

A COMPARISON OF LOCAL GOVERNMENT PERFORMANCE MEASUREMENT SYSTEMS

**The Center for Community Partnerships
College of Health & Public Affairs
University of Central Florida**



January 2006

TABLE OF CONTENTS

| | Page No. |
|--|-----------------|
| Acknowledgements | 3 |
| Member of the Florida Benchmarking Consortium | 4 |
| Executive Summary | 5 |
| Introduction | 8 |
| A Brief History of Performance Measurement..... | 11 |
| Challenges in Using Performance Measurement | 14 |
| Comparison Local Governments | 16 |
| Analysis of Performance Measures Used by Comparison Local Governments | 21 |
| Analysis of Performance Measures Proposed by the Florida Benchmarking Consortium..... | 27 |
| Summary, Conclusion & Next Steps | 30 |
| References..... | 31 |

ACKNOWLEDGEMENTS



Funding for this research was provided by the Florida Benchmarking Consortium (FBC). The UCF-Center for Community Partnerships (CCP) wishes to acknowledge and thank the members of the FBC Steering Committee for their support:

- John Becker, *Jacksonville/Duval County* (Chairman)
- Maryann Bonk, *City of Orlando*
- Ed Hacker, *City of Lakeland*
- Lora Hanson, *Sarasota County*
- Chris Heflin, *City of Coral Spring*
- Linda Jennings, *City of Orlando*
- Susan Shubert, *Hillsborough County*
- Karen Snyder, *City of Gainesville*
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EXECUTIVE SUMMARY

The subjects of this report are performance measurement and benchmarking. Performance measurement is an increasingly popular and important tool used by the federal government as well as state and local governments to improve organizational and program and operations. Performance measurement has been defined as: “the regular collection of specific information about the *effectiveness*, the *quality* and the *efficiency* of government services and programs” (Urban Institute, National League of Cities and National Association of Counties, 1980) (*emphasis added*).

One way that performance measurement is used to foster and promote organizational and program improvement is through the use of benchmarking. For purposes of this report, “benchmarking” is operationally defined as the: the use of a common set of performance measures to make comparisons between government programs in order to identify best practices.

In early 2005, the Center for Community Partnerships (CCP) at the University of Central Florida was asked to conduct a research study comparing the performance measures being proposed for use by the FBC with those performance measures used by a select set of other local governments with national reputations for being innovative and “cutting edge” in the areas of public management and performance measurement. The study was to focus on seven specific services:

- Police
- Fire Rescue
- Parks & Recreation
- Human Resources
- Planning & Growth Management
- Public Works (*Note:* after this study was underway, the FBC decided to divide the category public works into two new categories: “storm water” and “road repair.” This report continues to use the category, public works)
- Community Improvement (Code Enforcement)

The FBC Steering Committee selected the other local governments to be used in making the comparisons. These governments included:

- City of Austin, Texas;
- City of Baltimore, Maryland;
- Jacksonville/Duval County, Florida;
- City of Phoenix, Arizona;
- Maricopa County, Arizona;
- Charlotte/Mecklenburg County, North Carolina; and
- Nashville/Davidson County, Tennessee.

The language of SEA reporting (*inputs, outputs, quality and outcomes*) has become the semi-official language of performance measurement at the state and local government levels. For this reason, the Center for Community Partnerships (CCP) decided to utilize the GASB framework and definitions for use in this research report (see Figure 2).

Service Efforts & Accomplishments (SEA) Definitions

Measures of Service Effort (*inputs*)

- Financial Information – The “cost of salaries, employee benefits, materials and supplies, contract services, equipment and so forth, of providing a service”
- Non-Financial Information – The “number of full time-equivalent employees or employee hours used in providing services.”

Measures of Accomplishments (*outputs, quality & outcomes*)

- *Output* Measures – The “quantity of a service provided”
- *Quality* Measures – The “quantity of a service provided that meets a certain quality requirement.”
- *Outcome* Measures – the “accomplishments, results or impacts that occur (at least partially) because of the services provided.”

Source: GASB (1993):12-13.

The following table (see next page) presents an analysis of the measures being utilized by the seven comparison local governments and the measures being proposed by the FBC. *Performance measures, data definitions and measurement metrics were collected **only** for the seven services identified by the Florida Benchmarking Consortium (FBC):*

**Analysis of the Performance Measures Utilized by Seven Comparison
Local Governments and the Performance Measures Proposed by the
Florida Benchmarking Consortium (FBC)**

| | Measure Type | | | | | Total |
|--|---------------|---------------|--------------|---------------|-----------------|-------|
| | Input | Output | Quality | Outcome | Outcome/Quality | |
| Austin, Texas | 325 | 153 | 50 | 141 | 0 | 669 |
| | 48.58% | 22.87% | 7.47% | 21.08% | 0 | |
| Baltimore, Maryland | 418 | 137 | 48 | 11 | 0 | 614 |
| | 68.08% | 22.31% | 7.82% | 1.79% | 0 | |
| Jacksonville/Duval County | 77 | 8 | 36 | 13 | 0 | 134 |
| | 57.46 | 5.97 | 26.87 | 9.70 | 0 | |
| Phoenix, Arizona | 53 | 15 | 5 | 3 | 0 | 76 |
| | 69.74% | 19.74% | 6.57% | 3.95% | 0 | |
| Maricopa County, Arizona | 4 | 145 | 4 | 96 | 0 | 249 |
| | 1.62% | 58.23% | 1.62% | 38.55% | 0 | |
| Charlotte/Mecklenburg County, North Carolina | 3 | 78 | 19 | 18 | 3 | 121 |
| | 2.48% | 64.46% | 15.70% | 14.88% | 2.48% | |
| Nashville/Davidson County, Tennessee | 19 | 18 | 13 | 37 | 31 | 118 |
| | 16.10% | 15.25% | 11.02% | 31.36% | 26.27% | |
| TOTALS | 899 | 554 | 175 | 319 | 34 | 1981 |
| | 45.38% | 27.97% | 8.83% | 16.10% | 1.72% | |

| | | | | | | |
|------------|---------------|---------------|---------------|---------------|--------------|------------|
| FBC | 51.09% | 21.20% | 14.13% | 10.33% | 2.72% | 184 |
|------------|---------------|---------------|---------------|---------------|--------------|------------|

An analysis of the data presented in the table above, as well as data presented in other tables of this research report, lead to the following findings:

- Finding 1*** - No clear overall pattern exists in the use of performance measures (output, quality, outcome, outcome/quality) across governments.
- Finding 2*** - No clear overall pattern exists in the use of performance measures (output, quality, outcome, outcome/quality) across service areas.
- Finding 3*** - The results demonstrate why it is difficult (i. e., differences in performance measurement systems) for local governments to find suitable benchmarking partners.
- Finding 4*** - In general, the governments and programs reviewed make more use of service effort measures (inputs) than performance measures (outputs, quality, outcomes, outcome/quality).

- Finding 5*** - In general, the governments and programs reviewed make less use of outcome performance measures than might otherwise be expected given the emphasis on this type of measure over the last decade.
- Finding 6*** - It is unclear that any of the approaches utilized by any one of the comparison local governments constitutes a “best practice.”
- Finding 7*** - Overall, “best practice” in local government performance measurement today makes use of service efforts (inputs) and *output* performance measures with less use made of *quality*, *outcome* and *outcome/quality* performance measures.
- Finding: 8*** - The measures proposed by the FBC represent a well balanced mix of *inputs*, *outputs*, *quality* and *outcomes* with minor use made of *outcome/quality*.

INTRODUCTION

The subjects of this report are performance measurement and benchmarking. Performance measurement is an increasingly popular and important tool used by the federal government as well as state and local governments to improve organizational and program and operations. Performance measurement has been defined as: “the regular collection of specific information about the *effectiveness*, the *quality* and the *efficiency* of government services and programs” (Urban Institute, National League of Cities and National Association of Counties, 1980) (*emphasis added*).

One way that performance measurement is used to foster and promote organizational and program improvement is through the use of benchmarking. For purposes of this report, “benchmarking” is operationally defined as the: the use of a common set of performance measures to make comparisons between government programs in order to identify best practices.

This research report was commissioned by the Florida Benchmarking Consortium (FBC), a voluntary association of some 31 Florida county and municipal governments. The FBC was formed in 2004 and has as its mission to:

collaborate among Florida's local jurisdictions to identify like services and their measures in order to compare levels of service, striving to increase effectiveness and efficiency and ultimately to improve organizational performance."
<http://www.flbenchmrk.org> (10/04/05)

In early 2005, the Center for Community Partnerships (CCP) at the University of Central Florida was asked to conduct a research study comparing the performance measures being proposed for use by the FBC with those performance measures used by a select set of other local governments with national reputations for being innovative and “cutting edge” in the areas of public management and performance measurement. The study was to focus on seven specific services:

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- Nashville/Davidson County, Tennessee.

A BRIEF HISTORY OF PERFORMANCE MEASUREMENT

Performance measurement is not a new concept. Performance measurement was used as far back as the early 1900s by the New York Bureau of Municipal Research. Over the years, interest in performance measurement has waxed and waned. During the late 1970s, and early 1980s, interest in performance measurement increased significantly, particularly with respect to “outcomes and “outcome measurement” (e. g., Millar & Millar, 1981; Urban Institute, 1980; Schainblatt, 1977; Millar, Hatry & Koss, 1977). However, the interest again waned. Some speculation exists that the decline in interest in performance measurement at this time was due to the under-development of reasonably priced computer hardware and software that would enable government to collect, store and analyze large amounts of performance measurement data.

Contemporary interest in performance measurement can be dated to the 1990s and to:

- 1) *The Government Performance & Results Act* (GPRA) at the federal level, and
- 2) the “service efforts and accomplishments” reporting initiative of the Governmental Accounting Standards Board (GASB).

The Government Performance & Results Act

The Government Performance & Results Act (GPRA) (Public Law 103-62) was passed in 1993. The law mandated that beginning with fiscal year 1999 and continuing each fiscal year thereafter, all federal departments and agencies would henceforth be required to report annually to the United States Congress on the performance of their various programs, with particular emphasis on outcome performance (Martin, 1998). The GPRA sought to “provide for the establishment of strategic planning and performance measurement in the federal government,” and has resulted in a major focus on results-oriented practices within federal department and agencies (GPRA, 1993).

Today, GPRA has become institutionalized as the basic and major approach to performance measurement utilized by the federal government.

Service Efforts & Accomplishments (SEA) Reporting

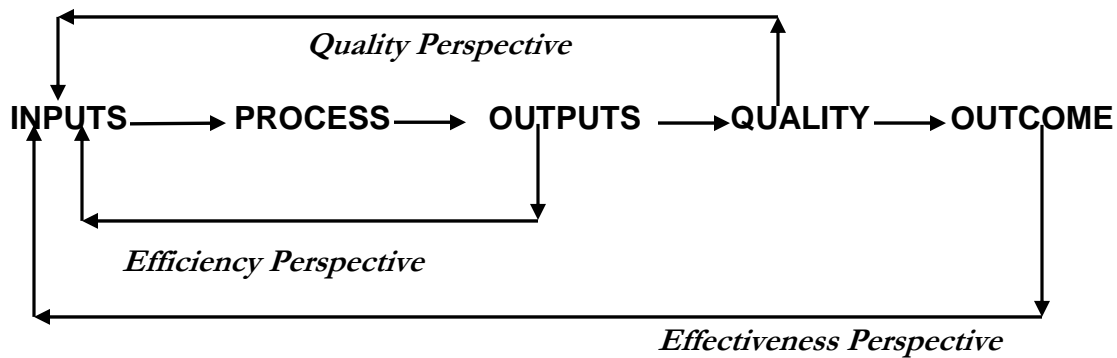
The Governmental Accounting Standards Board (GASB) is the organization that establishes “generally accepted accounting principles” for state and local governments. GASB has long believed that governments should report to their stakeholders the same types of financial and performance data and information that corporations are required to report to their stockholders. In 1993, GASB released an exposure draft of its “service efforts and accomplishments” reporting initiative (GASB, 1993).

While considerable agreement exists between GPRA and SEA reporting, the former tends to emphasize *outcomes* and outcome performance measures. SEA reporting is more comprehensive and also takes a tripartite approach to performance measures: *output*, *quality* and *outcome*. Unlike GPRA, GASB’s SEA reporting does not grant preferential status to

outcomes and outcome performance measures, but rather suggests that the use of all three types (outputs, quality and outcomes) of measures provides a more complete picture of organizational and program performance (see Figure 1). As Figure 1 illustrates, reporting on outputs provides feedback on the *efficiency* of programs. Reporting on quality provides feedback on the *quality* of programs. And reporting on the outcomes provides feedback on the *effectiveness* of government programs.

Figure 1

Performance Accountability & the Expanded Systems Model



Source: Martin (2002):13.

GASB’s SEA reporting has created what can be called an “expanded systems model” of government service delivery and accountability (see Figure 1). The language of SEA reporting (*inputs, outputs, quality and outcomes*) has become the semi-official language of performance measurement at the state and local government levels. For this reason, the Center for Community Partnerships (CCP) decided to utilize the GASB framework and definitions for use in this research report (see Figure 2).

Figure 2

Service Efforts & Accomplishments (SEA) Definitions

Measures of Service Effort (*inputs*)

- Financial Information – The “cost of salaries, employee benefits, materials and supplies, contract services, equipment and so forth, of providing a service”
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Source: GASB (1993):12-13.

CHALLENGES IN USING PERFORMANCE MEASUREMENT

GPRA and GASB's SEA reporting initiative introduced both short and long-term challenges to organizations seeking to implement performance measurement. Short-term challenges include financial and technical support (i. e., allocation of funding and human resources and implementing appropriate information systems) and the process of actually selecting output, quality and outcome performance measures). Long-term challenges are relatively unstudied as research to date has focused primarily on the introduction of performance measurement to organizations and programs. However, it has been noted that many governments that have implemented performance measurement are now struggling to "bridge the gap" between analysis and improved organizational and program performance (Heinrich, 2002; Kamesky, Morales, and Abramson, 2005).

Existing Uses of Performance Measures

Numerous studies have assessed existing uses of performance measurement. For example, Hatry et al. (2005) found in their analysis of multiple federal departments that outcome data were being utilized to direct organizational performance. The study assessed existing performance measurement programs in the Departments of Agriculture, Education, Interior, Labor, Transportation, Treasury, Health and Human Services (HHS), Housing and Urban Development (HUD), and Veterans Affairs, the Environmental Protection Agency (EPA), United States Postal Service (USPS), and the Social Security Administration (SSA). The authors established four results-oriented categories to describe observed performance measurement objectives among these organizations:

- 1) to trigger corrective action;
- 2) to identify and encourage "best practices;"
- 3) to motivate; and
- 4) to facilitate planning and budgeting.

This research study also found many existing obstacles in using performance measurement data, particularly outcome data, including a lack of authority to make changes, a limited understanding of the uses of outcome data, and fear of "rocking the boat". In response to these findings, the authors established guidelines for making performance measurement (outcome) data more useful. Key themes incorporated into their recommendations included user-friendly presentation of training and guidance materials on the use of performance (outcome) information, progress evaluation, and problem and best practice identification.

Bureaucratic complexity also burdens the efforts of state and local governments to use performance measurement to facilitate organizational change. The state of Florida's solution was the creation of the Florida Sterling Council (FSC). The FSC is supported by the state's Executive Office of the Governor and annually issues the Governor's Sterling Award (GSA)

for Performance Excellence to exemplary public and private organizations. Established in 1992, the FSC effectively promotes individual accountability and change through training sessions that cover issues such as award criteria, balanced scorecards, process and knowledge management, and leadership development, as well as “customized organizational training and mentoring” (Florida Sterling Council, 2005).

While the efforts of the FSC have largely been successful and have gained national recognition, many opportunities still exist for additional organizational and program improvements. In 2004, several Florida cities and counties recognized the opportunity to create more of a “bottoms-up” approach to organizational and program improvement through the use of performance measurement and benchmarking. The result was the establishment of the Florida Benchmarking Consortium (FBC). Building upon the work of the International City/County Management Association (ICMA) and other organizations, the FBC seeks to create a statewide data base of program performance measures that can be utilized by its members for benchmarking and program and organizational improvements (FBC, 2005).

The tagline and central objective of the FBC is to “take performance measurement to the next level.” Through its partnership with the University of Central Florida (UCF) Institute of Government (IOG) and the Center for Community Partnerships (CCP), the FBC plans to assist local governments adjust inputs (based on standards set by benchmarking partners) to achieve desired performance (output, quality and outcome).

COMPARISON LOCAL GOVERNMENTS

The seven comparison local governments analyzed in this study were selected by the FBC Steering Committee. The governments are:

- City of Austin, Texas;
- City of Baltimore, Maryland;
- Jacksonville/Duval County, Florida;
- City of Phoenix, Arizona;
- Maricopa County, Arizona;
- Charlotte/Mecklenburg County, North Carolina; and
- Nashville/Davidson County, Tennessee.

As illustrated in Table 1 (see next page), these local governments vary greatly in terms of population, geographic size, ethnic diversity, economic diversity and other factors. However, they have contributed to the expansion of the performance measurement frontier through their consistent innovation and leadership.

City of Austin, Texas

The City of Austin, which was chartered in 1839 and became the Texas state capital in 1846, utilizes a council-manager form of government. The population of Austin is approximately 656,000 (City of Austin, 2005). In 2000, Austin was identified by the Government Performance Project (GPP) as a high-performing local government (Beekman et al., 2000). Austin has also been a leader in local government performance measurement for some time and served as a “beta site” for testing of GASB’s SEA reporting initiative.

Austin’s position as leader in performance measurement is further evidenced by the city’s comprehensive performance measure database, which houses thousands of measures for 28 local government departments. The database, managed by Austin’s Budget Office, was developed to serve a number of functions, including increasing the transparency of government to citizens and providing critical management information to departmental staff and management (City of Austin, 2005).

City of Baltimore, Maryland

The City of Baltimore’s CitiStat program is recognized nationally as a benchmark for performance measurement strategy and innovation. CitiStat, an accountability tool that was developed with the same theories used in the New York Police Department CompStat model, focuses on four tenets of accountability and strategy: 1) accurate and timely intelligence; 2) effective tactics and strategies; 3) rapid deployment of resources; and 4) relentless follow-up and assessment. Baltimore Mayor Martin O’Malley recruited NYPD CompStat engineer Jack Maple to bring CompStat to Baltimore shortly after his election in 1999. O’Malley and Maple jointly presided over the extension of CompStat to every program

Table 1: Demographic Profiles of Comparison Local Governments

| | Baltimore | Jacksonville / Duval* | Austin | Maricopa County | Phoenix | Charlotte / Mecklenburg** | Nashville / Davidson*** |
|---|-----------|-----------------------|-----------|-----------------|-----------|---------------------------|-------------------------|
| Population, 2003 estimate | 628,670 | 817,480 | 656,562 | 3,389,260 | 1,321,045 | 752,366 | 545,524 |
| Population, percent change, April 1, 2000 to July 1, 2003 | -3.50% | 5.00% | 32.80% | 10.30% | 33.60% | 8.20% | 11.70% |
| Persons under 5 years old, percent, 2000 | 6.40% | 7.20% | 7.10% | 7.90% | 8.70% | 7.30% | 6.70% |
| Persons under 18 years old, percent, 2000 | 24.80% | 26.30% | 22.50% | 27.00% | 28.90% | 25.10% | 22.10% |
| Persons 65 years old and over, percent, 2000 | 13.20% | 10.50% | 6.70% | 11.70% | 8.10% | 8.60% | 11.00% |
| Female persons, percent, 2000 | 53.40% | 51.50% | 48.60% | 50.00% | 49.10% | 50.90% | 51.60% |
| White persons, percent, 2000 (a) | 31.60% | 65.80% | 65.40% | 77.40% | 71.10% | 64.00% | 65.90% |
| Black or African American persons, percent, 2000 (a) | 64.30% | 27.80% | 10.00% | 3.70% | 5.10% | 27.90% | 26.80% |
| American Indian and Alaska Native persons, percent, 2000 (a) | 0.30% | 0.30% | 0.60% | 1.80% | 2.00% | 0.40% | 0.30% |
| Asian persons, percent, 2000 (a) | 1.50% | 2.70% | 4.70% | 2.20% | 2.00% | 3.10% | 2.40% |
| Native Hawaiian and Other Pacific Islander, percent, 2000 (a) | Z | 0.10% | 0.10% | 0.10% | 0.10% | Z | 0.10% |
| Persons reporting some other race, percent, 2000 (a) | 0.70% | 1.30% | 16.20% | 11.90% | 16.40% | 3.00% | 2.50% |
| Persons reporting two or more races, percent, 2000 | 1.50% | 2.00% | 3.00% | 2.90% | 3.30% | 1.50% | 2.00% |
| White persons, not of Hispanic/Latino origin, percent, 2000 | 31.00% | 63.50% | NA | 66.20% | NA | 61.10% | NA |
| Persons of Hispanic or Latino origin, percent, 2000 (b) | 1.70% | 4.10% | 30.50% | 24.80% | 34.10% | 6.50% | 4.70% |
| High school graduates, percent of persons age 25+, 2000 | 68.40% | 82.70% | 83.40% | 82.50% | 76.60% | 86.20% | 81.10% |
| Bachelor's degree or higher, pct of persons age 25+, 2000 | 19.10% | 21.90% | 40.40% | 25.90% | 22.70% | 37.10% | 29.70% |
| Housing units, 2002 | 296,266 | 342,231 | 276,842 | 1,344,487 | 495,832 | 321,603 | 242,451 |
| Homeownership rate, 2000 | 50.30% | 63.10% | 44.80% | 67.50% | 60.70% | 62.30% | 54.50% |
| Housing units in multi-unit structures, percent, 2000 | 34.80% | 27.70% | NA | 26.60% | NA | 32.40% | NA |
| Median value of owner-occupied housing units, 2000 | \$69,100 | \$89,600 | \$124,700 | \$129,200 | \$112,600 | \$141,800 | \$113,300 |
| Households, 2000 | 257,996 | 303,747 | 265,649 | 1,132,886 | 465,834 | 273,416 | 227,403 |
| Persons per household, 2000 | 2.42 | 2.51 | 2.4 | 2.67 | 2.79 | 2.49 | 2.29 |
| Median household income, 1999 | \$30,078 | \$40,703 | \$42,689 | \$45,358 | \$41,207 | \$50,579 | \$39,232 |
| Per capita money income, 1999 | \$16,978 | \$20,753 | \$24,163 | \$22,251 | \$19,833 | \$27,352 | \$22,018 |
| Persons below poverty, percent, 1999 | 22.90% | 11.90% | 14.40% | 11.70% | 15.80% | 9.20% | 13.30% |
| Land area, 2000 (square miles) | 81 | 774 | 252 | 9,203 | 475 | 242 | 526 |
| Persons per square mile, 2000 | 8,058.40 | 1,006.70 | 2,610.40 | 333.8 | 2,781.90 | 2,232.40 | 1,321.50 |

(a) Includes persons reporting only one race; (b) Hispanics may be of any race, so also are included in applicable race categories; FN: Footnote on this item for this area in place of data; NA: Not available; D: Suppressed to avoid disclosure of confidential information; X: Not applicable; S: Suppressed; does not meet publication standards; Z: Value greater than zero but less than half unit of measure shown; *: Statistics from Duval County (separate statistics available for Jacksonville); **: Statistics from Mecklenburg County (separate statistics available for Charlotte); ***: Statistics from combined Nashville/Davidson County

Source: US Census Bureau State and County Quickfacts (2005) <http://quickfacts.census.gov/qfd/>

and function of city government. The extension of this already proven performance measurement tool resulted in CitiStat, the first system in the U.S. to attempt to formalize horizontal cooperation and coordination across all major service areas. Since its inception, CitiStat has utilized the same core elements which made CompStat successful, including clear articulation of mission and vision statements, emphasizing a strong information technology infrastructure, and holding regular meetings with key personnel (O'Connell, 2001; City of Baltimore, 2005).

In 2003, Baltimore reported \$43 million in cost savings, cost avoidance, and revenue enhancements as a result of CitiStat (Baxandall and Euchner, 2003). Paired with the success of CitiStat is that of Mayor O'Malley, who was cited by the New York Times in 2005 as one of the five best mayors in the US. O'Malley's may soon be leaving Baltimore if he is elected Governor of Maryland in 2006 (Baltimore Sun, 2005; City of Baltimore, 2005).

Jacksonville/Duval County, Florida

Distinguished for its tiered goal approach to uniformity in organizational direction, the partially consolidated City of Jacksonville/Duval County planning process is built upon six business areas: 1) increase economic opportunity and jobs, 2) increase public safety, (3) increase early literacy, 4) enhance quality of life, 5) increase infill housing, and 6) streamline government. According to Moynihan (2000), "Jacksonville has not only produced vertical integration of goals; it has balanced an appropriate role for politicians and top-level officials (to develop broad themes and goals, derived from an electorate mandate), and lower-level management and employees (who provide more specific goals and measures of performance". Moynihan continues by noting that "more than any other city, Jacksonville has successfully demonstrated a process of turning a political mandate into a clear tool for managing employees and goals at the lowest level".

The 1967 consolidation of the City of Jacksonville with Duval County created the largest city in terms of geographic size in the contiguous 48 states encompassing some 840 square miles. Local government consolidation has been a tool for establishing economies of scope in the US since the merger of New Orleans with Orleans Parish in 1805, but has gained its share of criticism from opponents of "big government". The Jacksonville/Duval consolidation has been likened to that of Baton Rouge and East Orleans Parish in the late 1940s, noted as the "first 'modern' style city-county consolidation, pioneering the two major innovations of the differential tax and service districts and the option for existing suburban cities to remain autonomous within the county" (Fahim, 2005). During its 68 years of consolidation, Jacksonville/Duval, which utilizes a mayor-council government structure, has been lead by eight mayoral bodies, the most recent being that of current mayor John Peyton (City of Jacksonville, 2005).

City of Phoenix, Arizona

According to Denhardt and Denhardt (2001:5), Phoenix “is consistently recognized as the best run (city) in the country, known for both its innovative practices and standards of excellence.” Awarded the Carl Bertelsmann Prize in 1993, Phoenix together with Christchurch, New Zealand were recognized as the two best-run cities in the world. In February 2000, Phoenix was the only city evaluated by *Governing* magazine to receive an ‘A’ in each of the five graded categories: financial management, human resources, information technology, capital management, and managing for results (The Government Performance Project, 2005). In addition to this external recognition, Phoenix is also highly praised by its employees. It is possible that employee satisfaction is driven by Phoenix’s “culture of innovation”, rewards for superior work, and emphasis on employee suggestion and personnel evaluation programs (Denhardt and Denhardt, 2001).

Phoenix uses a council-manager form of government and is noted for the longevity of its top managers. However, even with a strong executive team, Phoenix has harnessed the governance model of leadership. The city has emphasized building relationships within the community, decentralization, the importance of citizen-focus, and employee trust, and empowerment (Denhardt and Denhardt, 2001). Further evidence of individual accountability and culture of innovation is noted by Moynihan (2000:11), who states that “the essence of the Phoenix MFR (management for results) system is that it empowers departments and employees to make decisions on how to generate continual quality improvements. There are no specific guidelines or formats for departments to generate their own strategic plans. The philosophy is that departments should use the format that best fits their culture or environment.”

Maricopa County, Arizona

Maricopa County, the fourth largest county in the US in terms of geography size, has harnessed the concept of managing for results in its strategy for achieving organizational goals. Like constituent city Phoenix, Maricopa County has focused on its mission and vision statements. Integral to its strategy is a continuous process of planning, budgeting, data collection, reporting, evaluation, and decision making. Maricopa County makes use of benchmarking as a tool for increasing organizational efficiency via comparison with nine other western US counties: (1) Clark County, Nevada; (2) Harris County, Texas; (3) King County, Washington; (4) Los Angeles, (5) Orange, (6) San Diego, and (7) Santa Clara, county, California; (8) Multnomah County, Oregon; and (9) Salt Lake County, Utah (Maricopa County, 2004).

Maricopa County was also recognized as a high-performing government by the Government Performance Project of *Governing*. Maricopa County was one of only two county governments nationwide to receive the score of “A” from *Governing* Magazine including the score of “A” for managing for results (Governing, 2002).

Charlotte/Mecklenburg County, North Carolina

Charlotte/Mecklenburg County is also a partially consolidated city/county government. Charlotte-Mecklenburg County is veteran of performance measurement. It began utilizing the balanced scorecard in 1994, and then transformed the model into the locally-specific corporate scorecard in 1996. Charlotte/Mecklenburg County's Budget and Evaluation office manages scorecard development, performance management, and strategic planning (Charlotte/Mecklenburg Government, 2005).

Charlotte/Mecklenburg County has, together with other local governments, partnered with the Institute of Government at the University of North Carolina, Chapel Hill for performance measurement and benchmarking purposes (Charlotte-Mecklenburg Government, 2005). This initiative, known as the North Carolina Benchmarking Project (NCBP), was established in 1995 to provide a substantive foundation for local governments to examine and adjust service delivery costs. Serving 16 North Carolina cities, the NCBP collects data for 10 service areas including: residential refuse collection, household recycling, yard waste/leaf collection, police services, emergency communications, asphalt maintenance and repair, fire services, building inspections, fleet maintenance, and human resources. The NCBP's performance measures are classified as "workload," "efficiency" and "effectiveness." Both workload and efficiency measures include input measures; while "effectiveness" includes quality measures (North Carolina Benchmarking Project, 2005).

The data collection and analysis protocol followed by the NCBP is similar to that of the FBC. The NCBP protocol consists of 1) data form distribution; 2) distribution of performance and cost data; 3) data cleaning; 4) release of an initial performance and cost data report; and 5) release a final performance and cost data report. The NCBP data collection-reporting cycle begins in August and concludes in January, and is funded by both participating governments and four professional organizations (North Carolina Benchmarking Project, 2005).

Nashville/Davidson County, Tennessee

The smallest in population of the governments evaluated in this study is the Metropolitan Government of Nashville/Davidson County. Nashville/Davidson County included performance measures in its budgeting process beginning in 1993, and has since created a Managing for Results Unit to "drive the cultural and systemic focus on performance." The creation of this unit was in response to survey feedback from departmental budget coordinators that revealed problems with the existing approach to performance measurement. Departments did not adequately monitor actual performance against stated objectives (Metropolitan Government of Nashville/Davidson County, 2005).

ANALYSIS OF PERFORMANCE MEASURES UTILIZED BY COMPARISON LOCAL GOVERNMENTS

This section, presents the analysis of the UCF-Center for Community Partnerships' review of the performance measures utilized by the seven (7) comparison local governments. *Performance measures, data definitions and measurement metrics were collected **only** for the seven services identified by the Florida Benchmarking Consortium (FBC):*

- police,
- fire rescue,
- parks and recreation,
- human resources,
- planning and growth management,
- public works, (**Note:** after this study was underway, the FBC decided to divide the category public works into two new categories: “storm water” and “road repair.” This report continues to use the category, public works), and
- community improvement (code enforcement).

All performance measures were categorized using the GASB service efforts and accomplishments reporting taxonomy and definitions. Performance measures were classified as measures of service effort (*inputs*) or measures of accomplishments (*output, outcome, quality, or outcome/quality*). The final category (outcome/quality) was created because some of the performance measures encountered in the analysis demonstrate both quality and outcome characteristics.

Decisions on the classification of individual measures were jointly determined by discussions between the three researchers. Where disagreement existed (a rare situation), additional discussions were held until a consensus was achieved. Nevertheless, the researchers are cognizant that a different set of researchers reviewing the same measures might disagree with some of the classification decisions.

The results of the analysis are presented in Tables 2 - 8 that follow. The comparison local governments utilize performance measurement for a variety of service areas. However, only the seven areas identified by the FBC are presented in the following tables. It should be noted that not all comparison local governments utilize performance measures for the FBC identified services.

City of Austin Texas

Some 669 measures utilized by the City of Austin, Texas were examined. As Table 2 demonstrates (see next page), nearly half (48.58%) of these measures were classified as service efforts (*inputs*). The City of Austin performance measures were about equally divided between *outputs* (22.87%) and *outcomes* (21.08%). The City of Austin makes less use of quality (7.47%) performance measures. The City of Austin did not have any performance measures classified as *outcome/quality*.

Table 2: Classification of Performance Measures Used by the City of Austin, Texas

| Service Area* | Measure Type | | | | | Total |
|----------------------|---------------|---------------|--------------|---------------|-----------------|-------|
| | Input | Output | Quality | Outcome | Outcome/Quality | |
| Fire | 17 | 9 | 0 | 11 | 0 | 37 |
| | 45.95% | 24.32% | 0.00% | 29.73% | 0.00% | |
| Water Utility | 111 | 65 | 35 | 50 | 0 | 261 |
| | 42.53% | 24.90% | 13.41% | 19.16% | 0.00% | |
| Human Resources | 11 | 0 | 0 | 4 | 0 | 15 |
| | 73.33% | 0.00% | 0.00% | 26.67% | 0.00% | |
| Parks and Recreation | 86 | 22 | 6 | 24 | 0 | 138 |
| | 62.32% | 15.94% | 4.35% | 17.39% | 0.00% | |
| Police | 92 | 57 | 9 | 52 | 0 | 210 |
| | 43.81% | 27.14% | 4.29% | 24.76% | 0.00% | |
| Code Enforcement | 8 | 0 | 0 | 0 | 0 | 8 |
| | 100% | 0.00% | 0.00% | 0.00% | 0.00% | |
| TOTALS | 325 | 153 | 50 | 141 | 0 | 669 |
| | 48.58% | 22.87% | 7.47% | 21.08% | 0.00% | |

* Service area names assigned by the comparison local government.

City of Baltimore, Maryland

Some 614 measures utilized by the City of Baltimore, Maryland were examined. As Table 3 demonstrates, over two-thirds (68.08%) of the measures were classified as service efforts (*inputs*). The City of Baltimore performance measures are heavily weighted (22.31%) towards *outputs*. Less than eight percent (7.82%) of the performance measures could be classified as tapping the dimension of *quality* and almost no use (1.79%) is made of *outcome* performance measures. The City of Baltimore did not have any performance measures classified as *outcome/quality*.

Table 3: Classification of Performance Measures Used by the City of Baltimore, Maryland

| Service Area* | Measure Type | | | | | Total |
|----------------------|---------------|---------------|--------------|--------------|-----------------|-------|
| | Input | Output | Quality | Outcome | Outcome/Quality | |
| Fire | 70 | 60 | 0 | 5 | 0 | 135 |
| | 51.85% | 44.44% | 0.00% | 3.70% | 0.00% | |
| Parks and Recreation | 334 | 57 | 0 | 0 | 0 | 391 |
| | 85.42% | 14.58% | 0.00% | 0.00% | 0.00% | |
| Water and Wastewater | 14 | 20 | 48 | 6 | 0 | 88 |
| | 15.91% | 22.73% | 54.55% | 6.82% | 0.00% | |
| TOTALS | 418 | 137 | 48 | 11 | 0 | 614 |
| | 68.08% | 22.31% | 7.82% | 1.79% | 0.00% | |

* Service area names assigned by the comparison local government.

Charlotte/Mecklenburg County, North Carolina

Some 121 measures utilized by Charlotte/Mecklenburg were examined. As Table 4 demonstrates, few of the measures (2.48%) were classified as service efforts (*inputs*). In terms of performance measures, Charlotte/Mecklenburg uses primarily *outputs* (64.46%), with minor use made of *quality* (15.7%) and *outcome* (14.88%). Charlotte/Mecklenburg did have 6 performance measures that were classified as *outcome/quality*.

Table 4: Classification of Performance Measures Used by Charlotte/Mecklenburg County, North Carolina

| Service Area* | Measure Type | | | | | Total |
|----------------------|--------------|---------------|---------------|---------------|-----------------|-------|
| | Input | Output | Quality | Outcome | Outcome/Quality | |
| Fire | 1 | 24 | 2 | 5 | 0 | 32 |
| | 3.13% | 75.00% | 6.25% | 15.63% | 0.00% | |
| Human Resources | 0 | 4 | 8 | 3 | 0 | 15 |
| | 0.00% | 26.67% | 53.33% | 20.00% | 0.00% | |
| Planning | 2 | 41 | 4 | 6 | 0 | 16 |
| | 3.77% | 77.36% | 7.55% | 11.32% | 0.00% | |
| Police | 0 | 5 | 4 | 4 | 3 | 16 |
| | 0.00% | 31.25% | 25.00% | 25.00% | 18.75% | |
| Recreation and Parks | 0 | 4 | 1 | 0 | 0 | 5 |
| | 0.00% | 80.00% | 20.00% | 0.00% | 0.00% | |
| TOTALS | 3 | 78 | 19 | 18 | 3 | 121 |
| | 2.48% | 64.46% | 15.70% | 14.88% | 2.48% | |

* Service area names assigned by the comparison local government.

Jacksonville/Duval County, Florida

Some 134 measures utilized by Jacksonville/Duval County were examined. As Table 5 demonstrates (see next page), slightly more than half (57.46%) were classified as service efforts (*inputs*). In terms of performance measures, Jacksonville/Duval County makes the most use of *quality* performance measures (26.87%), with only minor use being made of *outputs* (5.97%) and *outcomes* (9.70%). Jacksonville/Duval County did not have any performance measures that were classified as *outcome/quality*.

Table 5: Classification of Performance Measures Used by Jacksonville/Duval County, Florida

| Service Area* | Measure Type | | | | | Total |
|----------------------|---------------|--------------|---------------|--------------|-----------------|-------|
| | Input | Output | Quality | Outcome | Outcome/Quality | |
| Fire | 30 | 3 | 10 | 3 | 0 | 46 |
| | 65.22% | 6.52% | 21.74% | 6.52% | 0.00% | |
| Human Resources | 6 | 0 | 1 | 0 | 0 | 7 |
| | 85.71% | 0.00% | 14.29% | 0.00% | 0.00% | |
| Planning | 17 | 5 | 9 | 5 | 0 | 36 |
| | 47.22% | 13.89% | 25.00% | 13.89% | 0.00% | |
| Parks and Recreation | 24 | 0 | 16 | 5 | 0 | 45 |
| | 53.33% | 0.00% | 35.56% | 11.11% | 0.00% | |
| TOTALS | 77 | 8 | 36 | 13 | 0 | 134 |
| | 57.46% | 5.97% | 26.87% | 9.70% | 0.00% | |

* Service area names assigned by local government.

Maricopa County Arizona

Some 249 measures utilized by Maricopa County were examined. As Table 6 illustrates, only a few measures utilized by Maricopa County could be classified as service efforts (*inputs*). In terms of performance measures, Maricopa County makes the most use of *outputs* (58.23%) and *outcomes* (38.55%). Few *quality* (1.62%) performance measures are utilized and no use is made of *outcome/quality* performance measures.

Table 6: Classification of Performance Measures Used by Maricopa County, Arizona

| Service Area* | Measure Type | | | | | Total |
|--------------------------|--------------|---------------|--------------|---------------|-----------------|-------|
| | Input | Output | Quality | Outcome | Outcome/Quality | |
| Human Resources | 1 | 6 | 0 | 18 | 0 | 25 |
| | 4.00% | 24.00% | 0.00% | 72.00% | 0.00% | |
| Parks and Recreation | 1 | 31 | 0 | 19 | 0 | 51 |
| | 1.96% | 60.78% | 0.00% | 37.25% | 0.00% | |
| Planning and Development | 1 | 62 | 0 | 18 | 0 | 81 |
| | 1.23% | 76.54% | 0.00% | 22.22% | 0.00% | |
| Sheriff's Office | 1 | 6 | 0 | 18 | 0 | 25 |
| | 4.00% | 24.00% | 0.00% | 72.00% | 0.00% | |
| Storm water | 0 | 18 | 4 | 23 | 0 | 45 |
| | 0.00% | 40.00% | 8.89% | 51.11% | 0.00% | |
| Code Enforcement | 0 | 22 | 0 | 0 | 0 | 22 |
| | 0.00% | 100% | 0.00% | 0.00% | 0.00% | |
| TOTALS | 4 | 145 | 4 | 96 | 0 | 249 |
| | 1.62% | 58.23% | 1.62% | 38.55% | 0.00% | |

* Service area names assigned by the comparison local government.

Nashville/Davidson County, Tennessee

Some 118 measures utilized by Nashville/Davidson County were examined. As Table 7 illustrates, few measures (16.10%) utilized by Nashville/Davidson County could be classified as measures of service effort (*inputs*). In terms of performance measures, Maricopa County makes the most use of *outcomes* (31.36%) and *outcomes/quality* (26.27%). Moderate use is made of *output* (15.25%) and minor use of *quality* (11.02%) performance measures.

Table 7: Classification of Performance Measures Used by Nashville/Davidson County, Tennessee

| Service Area* | Measure Type | | | | | Total |
|----------------------|---------------|---------------|---------------|---------------|-----------------|-------|
| | Input | Output | Quality | Outcome | Outcome/Quality | |
| Fire | 8 | 0 | 5 | 2 | 0 | 15 |
| | 53.33% | 0.00% | 33.33% | 13.33% | 0.00% | |
| Human Resources | 0 | 3 | 3 | 5 | 1 | 12 |
| | 0.00% | 25.00% | 25.00% | 41.67% | 8.33% | |
| Parks and Recreation | 4 | 3 | 3 | 4 | 0 | 14 |
| | 28.57% | 21.43% | 21.43% | 28.57% | 0.00% | |
| Police Department | 0 | 0 | 0 | 0 | 30 | 30 |
| | 0.00% | 0.00% | 0.00% | 0.00% | 100.00% | |
| Stormwater | 7 | 12 | 0 | 20 | 0 | 39 |
| | 17.95% | 30.77% | 0.00% | 51.28% | 0.00% | |
| Code Enforcement | 0 | 0 | 2 | 6 | 0 | 8 |
| | 0.00% | 0.00% | 0.25% | 0.75% | 0.00% | |
| TOTALS | 19 | 18 | 13 | 37 | 31 | 118 |
| | 16.10% | 15.25% | 11.02% | 31.36% | 26.27% | |

* Service area names assigned by the comparison local government.

Phoenix, Arizona

Some 76 measures utilized by Phoenix were examined. As Table 8 illustrates (see next page), most measures (69.74%) were classified as measures of service effort (*inputs*). In terms of performance measures, Phoenix makes the most use of *outputs* (19.74%) and minor use of *quality* (6.58%) and *outcome* (3.95%). No *outcome/quality* measures were utilized by Phoenix.

Table 8: Classification of Performance Measures Used by the City of Phoenix, Arizona

| Service Area* | Measure Type | | | | | Total |
|-----------------------|---------------|---------------|--------------|--------------|-----------------|-------|
| | Input | Output | Quality | Outcome | Outcome/Quality | |
| Fire | 35 | 5 | 0 | 2 | 0 | 42 |
| | 83.33% | 11.90% | 0.00% | 4.76% | 0.00% | |
| Parks and Recreation | 16 | 0 | 0 | 0 | 0 | 16 |
| | 100.00% | 0 | 0 | 0 | 0.00% | |
| Planning | 2 | 4 | 3 | 0 | 0 | 9 |
| | 22.22% | 44.44% | 33.33% | 0.00% | 0.00% | |
| Community Development | 0 | 6 | 2 | 1 | 0 | 9 |
| | 0.00% | 66.67% | 22.22% | 11.11% | 0.00% | |
| TOTALS | 53 | 15 | 5 | 3 | 0 | 76 |
| | 69.74% | 19.74% | 6.58% | 3.95% | 0.00% | |

* Service area names assigned by the comparison local government.

ANALYSIS OF PERFORMANCE MEASURES PROPOSED BY THE FLORIDA BENCHMARKING CONSORTIUM (FBC)

This section presents the results of the UCF Center for Community Partnerships' analysis of the measures being proposed for use by the FBC. The FBC is in the process of continuing to refine its proposed measures based on the reviews and comments of its affiliated members. Consequently, it is important to note that the data and analysis in this section are based on the FBC proposed measures as of October 1, 2005.

Some 184 measures proposed by the FBC were examined. As Table 9 illustrates, the majority (51.09%) of the proposed measures are classified as measures of service effort (*inputs*). In terms of proposed performance measures, most can be classified as *outputs* (21.2%), with *quality* (14.13), *outcome* (10.33) and *outcome/quality* (2.72) being recommended less frequently.

Table 9: Classification of Performance Measures Recommended by the FBC

| Service Area | Measure Type | | | | | Total |
|---------------------|---------------|---------------|---------------|---------------|-----------------|-------|
| | Input | Output | Quality | Outcome | Outcome/Quality | |
| Fire | 12 | 11 | 9 | 11 | 0 | 43 |
| | 27.91% | 25.58% | 20.93% | 25.58% | 0.00% | |
| Human Resources | 6 | 0 | 2 | 0 | 0 | 8 |
| | 75.00% | 0% | 25.00% | 0% | 0.00% | |
| Planning and Growth | 5 | 5 | 3 | 0 | 0 | 13 |
| | 38.46% | 38.46% | 23.08% | 0% | 0.00% | |
| Police | 51 | 13 | 5 | 0 | 5 | 74 |
| | 68.92% | 17.57% | 6.76% | 0% | 6.76% | |
| Park and Recreation | 10 | 7 | 2 | 0 | 0 | 20 |
| | 50.00% | 35.00% | 10.00% | 0% | 0.00% | |
| Road Repair | 4 | 2 | 1 | 1 | 0 | 8 |
| | 50.00% | 25.00% | 12.50% | 12.50% | 0.00% | |
| Stormwater | 3 | 0 | 3 | 3 | 0 | 9 |
| | 33.33% | | 33.33% | 33.33% | 0.00% | |
| Code Enforcement | 3 | 1 | 1 | 4 | 0 | 9 |
| | 33.33% | 11.11% | 11.11% | 44.44% | 0.00% | |
| TOTALS | 94 | 39 | 26 | 19 | 5 | 184 |
| | 51.09% | 21.20% | 14.13% | 10.33% | 2.72% | |

The results presented in Table 9 mirror the findings of a recent national survey on the use of performance measurement by municipal governments (Chung, 2004). This study, which surveyed chief executive officers municipal governments between 25,000 and 250,000 found that, “workload or output measures are the most widely used measures followed by citizen satisfaction and service quality measures” (p. 2). The study considered 23 different municipal services.

Table 10 presents an analysis of the measures being utilized by the seven comparison local governments and the measures being proposed by the FBC.

Table 10: Analysis of Measures Utilized by Comparison Local Governments and Measures Proposed by the FBC

| | Measure Type | | | | | Total |
|--|---------------|---------------|--------------|---------------|-----------------|-------|
| | Input | Output | Quality | Outcome | Outcome/Quality | |
| Austin, Texas | 325 | 153 | 50 | 141 | 0 | 669 |
| | 48.58% | 22.87% | 7.47% | 21.08% | 0 | |
| Baltimore, Maryland | 418 | 137 | 48 | 11 | 0 | 614 |
| | 68.08% | 22.31% | 7.82% | 1.79% | 0 | |
| Jacksonville/1 County | 77 | 8 | 36 | 13 | 0 | 134 |
| | 57.46 | 5.97 | 26.87 | 9.70 | 0 | |
| Phoenix, Arizona | 53 | 15 | 5 | 3 | 0 | 76 |
| | 69.74% | 19.74% | 6.57% | 3.95% | 0 | |
| Maricopa County, Arizona | 4 | 145 | 4 | 96 | 0 | 249 |
| | 1.62% | 58.23% | 1.62% | 38.55% | 0 | |
| Charlotte/Mecklenburg County, North Carolina | 3 | 78 | 19 | 18 | 3 | 121 |
| | 2.48% | 64.46% | 15.70% | 14.88% | 2.48% | |
| Nashville/Davidson County, Tennessee | 19 | 18 | 13 | 37 | 31 | 118 |
| | 16.10% | 15.25% | 11.02% | 31.36% | 26.27% | |
| TOTALS | 899 | 554 | 175 | 319 | 34 | 1981 |
| | 45.38% | 27.97% | 8.83% | 16.10% | 1.72% | |

| | | | | | | |
|------------|---------------|---------------|---------------|---------------|--------------|--|
| FBC | 51.09% | 21.20% | 14.13% | 10.33% | 2.72% | |
|------------|---------------|---------------|---------------|---------------|--------------|--|

An analysis of the data in Tables 9 and 10 above, as well as the data presented in Tables 2-8 in the preceding section, lead to several findings:

- Finding 1** - No clear overall pattern exists in the use of performance measures (*output, quality, outcome, outcome/quality*) across governments.
- Finding 2** - No clear overall pattern exists in the use of performance measures (*output, quality, outcome, outcome/quality*) across service areas.
- Finding 3** - The results demonstrate why it is difficult (i. e., differences in performance measurement systems) for local governments to find suitable benchmarking partners.
- Finding 4** - In general, the governments and programs reviewed make more use of service effort measures (*inputs*) than performance measures (*outputs, quality, outcomes, outcome/quality*).

- Finding 5*** - In general, the governments and programs reviewed make less use of *outcome* performance measures than might otherwise be expected given the emphasis on this type of measure over the last decade.
- Finding 6*** - It is unclear that any of the approaches utilized by any one of the comparison local governments constitutes a “best practice.”
- Finding 7*** - Overall, “best practice” in local government performance measurement today makes use of service efforts (inputs) and *output* performance measures with less use made of *quality*, *outcome* and *outcome/quality* performance measures.
- Finding: 8*** - The measures proposed by the FBC represent a well balanced mix of *inputs*, *outputs*, *quality* and *outcomes* with minor use made of *outcome/quality*.

SUMMARY, CONCLUSION & NEXT STEPS

This report reviewed the performance measures (*inputs, outputs, quality and outcomes*) utilized by seven local governments with national reputations in the field. The review involved seven select local government services: police, fire rescue, parks and recreation, human resources, planning and growth management, public works (storm water and road repair) and community improvement/code enforcement. The results indicate that the measures proposed by the Florida Benchmarking Consortium (FBC) represent a well balanced mix of *inputs, outputs, quality and outcomes* with minor use made of *outcome/quality*.

However, the development of standardized performance measures is only the first step in ***taking performance measurement to the next level***. Follow-on steps include:

1. collecting and storing the data,
2. providing easy access to the data,
3. selecting benchmarking partners, and
4. using the data to improve local government service delivery.

With the recent licensing agreement between the FBC and PilotSoftware of Mountain View, California, member governments now have access to web based, state of the art performance measurement software with a number of built in analyses and reporting features. Once the PilotSoftware comes on-line in early 2006, the immediate challenge to the FBC will be in providing training and technical assistance to member governments so they can make effective use of the software and the data. The more long term challenge for the FBC will be utilizing the software and the data to identify benchmarking partners and ultimately to improve the performance of local government services.

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