identify opportunities for better efficiency and at municipal fleet data in order to develop strategies for collecting even more data, so that in the future there can be data-informed conversations about strategies for "greening" the fleet and reducing fuel consumption. DartStat also took a look at comparative data from other communities to look at fleet management/maintenance centralization.

Dartmouth is continuing its participation in Round II of the Program.

Case Study #2: The City of Revere and CitiStat

The City of Revere (population 51,755) has been an eager participant in the Program since its inception. The City stands out for its collaborative and team-centered approach to CitiStat.

Mayor Dan Rizzo created a Stat team that includes himself, his Chief of Staff, the Director of Finance, the City Auditor, and several representatives of each participating department. (Currently, CitiStat has been implemented in the Police and Public Works Departments, with plans to expand into the Fire and Inspectional Services Departments). This team, working alongside the Collins Center analyst, engages in deep and sometimes difficult discussions about departmental challenges and opportunities. The discussions have led to several opportunities to pursue cost-saving measures and streamline departmental operations.

The Police Department has held seven CitiStat meetings since the start of the Program. Crime statistics, as well as data on traffic citations and motor vehicle crashes, are central to the meetings. This allows Chief Cafarelli and Mayor Rizzo to connect on the pressing issues facing the City and discuss holistic strategies for crime reduction and prevention.

In addition, the CitiStat team has focused substantially on the allocation of financial and human resources within the Police Department. As a result, Chief Cafarelli modified his directed patrol strategy to target high crash intersections and other priority areas of the City. To control personnel costs, the team is also examining civilianization of certain administrative positions within the department.

Another example of a Program success involves redirecting officers' time toward higher impact pursuits. After examining calls for service data, the team identified alarm calls as a significant area of cost in terms of personnel time. Analysis showed that the department was receiving on average more than five calls per day, and most of these calls were false alarms. Police officers identified a subset of commercial property owners that viewed the police response to false alarm calls as a way to have their properties inspected periodically. To discourage such abuse of police response, and to recoup a percentage of the cost to taxpayers in responding to these false alarms, the CitiStat team is studying the potential to implement a false alarm fee. This includes collecting data on false alarms and fee structures of other municipalities.

After establishing the CitiStat model in the Police Department, the Collins Center analyst began to also work with staff in the Department of Public Works. Over the course of four CitiStat meetings held thus far, the CitiStat team has succeeded in instituting a more disciplined and consistent monitoring of fuel consumption, overtime and sick time usage, and various summer programs. By doing so, the team hopes to achieve high-impact cost avoidance.

One significant undertaking in the DPW was to modernize the daily operations of the department. Working closely together with the Department, the CitiStat team has begun to implement a work order system. Currently in a pilot phase, the team is working on improving the process so that the system can be expanded to the entire department. Importantly, DPW employees continue to play an active role in making the work order system work for them. This is critical for ensuring that the work order system is utilized to the fullest extent, rather than

sitting of the proverbial shelf. Thus far, the system has played a role in improving scheduling and prioritizing of work order requests.

Beyond holding departmental CitiStat meetings, the Collins Center has worked with Revere on myriad complementary projects. To support work performed in the DPW, Mayor Dan Rizzo brought the Citizens Connect mobile application to the City and invited students from Harvard University's Kennedy School of Government to perform an in-depth analysis of the DPW. Recommendations from this report were then brought into the CitiStat meetings for consideration by the team.

Revere officials have also been active participants in StatNet meetings, having sent representatives to both the fall 2012 and winter 2012 meetings. They have found the collaboration and opportunity for sharing of best practices very useful, and Mayor Rizzo worked with Revere Public School Superintendent, and other officials, to become a founding member of Schools StatNet, which will bring together school districts to examine data on school operations and student achievement, and to discuss operational strategies on a variety of topics and which is based on the StatNet model.

The City of Revere is continuing its participation in Round II of the Program.

Case Study #3: The Town of Orange and OrangeStat

The Town of Orange (population 7,864) was facing some significant challenges as the Town began its participation in the Program. Financial troubles, combined with having no Town Administrator, had led to low morale, as department supervisors and their staff struggled to provide services with diminishing resources.

Upon admittance into the program, the Town was eager to start. They were the first of the western Massachusetts municipalities to schedule an official meeting. Between August 1 and August 15, 2012, the Analyst met with the Fire Chief, a Select Board Member, and the Chief of Police, and commenced the data collection in the police department.

At that time, the Orange Police Department (OPD) consisted of a total of one Chief, one Sergeant, seven patrol officers, five part-time/auxiliary/other officers, and one special officer (K-9 unit). The Town had 0.89 patrol officers per 1,000 residents. According to a 2009 U.C.R. survey, the rate of full-time sworn officers nationally was 2.4 per 1,000 inhabitants.

The first meeting of the OrangeStat: Police Department was held September 20, 2012. The data initially suggested that crime was low between Calendar Year 2011 and 2012. Specifically, Total Group A: Crimes Against Persons had decreased by 43%, Total Group A: Crimes Against Property had decreased by 22%, Total Group A: Crimes Against Society decreased by 56%, and Total Group B Crimes decreased by 26%. The budget told the story of a small-town police department that was doing everything it could to provide for the public safety of the Town with a limited police force.

However, the discussion that ensued during the OrangeStat: Police meeting painted a different picture than what the data showed. Crime appeared low because there were not enough hours or employees working during the shift to log each crime. Instead, multiple incidents were grouped together as one incident. There also were not enough police officers to run investigations, close out cases, etc. The budget, the Analyst was told, was a "wish-list."

OrangeStat: Police held the second meeting in October. This was the first meeting with the new Town Administrator. The crime slides were repeated and the figures were explained. By the second meeting in October, OPD had already expended 33% of its overtime budget and all but $406 of its budgeted line item for "Vehicle Repair & Maintenance Services." Additionally, OPD needed equipment and vehicles: 80% of its fleet was between 50,000 to 99,999 miles and 60% was identified as being between 6 to 10 years old.

Between September and January, Orange held four OrangeStat: Police meetings. Each meeting was used to identify critical functions and needs of the Department that were not being met due to financial restrictions. This was the impetus for conducting a cost-benefit analysis of hiring additional staff.

On January 3, 2013, the Chief of Police and Analyst presented findings from the OrangeStat: Police Department at a special joint meeting of the Select Board and Finance Committee. They used data to tell the story of the OPD.

The Chief's goal was to use OrangeStat to compare the costs of a new officer with the costs of continuing with the force at the same size (and the same overtime levels). The presentation drew on previous slides developed for OrangeStat. For example, historical trend slides were used to capture revenue loss from citations, and comparative slides demonstrated areas for potential efficiency improvements and policy changes (e.g., implementation of a false alarm fee). Furthermore, financial data slides were presented to demonstrate the costs involved in hiring additional staffing, as well as the short-term impact on overtime as the new officer was trained. The Chief also explained the long-term benefits in the form of improved services, stating that adding an additional employee would not only increase departmental and community morale, but also allow the Department to improve daily operations and productivity by:

- Providing additional coverage to increase public safety and day-time police presence through an increase in patrols, traffic-stops, citations, and investigations;
- Providing support for reporting detailed crime logs (which in turn would facilitate the use of data to analyze crime and identify areas for proactive crime prevention); and
- Reducing mandatory overtime coverage-requirements, work-load stress, and potential for injuries.

A few weeks later at the Special Town Meeting, the Town voted to appropriate the funds necessary to hire an additional police officer. OrangeStat: Police demonstrated transparency and accountability in spending and management.

By the end of the initial six months, OrangeStat had become a tool for supervisors to be better managers. They were able to use the trend toward transparency as a mechanism to identify

inefficient practices, modify behaviors and departmental policies, and track the changes in order to enforce accountability.

Orange is continuing its participation in Round II of the Program.

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Resources (Available in separate documents linked on the website)

1. Collins Center E-blast Announcing the Program
2. UMass Boston Job Posting for Analyst Position (UMass Boson title “Government Services Specialist”)
3. Analyst Job Interview Overview Provided to Applicants
4. Analyst Job Interview Data Exercise
5. Analyst Job Interview General Questions
6. Municipal Participant Application
7. Collins Center Agreement for Selected Municipalities
8. Analyst Training Plan
9. Municipality and Analyst Orientation Agenda
10. October StatNet Meeting Agenda
11. October StatNet Meeting Feedback
12. December StatNet Meeting Agenda
13. December StatNet Meeting Feedback
14. Mid Program Review Feedback Survey Results
15. Municipal Performance Management Program Two-Page Overview Document for General Usage
16. Municipal Performance Management Program and StatNet Two-Page Overview Document for MassResults Conference
17. Round II Municipal Participant Fee Schedule
18. Sample Slides Presentation (with identifying information removed)