AGENDA INFORMATION

CITY OF MIAMI SPRINGS

CITY COUNCIL

Special Meeting

Monday, June 6, 2011

7:00 p.m.

Mayor Zavier Garcia

Vice Mayor Bob Best

Councilman Dan Espino

Councilman George V. Lob

Councilwoman Jennifer Ator

City Manager James R. Borgmann

Assistant City Manager Ronald K. Gorland

City Attorney Jan K. Seiden

City Clerk Magalí Valls

# CITY OF MIAMI SPRINGS, FLORIDA

### Mayor Zavier Garcia

| | |
|---|---|
| **Vice Mayor Bob Best** | **Councilman Dan Espino** |
| **Councilman George V. Lob** | **Councilwoman Jennifer Ator** |

> **Decorum:** "Any person making impertinent or slanderous remarks or who becomes boisterous while addressing the City Council, shall be barred from further audience before the City Council by the Mayor, unless permission to continue or again address the City Council is granted by the majority vote of the City Council members present. In accordance with the foregoing, the City Council has determined that racial or ethnic slurs, personal attacks and comments unrelated to City matters or issues constitute prohibited comments from the podium".

## AGENDA
## SPECIAL MEETING
### Monday, June 6, 2011
### 7:00 p.m.

1. Call to Order/Roll Call

2. Invocation: Councilman Lob

   Salute to the Flag: Audience participation

3. City Manager Job Description and Qualifications

4. Strategic Planning Retreat – Proposed Compromise

5. Adjourn

# NOTICE OF SPECIAL MEETING

The Miami Springs City Council has scheduled a Special Meeting for Monday, June 6, 2011 at 7:00 p.m. to discuss City Manager search procedures and to consider conducting a strategic planning meeting for the City.

The meeting will be held in the Council Chambers at City Hall, 201 Westward Drive, Miami Springs. It is an open meeting (F.S.§286.011) and the public is invited and encouraged to attend.

Magali Valls, CMC
City Clerk

If any person decides to appeal any decision of this Board with respect to any matter considered, s/he will need a record of the proceedings and for such purpose may need to ensure that a verbatim record of the proceedings is made, which record includes the testimony and evidence upon which the appeal is made (F. S. §286.0105).

In accordance with the Americans with Disabilities Act, persons needing a special accommodation to participate in this proceeding should contact the City Clerk, 201 Westward Drive, Miami Springs, Florida 33166. Telephone: 305.805.5006, no later than seven days prior to the proceeding

3

# City of Miami Springs Interoffice Memo

DATE:     May 19, 2011

TO:      Mayor Zavier Garcia and Members of the City Council

FROM:   James R. Borgmann, City Manager

RE:      City Manager Job Description and Qualifications

Attached are pages from our current list of job descriptions for the position of City Manager and also a sheet that was used in the past to assist executive searches for that same position.

I have also enclosed a memo from me regarding the scope of your search. It is not intended to be an endorsement of anyone, but rather my thoughts after 30+ years in local government.

Agenda Item No.

City Council Meeting of:

MAY 23, 2011

CITY OF MIAMI SPRINGS
POSITION DESCRIPTION

Class Title: CITY MANAGER                    Department: CITY MANAGER

GENERAL PURPOSE

Performs high level administrative, technical and professional work in directing and supervising the administration of city government.

SUPERVISION RECEIVED

Works under the broad policy guidance of the City Council.

SUPERVISION EXERCISED

Exercises supervision over all municipal employees either directly or through subordinate supervisors.

ESSENTIAL DUTIES AND RESPONSIBILITIES

Directs the overall effort of the City government. Appoints department heads and acts as appointing authority for City employees. Coordinates the efforts of the various departments under the City governmental structure.

Prepares the annual City Budget for submission to the Council. Submits recommendations to the Council for their discussion and approval concerning the efficient operation of the City government. Keeps the Council informed of general City operations and activities. Makes plans and recommends future programs of the City.

Provides professional advice to the city Council and department heads; makes presentations to councils, boards, commissions, civic groups and the general public.

Communicates official plans, policies and procedures to staff and the general public.

Assures that assigned areas of responsibility are performed within budget; performs cost control activities; monitors revenues and expenditures in assigned area to assure sound fiscal control; prepares annual budget requests; assures effective and efficient use of budgeted funds, personnel, materials, facilities, and time.

Issues written and oral instructions; assigns duties and examines work for exactness, neatness, and conformance to policies and procedures.

Prepares a variety of studies, reports and related information for decision-making purposes.

Sees that all laws and ordinances are faithfully performed.

Advises the City Council of financial conditions and current and future city needs.

Attends all meetings of the Council at which attendance may be required by the Council.

## PERIPHERAL DUTIES

Recommends for adoption by the council such measures as manager may deem necessary or expedient.

Prepares and submits to the council such reports as may be required by that body or as manager may deem it advisable to submit.

May serve as the head of one or more departments of city government.

## DESIRED MINIMUM QUALIFICATIONS

Education and Experience:

(A)     Masters in public administration, government, political science, business management or a closely related field, and five (5) year of experience as a municipal administrator.

Necessary Knowledge, Skills and Abilities:

(A)     Considerable knowledge of modern policies and practices of public administration; working knowledge of municipal finance, human resources, public works, public safety, and community development;

(B)     Skill in preparing and administering municipal budgets; skill in planning, directing and administering municipal programs; skill in operating the listed tools and equipment;

(C)     Ability to prepare and analyze comprehensive reports; ability to carry out assigned projects to their completion; ability to communicate effectively verbally and in writing; ability to establish and maintain effective working relationships with employees, city officials and the public; ability to efficiently and effectively administer a municipal government.

## SPECIAL REQUIREMENTS

Must be bondable.

## TOOLS AND EQUIPMENT USED

Requires frequent use of personal computer, including word processing and spreadsheet programs; calculator, telephone, copy machine and fax machine.

## PHYSICAL DEMANDS

The physical demands described here are representative of those that must be met by an employee to successfully perform the essential functions of this job.  Reasonable accommodations may be made to enable individuals with disabilities to perform the essential functions.

While performing the duties of this job, the employee is frequently required to sit and talk or hear. The employee is occasionally required to walk; use hands to finger, handle, or feel objects, tools, or controls; and reach with hands and arms.

The employee must occasionally lift and/or move up to 10 pounds. Specific vision abilities required by this job include close vision and the ability to adjust focus.

## WORK ENVIRONMENT

The work environment characteristics described here are representative of those an employee encounters while performing the essential functions of this job. Reasonable accommodations may be made to enable individuals with disabilities to perform the essential functions.

The noise level in the work environment is usually moderately quiet.

## SELECTION GUIDELINES

Formal application, rating of education and experience; oral interview and reference check.

The duties listed above are intended only as illustrations of the various types of work that may be performed. The omission of specific statements of duties does not exclude them from the position if the work is similar, related or a logical assignment to the position.

The job description does not constitute an employment agreement between the employer and employee and is subject to change by the employer as the needs of the employer and requirements of the job change.

# CITY OF MIAMI SPRINGS
# CITY MANAGER
# EXECUTIVE SEARCH FACTORS

**INTERACTION SKILLS**: Can the candidate demonstrate that he/she can interact well with the following groups:

X      City Council (Do they keep their council informed and do they follow through on council requests?)

X      Public (Community organizations, chamber of commerce, individual members of the public)

X      Staff (Do they communicate the council's direction well to the city's staff?)

X      Press (Do they present a good image of the city through the media?)

X      Other governments (Do they represent the city and its interests well before other governments?)

**PERSONAL SKILLS**: Ability to

X      Effectively manage and lead the city's staff

X      Communicate well orally and in writing

X      Manager the city's finances (including grants)

X      Select, develop and retain good city staff

X      Effectively deal with human resources issues (including ensuring accountability of employees and, if applicable, unions)

X      Negotiate effectively for the city

X      Enforce contracts (whether with vendors or unions)

X      Manage projects

X      Develop and manage strategic and operational plans

**EXPERIENCE**: Does the candidate have expertise in areas that are specifically relevant to the city such as in:

X      Development

X      Redevelopment

X      Storm water

X      Country club management

X      Utilities (water/sewer/electric)

X      Does he/she have experience as a senior official in a demographically similar city (size, ethnicity, economies, etc.)

**TRACK RECORD**:

X      Does the individual have a track record demonstrating successful management?

X      Has the individual exhibited longevity in his/her employment history or are they a job hopper?

X      Has he/she been a manager?

## City of Miami Springs Interoffice Memo

DATE:        May 19, 2011

TO:           Mayor Zavier Garcia and Members of the City Council

FROM:      James R. Borgmann, City Manager

RE:           Extent of Search for new City Manager

At your last meeting, you requested more input regarding the process to hire a new city manager, specifically how far you want the search to reach.

Using today's technology, your search will almost automatically go global once people start forwarding the announcement to friends, relatives and colleagues. If you chose to hire a "headhunter", I am sure they will have candidates from many parts of the country. The City has the ability to advertise in multiple job placement locations from M-D County to national through the International City Manager's Association (ICMA).

I would, however, recommend the following:

1.        Experience in the State of Florida. The candidate should have a fundamental grasp of the Florida laws that govern the day to day operations of a city. Other states may allow things that Florida doesn't and it could become a problem if your new manager is not aware of the differences. This has actually happened before in Miami Springs.

2.        Experience in Miami-Dade County. Due to the unique "home-rule" charter of our county, many of the restrictions we function under will be foreign to someone coming in from outside M-D County. In most cities in the other 66 counties, they are unrestricted in their ability to form CRA's, or establish their own regulations for traffic signage. In M-D County, there are literally dozens of functions and activities we cannot commence until after we receive approval from the county.

Certainly, the final decision lies in your hands, but as someone who has spent the last 30+ years of my life in local government, I wanted to share my experience and thoughts with you.

## MEMORANDUM

**TO:**      Mayor, Council

**CC:**      City Clerk, City Manager, City Attorney

**FROM:**  Dan Espino

**DATE:**  5/20/2011

**RE:**      **Strategic Planning Retreat Compromise**

In light of the varying opinions regarding the structure/format of a strategic planning retreat, from Councilwoman Ator's more conventional approach to Councilmen Best and Lob's open-house approach, I bring forth this proposal as a compromise. The following format can best be described as a hybrid between traditional strategic planning and charrette style planning, but, given this and the previous Council's desire to be transparent and inclusive, I humbly believe the following will serve us very well.

*While there may be logistical issues that need to be addressed, I respectfully request the Council's indulgence in proceeding forward with this Retreat.* It will allow us all to work together to set the short and long term goals for the City, generate ideas and enthusiasm about our forward direction and allow us to make significantly better budgetary decisions.

**Proposed Compromise: Miami Springs Strategic Planning Retreat – *"Forward Together"***

**Parties:**       Mayor and Council, Administration and Staff, Delegates and Residents
**Facilitator:**   *TBD* (outside third party).
**Location:**    *TBD* (Miami Springs Country Club or Community Center)
**Date:**         *TBD*
**Issues:**       *TBD*

**Schedule:**
- **Morning General Session**: Welcome, Rules and Committee Identification (brief)
- **Break-Out Sessions:** Committees meet to discuss selected topics
   - *Committees may be comprised of mayor/council, administration and staff, consultants, delegates and/or residents*
   - *Sessions are individually tape-recorded and minutes taken by facilitator or staff*
- **Lunch**
- **Afternoon General Session:** Reports from Committees, Topic Discussions
- **Following Council Meeting(s):** Reports officially considered on Council for action

## Council Action Items

1. **Select date for Strategic Planning Retreat**
2. **Select third party facilitator**
3. **Discuss and select strategic issues**
4. **Direct administration to have departments conduct goals assessment and environmental scan** (*report on the internal and external factors in which each department is operating = financial factors, demographic factors, technology factors, social/community factors, physical demands, etc.*)
5. **Direct city clerk to publically notice Strategically Planning Retreat**

MEMORANDUM

TO:      City Clerk

FROM:    Dan Espino

DATE:    5/3/11

RE:      Strategic Planning Retreat (For 5/9/11 Regular Council Meeting)

So as to facilitate a discussion on a larger scope about our planning and action priorities for Miami Springs, I propose that the Mayor and Council host a "*Strategic Planning Retreat.*" As used by other municipalities, such meetings make possible great discussions about a number of issues in a way that is not typically accomplished through the structure of regular meetings, while simultaneously fostering community involvement, consensus building and long term planning. The Strategic Planning Retreat would be a day-long, publically noticed meeting held in the City but away from City Hall that is meant to foster a discussion amongst the Mayor and Council Members, the administration and staff and residents from the community. The following would be my proposal:

### Proposal for Miami Springs Strategic Planning Retreat

**Parties:**   Mayor and Council, Administration and Staff, Delegates and Residents
**Location:**  Miami Springs Country Club or Community Center
**Date:**      *TBD*
**Issues:**    *TBD*

**Schedule:**
- Morning General Session: *Welcome, Rules and Committee Identification* (brief)
- Break-Out Sessions: *Committees meet to discuss selected topics*
- Lunch
- Afternoon General Session: *Reports from Committees, Topic Discussions*
- Following Council Meeting: *Reports officially considered on Council for action*

**Format for Break-Out Sessions:**
- Number and Subjects of Topics are previously discussed and selected at Regular Meeting
- Mayor /Council to participate in Break-Out Session of their choosing
- Mayor/Council are asked to select and invite residents to attend and serve as their delegates in the sessions in which Mayor/Council Members will not personally participate

**Special Considerations:**
- Request from Staff an explanation of the internal and external environment in which each department is operating (demands, goals, funds, other factors)
- Strategic Planning Retreat will be publically noticed and discussions recorded, in accordance with Sunshine Law
- All residents are welcome to participate
- Cost: Materials, Food, Staff Time, Notice Publication

**Attachments**
1) Synopsis Article;      2) Step-by-Step Guidelines;      3) City Examples

*more to follow*

# Strategic Planning:
## Synopsis

# WHAT IS STRATEGIC PLANNING?

STRATEGIC PLANNING IS A SYSTEMATIC PROCESS to identify why your local government exists, whom it serves, benefits derived from the services you provided and your administration's vision for serving its citizens. Your strategic plan serves as a blueprint to achieve your vision. It also answers three basic questions: Who are we? What do we want? and How are we going to get what we want? At each stage of the process, you will need to involve various people and groups and this is where the power of strategic planning comes into play.

)es strategic planning sound like a )ng, drawn-out process? Well, it can ..ke a while to do it right — "Anything worth doing, is worth doing right." This may be quite true, but there needs to be a lot of benefits for embarking on a time-consuming and sometimes difficult process. Participants at CML's "The Path to Strategic Planning" workshops determined a number of benefits for undergoing this process:

- Helps engage the community and involve a wider group of stakeholders
- Creates a plan that has the community in mind
- Focuses on broad issues
- It's fun to envision the future
- Identifies clear impacts and decisions
- Helps us keep a focus
- Proactive versus reactive (not crisis management)
- Assesses resources, strengths, and weaknesses
- Makes it easier to measure success
- Adds to the stability of the community
- Gives us a sense of achievement
- Provides stability through term-limits/changes

There are many approaches to strategic planning, however, there are a couple of common threads among most plans. The predominant starting point is a solid understanding of the organization: its vision, mission, values, history, key contributors, accomplishments and setbacks answering the question "Who are we?" Being able to see the organization within the environment in which it operates is also beneficial. There are a variety of environmental scans that help organizations understand the pressures and dynamics that are affecting them and that could affect their strategic plan.

In the workshops, participants are asked to conduct an environmental scan on trends in local municipalities. Here are some of the trends they came up with:

## PERCEIVED TRENDS IN LOCAL MUNICIPALITIES

### Emerging Trends
More partnerships
Increasing public involvement via technology
State-local government changes
Revenue limitations (TABOR)
Succession planning
Demographic changes
Interest in parks and trails
More technology
Focus on performance measurements
Environmental concerns
Increasing senior population
Leadership gaps due to baby boomers retiring

### Existing Trends
Lack of public involvement
Lack of long-term thinking
Gap between "haves" and "have nots"
Special interest focus
Expectation of technology
Term limits
Lack of economic sustainability
Resource challenges
Increasing demands, decreasing resources
TABOR
Entitlement
Public disconnect with government
Citizen apathy
Budget issues
Economic development
Growth versus no-growth
Competition for resources
Senior and youth issues
Erosion of local control

### Disappearing Trends
Public engagement
Trust in public officials
Face-to-face personal interaction
Personal responsibility
Volunteers
Trust in government
Voter turnout
Civic involvement
Time
Community involvement
Rural/historic characteristics
Sense of community pride
Trust in media
Neighborhoods
"Mom & Pop"
"Handshake" operations

**What would you add to these trends?**

# The final plan should include specific information about goals, objectives and clearly defined action steps, required resources, when the action item is due and how you will monitor progress and measure success.

Still answering the "Who are we?" question, one common thread in most strategic planning processes is to conduct a SWOT analysis to explore the Strengths, Weaknesses, Opportunities and Threats of the organization. The Technology of Participation ToP®* strategic planning method also looks at the Benefits of Success and the Dangers of Success (unanticipated consequences of success that you might want to plan for).

Once the group has a pretty good handle on its identity and environment, the next couple of steps have to do with setting goals, objectives and strategic directions and developing action plans to accomplish them. This helps identify "What we Want and How We're Going to Get It". The ToP®* method includes the a "process map":
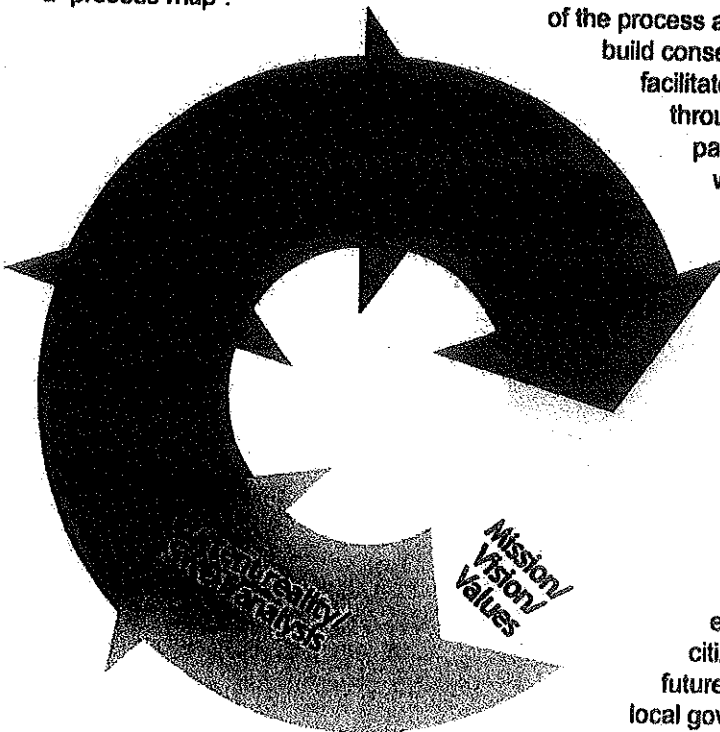
Strategic planning is not an easy process. It requires a strong commitment from both your executive level and governing board. To secure top level support you will need to assess the resources needed to develop and implement a successful plan. Resources to consider include staffing needs and compensation for their time, hiring a professional facilitator, your organization's technological ability to design, implement and monitor the plan, and meeting and facilities expenses. If the roof has caved in and you're in crises mode strategic planning is not the best method for dealing with the crises. Take care of the crises first, then consider creating a strategic plan.

Additional challenges include identifying who makes the decisions at each stage of the process and when you need to build consensus. Using a skilled facilitator can guide you through this and utilizing participatory method, when appropriate, can make it a more inclusive process. Making sure you have included all important stakeholders will help you avoid creating a plan that is unsupported. When done right, strategic planning should engage and excite your staff and citizens in shaping the future direction of your local government.

The final plan should include specific information about goals, objectives and clearly defined action steps that identify who is responsible for each action item, what resources are needed, when the action item is due and how you will monitor progress and measure success. As a basic rule, you should regularly review your action items; a good practice is to conduct quarterly and annual evaluations. However, more frequent than four times a year may be necessary depending on external circumstances. To keep people committed and on track, communicate and publish results regularly and acknowledge departmental and individual accomplishments as they occur. It may be helpful to research other municipalities' strategic plans or to benchmark your processes. Keep your focus on the strategic plan and strategic directions. Many leaders get off track because they focus most of their time on operational or tactical issues and don't think strategically. Leaders who spend about 20 percent of their time thinking strategically and working their plan are more likely to be successful achieving the goals and vision of their strategic plan.

*Utilizing a professional facilitator can help your municipality navigate the strategic planning process. Collaborative Connections Inc. 303-380-2550 has skilled, professional facilitators, including Penny McDaniel and Anne Neal.*

* *Technology of Participation® is a registered trademark of the Institute of Cultural Affairs. ToP® Group Facilitation Methods and Strategic Planning Methods are offered world-wide by ToP® trainers.*

# Strategic Planning:
## Process Guidelines
*(from Strategic Planning for Local Government)*

# Strategic Planning: A Step-by-Step Guide

## Planning to plan

One must plan to plan. This is true whether the plan is the first or the fifty-first. It is as true in the public sector as in the business world. The stakeholders in the public sector may be more numerous and may have greater access to the process, and scans may need to be broader, but the process is the same for a government as for a business, and the need for the process may be even greater.

Strategic plans in both the public and private sector frequently acknowledge the ongoing nature of the process. Including a formal statement in the plan itself will provide a constant reminder of the need to reconvene, review, and replan. Such statements may be brief reminders that review and replanning will take place. Others may be more specific as to the timing and ongoing responsibilities of the planning committee. A good example, a statement from the plan of Whitley County, Indiana, is provided in Appendix 11.

Strategic planning can spell the difference between success and failure for an organization. It can encourage employees at all levels to stretch to achieve a higher plane of thought and performance. It can result in the optimal allocation of scarce budgetary resources. It can give employees and constituents a greater sense of their stake in the system and a better feeling about its future and their own.

Following is an outline of steps in the process and product of strategic planning.

I. Identify the need for strategic planning
   A. Explain the benefits of the strategic planning process
   B. Explain the strategic planning process
   C. Solicit support for the strategic planning process from
      1. Elected officials
      2. Senior appointed officials
      3. Department heads and key staff
      4. Citizens

II. Announce the decision to use the process and the expected benefits to
   A. Employees
   B. Key appointed members of boards, commissions, etc.
   C. The press, newsletters, etc.
   D. Citizens and other users of public services

III. Determine the structure of the process
   A. Decision-making approach (top-down, bottom-up, or combination)
   B. Review process
   C. Approval process
   D. Schedule

IV. Select the participants
   A. Elected officials
   B. Senior appointed officials

C. Employees
D. Public school officials
E. External representatives
   1. Citizens at-large or citizen groups
   2. Board and commission members
   3. The business community
   4. Interest groups

V. Empanel the group
   A. Convene the first meeting
   B. Announce, appoint, or select a chairman
   C. Issue the charge to the group
   D. Review the schedule
      1. Meetings
      2. Products
      3. First draft
      4. Final draft
      5. Reporting requirements and the review process
      6. The approval process
      7. Timing of the implementation
   E. Announce support and incentives for the planning group
      1. Rewards of success
      2. Support of the local leadership
      3. Guidance available
   F. Develop committee structure, membership, and operating principles

VI. Lay the groundwork
   A. Identify the mission from the local charter, state law, or other source
   B. Develop a mission statement if none exists
   C. Through interviews and other means, identify key local decision-makers and their inherent beliefs

VII. Conduct the environmental scan
   A. Structure the scanning matrix
      1. Identify the environments to be scanned
      2. Identify the environmental factors to be observed in each environment
   B. Using the environmental scanning matrix (Figure 2.2), assign the review process for each cell (each factor within each environment) to a person or persons
   C. Ensure that participants develop a full understanding of each cell
   D. Reconvene the planning group or assemble the intelligence it has gathered
   E. Describe the possible scenarios for the future
   F. Detail the single description which most accurately depicts the future
   G. Ensure that participants discuss the description of the future for concurrence and understanding
   H. Review the scenario of the future and extract from it:
      1. Internal weaknesses
      2. Internal strengths
      3. External opportunities
      4. External threats

VIII. Review the scan and its conclusions
   A. Achieve the maximum consensus on goals
   B. Develop objectives for each goal
   C. Achieve the maximum consensus on objectives
   D. Develop strategies for each objective
   E. Achieve the maximum consensus on strategies
   F. Develop initial implementation plans
   G. Develop as many contingency situations as possible
   H. Develop plans for each contingency situation
   I. Develop control mechanisms and incorporate into the plan

IX. Prepare a written plan
   A. Assign writers to prepare a draft
   B. Review draft internally
   C. Revise draft as needed
   D. Submit revised draft for external review to elected officials, civic groups, and other stakeholders
   E. Revise draft again as needed

X. Submit the plan to the governing body for official adoption

XI. Publicize the plan to
   A. Constituents
   B. Media
   C. Others

XII. Implement the plan
   A. Implement strategies
   B. Design and institute controls
   C. Monitor and assess ongoing performance
   D. Assess feedback and revise implementation plans as needs

XIII. Prepare for next planning cycle
   A. Ensure that feedback is captured for future planning cycles
   B. Outline and schedule next planning cycle

### Internal environment

**Economic and financial factors (A-1)**
1. Trends in local revenues, including taxes and fees
2. Status of federal and state assistance
3. Availability of private grants
4. Trends in expenditure levels, service demands, and transfer payments
5. Programs of business attraction and job development
6. Cost of contractual services and procured goods
7. Debt service and municipal bond rating
8. Performance of investment portfolio
9. Trends in benefits costs and liability expenditures
10. Accuracy of annual revenue and expenditure projections
11. Status of local user fees for public services and development actions, and their potential revenue opportunities

**Demographic factors (A-2)**
1. Number of employees by classification, skill level, and tenure
2. Composition of governmental workforce by grade, cross-tabulated by age, race, and sex
3. Number of employees eligible or near-eligible for retirement

**Technological factors (A-3)**
1. State of computer and other technology in the local government
2. Areas where resources could be saved through technological advances, and the costs associated with doing so
3. Areas where technology will be replaced or upgraded
4. Skills likely to be in demand by the local government in the future, and the gap between the present and future
5. Technological advances in other localities

**Legal and regulatory factors (A-4)**
1. Federal and state regulations or laws which will affect the availability of local resources
2. Legislation or regulations at any level that will facilitate progress, permit taking advantage of opportunities, or avoid threats to the success of the plan
3. Federal and state legislators and officials with influence in law-making, and whether they are accessible and supportive

**Social and cultural factors (A-5)**
1. Extent to which staff and programs reflect the social and cultural composition of the community

*Figure 2.3 Environmental factors to consider in strategic planning.*

**Competitive factors (A-6)**
1. Federal, state, and private grants available to local government on a competitive basis
2. Local grants and other resources for which the local government has applied
3. Comparative advantages and disadvantages of this community over other communities with similar needs and assets and with which the local government must compete for resources

**Managerial factors (A-7)**
1. Strengths and weaknesses of management staff
2. Status of succession plans
3. Alignment of current managerial talent and structure with future programs and needs
4. Areas in which management training could be beneficial

**Physical and environmental factors (A-8)**
1. Infrastructure in place, location and costs of needed new construction, and costs of replacing or maintaining existing facilities
2. Local issues of commercial or residential development
3. Concerns of local conservationists and environmentalists with respect to wildlife preservation and air and water pollution

### Public administration environment

**Economic and financial factors (B-1)**
1. Trends in federal and state funding for local programs
2. Performance of municipal bonds and other funds

**Demographic factors (B-2)**
1. Availability of recent graduates with degrees in public administration, political science, and other skills in demand by local governments

**Technological factors (B-3)**
1. New computer or other technological applications for local government functions

**Legal and regulatory factors (B-4)**
1. Issues being followed by the International City/County Management Association (ICMA), the National League of Cities (NLC), the National Association of Counties (NACo), the American Society for Public Administration (ASPA), and other

*Figure 2.3. Continued*

*Demographic factors (C-2)*
1. Migration in and out of the jurisdiction
2. Data for the area as a whole and by neighborhood (including cross-tabulations) with respect to age, sex, race, education level, income level, family size, and literacy rates
3. Number of persons for whom English is a second language
4. Changing patterns in the nature and quantity of current and future service delivery

*Technological factors (C-3)*
Not applicable

*Legal and regulatory factors (C-4)*
Not applicable

*Social and cultural factors (C-5)*
1. Special social and cultural needs of sub-populations
2. Existing social and cultural services or events
3. Inter-cultural conflicts
4. Crime statistics and patterns

*Competitive factors (C-6)*
Not applicable

*Managerial factors (C-7)*
1. Strength and structure of the community leadership

*Physical and environmental factors (C-8)*
1. Comparative appearance of, and access of public services to, neighborhoods
2. Infrastructural needs of various parts of the jurisdiction
3. Downtown or other areas requiring revitalization
4. Historic buildings or areas and cultural and recreational facilities which require up-keep
5. Historic, cultural, and recreational areas which represent opportunities to attract tourism or to initiate beneficial programs

**Regional environment**
*Economic and social factors (D-1)*
1. Local share of costs of inter-jurisdictional systems for mass transportation, waste disposal, parks and recreation, power and utilities, and other public services

Figure 2.3. Continued

---

organizations representing local governments or those who work for or with them
2. Legal issues and decisions in other jurisdictions with potential local implications
3. Trends in other localities toward the imposition of user fees for selected public services and facilities
4. Trends in other localities toward the imposition of developer taxes

*Social and cultural factors (B-5)*
Not applicable

*Competitive factors (B-6)*
1. Comparative tax rates for businesses and residents which make the community more attractive than other localities

*Managerial factors (B-7)*
1. Management issues identified by professional associations in the field of public administration and the specific professional and technical areas of local government
2. Management issues being followed by professional organizations in the field of general management

*Physical and environmental factors (B-8)*
1. Status of air and water pollution, development and land use, and other environmental issues affecting other local governments
2. Positions of other local governments and pending legislation and legal decisions
3. Costs associated with environmental issues and resolutions

**Local environment**
*Economic and financial factors (C-1)*
1. Key local economic indicators, including employment, job growth, and consumer confidence
2. Patterns of, and reasons for, business attraction, retention, or loss
3. Jurisdictional, residential, and business growth patterns affecting demand for local public services
4. Such growth patterns contributing to the locality's tax revenues
5. Positions of local Chambers of Commerce and other business organizations

Figure 2.3. Continued

# State environment

*Economic and financial factors (E-1)*
1. Patterns in and projections for state revenues, spending, and appropriations to localities
2. Projections for funding of existing or new state agencies, programs, or services affecting the locality
3. Pending or forthcoming state tax legislation or policies that will affect local businesses or residents
4. Statewide patterns of, and policies affecting, business attraction, retention, and expansion

*Demographic factors (E-2)*
1. Changing demographic patterns and relative distinctions among the locality, the region, and the state

*Technological factors (E-3)*
1. Nature of technology used by the state to provide public services as it affects the locality and its constituents

*Legal and regulatory factors (E-4)*
1. Current or needed state legislation or legal actions that will affect the operations of local government or the lives of its constituents

*Social and cultural factors (E-5)*
1. Cultural distinctions and conflicts among jurisdictions within the state
2. Conflicts between the more and less urbanized areas of the state

*Competitive factors (E-6)*
1. Equality of state services and funding to competing areas
2. State competitiveness for federal funding and services

*Managerial factors (E-7)*
1. Management of state agencies and operations affecting the local government and its constituents
2. Capabilities and performance of local representatives to the state legislature
3. Capabilities and performance of statewide elected officials and employees

*Figure 2.3. Continued*

---

2. Patterns of, and reasons for, business attraction, loss, and retention in the region
3. Effect of weather and climate on attracting local business
4. Regional residential and business growth patterns as they will affect demand for regional public services

*Demographic factors (D-2)*
1. Migration in and out of the region
2. Regional data with respect to age, sex, race, education level, income level, family size, and literacy rates
3. Changing population patterns and significant distinctions between the region and its component localities

*Technological factors (D-3)*
1. State of technology for providing power and other regional public services
2. Costs to localities of upgrading existing technology for providing regional public services

*Legal and regulatory factors (D-4)*
1. Status of legal conflicts and other legal matters between jurisdictions

*Social and cultural factors (D-5)*
1. Cultural distinctions and conflicts among jurisdictions within the region
2. Crime statistics and patterns in the region

*Competitive factors (D-6)*
1. Competition for business attraction and expansion and tourism revenues among jurisdictions within the region
2. Existing and potential regional approaches to business attraction

*Managerial factors (D-7)*
1. Need for and management of regional boards, authorities, and commissions to provide or manage public services

*Physical and environmental factors (D-8)*
1. Existing and needed inter-jurisdictional environmental programs, services, or facilities
2. Environmental policies and practices of one jurisdiction as they affect neighboring jurisdictions

*Figure 2.3. Continued*

## National environment

*Economic and financial factors (F-1)*
1. Trends in, and projections for, federal expenditures to state and local governments or for programs that affect the state or the locality
2. Trends in relevant key indicators, including inflation, interest rates, business patterns, growth in the GNP, consumer confidence, and spending and saving patterns
3. Federal support and assistance for business programs to export goods or services

*Demographic factors (F-2)*
1. National trends, legislation, and policies regarding immigration as they affect the locality

*Technological factors (F-3)*
Not applicable

*Legal and regulatory factors (F-4)*
1. Status of current or needed legislation or policies that will affect the specific locality and its constituents

*Social and cultural factors (F-5)*
Not applicable

*Competitive factors (F-6)*
1. State's effectiveness in competing for federal funds and services
2. Locality's ability to compete for federal funding and services
3. Future of federal employment in the locality and the region

*Managerial factors (F-7)*
1. Effectiveness of state and local elected officials as advocates at the federal level
2. Performance of federal agencies and officials affecting the locality

*Physical and environmental factors (F-8)*
1. Proximity of, and laws and regulations pertaining to, federal parks and other facilities

*Figure 2.3. Continued*

2. Proximity of military bases and other federal facilities and the potential for their closure or expansion, and the effects thereof
3. Current or needed federal legislation or regulations concerning pollution, airport noise standards, land conservation, wildlife protection, and other environmental concerns affecting the locality

## Global environment

*Economic and financial factors (G-1)*
1. Financial stability of countries to which local businesses either directly or indirectly export goods or services or from which they import goods or services
2. Opportunities to initiate new export and import programs
3. Relevant economic indicators, including the balance of trade and exchange rates
4. Opportunities to attract U.S. operations of foreign-owned businesses

*Demographic factors (G-2)*
Not applicable

*Technological factors (G-3)*
Not applicable

*Legal and regulatory factors (G-4)*
1. Current and needed federal policies to protect local industries
2. Current and proposed laws of other nations near the locality as they might affect the locality and its constituents
3. Pertinent international law and practices affecting the locality and its constituents
4. U.S. border regulations where localities are near international borders

*Social and cultural factors (G-5)*
1. Social and cultural conflicts of localities near international borders

*Competitive factors (G-6)*
Not applicable

*Managerial factors (G-7)*
Not applicable

*Physical and environmental factors (G-8)*
Not applicable

*Figure 2.3. Continued*

# Summary of the Environmental Scan:
# Strengths and Weaknesses

— Whitley County, Indiana

## Summary: Key government services factors

### Strengths

- Basic organizational structures are intact
- County perceived as taking leadership role
- Recognized need for coordinated planning/implementation programs

### Weaknesses

- Individual community competition for business
- Lack of full-time professional human resources to implement programs
- Duplication of services adjacent to incorporate communities

## Summary: Economic development factors

### Strengths

- One of the fastest growing regions in Indiana
- Viable State efforts to assist local economic development
- Growing number of improved industrial parks
- Low unemployment rates

### Weaknesses

- Declining Central Business Districts
- Relatively low wage scales
- Lack of full-time economic development coordination
- Lack of coordination between County and local communities for industrial and commercial attraction and retention programs

## Summary: Housing factors

### Strengths

- A high owner/renter ratio creating a greater residential stability
- Quality neighborhoods in some urban areas

### Weaknesses

- Lack of variety of housing for those who rent
- Lack of a County-wide housing plan
- Nonexistent or insufficiant housing code administration
- Deteriorating units in rural areas
- Low residential market values

## Summary: "Quality-of-life" factors

### Strengths

- Availability of lakes for recreation sites
- Modern, efficient school facilities
- Close proximity to higher education

- Ample land available for industrial, commercial, residential land for public facilities expansion
- Relatively clean environment

### Weaknesses

- Limited public lake access
- Unimproved/few recreation sites
- Declining school enrollments
- Limited immediate health care in some portions of the County
- Lack of an emergency response system
- Minimal tourist attraction efforts
- Limited formal cultural activities
- Lack of active "community pride" in some communities

# Strategic Planning:
## Examples

# CITY OF TITUSVILLE
# STRATEGIC PLANNING RETREAT


# FEBRUARY 18, 2006


Facilitated by
Marilyn E. Crotty
Florida Institute of Government
University of Central Florida

# INTRODUCTION

The Titusville City Council held its annual Strategic Planning Workshop on February 18, 2006. Ms. Marilyn Crotty, Director of the Florida Institute of Government at the University of Central Florida facilitated the session.

The Mayor, four Council Members, the City Manager, and senior staff participated in the workshop. After opening remarks and introductions, the City Manager gave a brief overview of the strategic planning model the city uses and an update on the 2006 strategic initiatives. The budget parameters were discussed and the Council reflected on the self-evaluation they had conducted last year.

The group reviewed some external and internal factors that may impact the city in the near future and discussed what is working well in the city and opportunities to improve. The remainder of the session focused on the strategic initiatives and areas of emphasis for 2007-08. After making some adjustments to the existing strategic plan, the Mayor and Council agreed by consensus to continue in the direction the city is currently moving. At the conclusion of the session, the public was invited to make comments.

This report is a summary of the discussions and conclusions of the workshop.

# BUDGET PARAMETERS

The City Council by and large accepted the budget parameters identified by staff. However, there was agreement to acknowledge an overall goal with language similar to the following rather than committing to a specific millage rate:
"Maximize taxpayer dollars and benefits to the citizens"

- Reserve $2.8M in General Fund equity for catastrophic emergencies
- Implement years 2 and 3 of pay plan
- Fund vehicle/technology replacement programs
- Issue new debt for public works facility
- Update Cost Recovery Plan for engineering services
- Establish formal business plans/rate studies for enterprise activities
- Evaluate cost-sharing plan with Community Redevelopment Agency
- Consider alternate revenue sources
- Link program enhancements to Council areas of emphasis and growth study

Council members commented on the aging infrastructure, implementation of Senate Bill 360, and transportation needs as issues that will have impact on the budget in the next two years.

## INTERNAL AND EXTERNAL FACTORS

In a workshop prior to this strategic planning session, the staff Executive Leadership Team identified some of the internal and external trends they thought would impact the city in the next five to ten years. This list was presented to the Council who added some additional factors:

- Citizen survey
- Capital improvement plan development under SB360
- Increasing service demands
- Aging infrastructure
- Funding capital improvements
- Future water
- Future of Space Center
- Rising energy and construction costs
- Growth
- Labor market
- Hurricane/natural disasters
- Shrinking federal and state grant funding
- National economy
- Workforce housing – condominium conversions
- Commercial versus residential growth
- Advances in technology
- Changes in tax structure – Save our Homes, homestead exemption
- Charter Amendment – Save Brevard
- County development impacts
- Airport sustainability

- Eco-system – maintain, balance

## COUNCIL EFFECTIVENESS

The facilitator reminded the Council of the self-evaluation they had done a year ago on their effectiveness as a group. In reviewing the ratings they gave themselves last year, they acknowledged there are still a few areas that need work:

- Common goals – quality growth definition
- Being open-minded
- Achieving consensus
- Doing homework – more issues to address, long agendas, decision-making ability

The group agreed that there is no consensus in the community on many of the issues facing the Council, so it is not surprising that the Council does not always achieve consensus. There was some discussion of the Council taking on the role of "mediator" to help the citizens come to agreement on issues.

## WHAT'S WORKING WELL

The Council then identified things they think are working well in the city:

- Excellent staff
- Strategic planning process and implementation
- Electronic agenda
- Two year budget
- Long-term (5-15 year) outlook
- Technology
- Council/staff relationship – understand and respect Council/Manager form of government
- Council communicates well with the City Manager
- Council questions staff prior to meetings
- Relationships with other jurisdictions
- Citizen survey
- Titusville is on the leading edge
- Customer service – responsiveness

## OPPORTUNITIES TO IMPROVE

The Council then discussed areas that provide opportunities for improvement. Staff was invited to add their comments to the list:

- Infrastructure improvement/funding
- Balanced scorecard – feedback, how we're doing

- Consensus decision making for Council
- Two year rolling budget
- Mixed messages to planning department – more understanding of concepts
- Take technology to the next level – comprehensive plan/codes – linkage
    Using technology more (GIS) MDTs
- Enhance public notice
- Public/media relations
- Laserfiche – Web word search
- Space Florida
- Economic Development funds – retain business
- Drill down into citizen survey
- Capital improvement plan
    Remodel per SB360
- Funding employee benefits (healthcare) – need to look ahead
- Regional approach to issues
- Rapidly changing construction costs
- Automation for Boards
- Council meetings – daytime?

# STRATEGIC ISSUES

The Council reviewed the six strategic issues they had adopted last year and agreed to the following modifications:

- **Sustain financial wellness**

- **Provide for a safe and secure environment**

- **Plan for quality growth**

- **Pursue economic development**

- **Promote our community**

- **Leverage technology for strategic advantage**

# AREAS OF EMPHASIS FOR FY 2007/2008

After much discussion, the Mayor and Council unanimously agreed to the following areas of emphasis for the next two year budget cycle:

- Foster a positive work environment

- Encourage broader citizen participation ( two way)

- Increase curb appeal efforts

- Implement annexation action plan

- Accelerate plan to address and renew aging infrastructure

- Encourage regional infrastructure planning and partnerships

- Enhance Council effectiveness

- Optimize land use impacts

- Perform fiscal analysis prior to adoption or implementation

- Develop and implement e-government applications

- Review and prioritize future planning initiatives

- Review future land use map for sufficiency

# NEXT STEPS

Council will formally approve the FY 2007-08 Areas of Emphasis at a subsequent meeting. The staff will then develop initiatives to address the areas of emphasis in the two-year budget work plan. Scorecards will then be developed by staff to track the performance of the initiatives. Council will receive periodic reports on the progress being made.
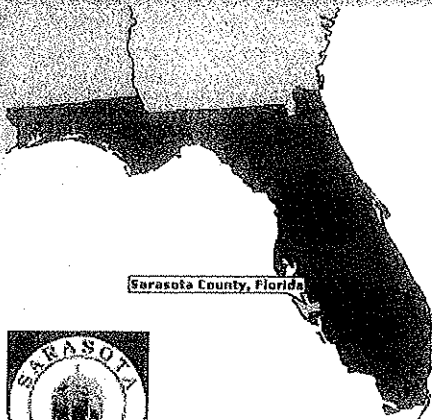
# Sarasota County, Florida

## Organizational Snapshot

- Founded in 1921
- 620 square miles
- Population (2005): 369,535
- Operating budget (2008): $ 668,296,883

## Mission Statement

The mission of Sarasota County government is to provide and enhance quality programs, services, and facilities that reflect the goals of the community while always promoting health, safety, public welfare, and quality of life for our citizens.

## Awards and Designations

- CIO Magazine, *Global Top 100 Enterprise Value Award*
- 2006 All-America County
- 2006 Innovations Group, *Outstanding Achievement in Local Government Innovation award for GovMax*
- 2006 Florida City/County Managers Association, *Innovation in Communications and Technology Award for GovMax*

## Background

Sarasota County, Florida, is located on the southwest coast of Florida. It encompasses an area of approximately 620 square miles located 285 miles south of the state capital of Tallahassee and 50 miles south of Tampa. The county is bordered by Manatee County to the north and east, DeSoto County also to the east, Charlotte County to the south, and the Gulf of Mexico to the west. The county seat is in the City of Sarasota. In addition to the City of Sarasota, the other municipalities in the county include the Cities of Venice and North Port and a portion of the Town of Longboat Key. The 2007 estimate puts the population of permanent residents at 384,828, or approximately 621 persons per square mile. Principal industries include tourism, agriculture, and light industry.

In May 2000, County Administrator James Ley wrote a transformation plan that promoted an entrepreneurial philosophy for Sarasota County. Since then, the county has gone through quick starts as well as slowdowns in pursuit of a performance management system. Many elements of the system were running in parallel to one another as the county developed strategies and looked for a system and tools to combine multiple strategic and budget efforts all the way down to the employee level.

At that time, the county faced several harsh realities: it had no means of identifying how well it was doing, external pressures demanded higher performance, and inefficiency was costing the organization money and negatively affecting performance and morale. To overcome these obstacles, the county's executive leadership needed an organizational way to mobilize change, to translate the strategy into operational terms, and align the organization to the enterprise strategy. Additionally, budgets and strategy needed to be integrated and illustrated using a transparent reporting system. Further, the county also sought to be more accountable to citizens. Performance management was seen as a critical tool to accomplish these goals.

Embodying this change organization-wide, however, was a challenge that took time and has resulted in an incremental performance management system that now includes several components and tools:

- An annual strategic planning cycle (adopted in 2002)
- Business planning (2002)
- An enterprise scorecard (2003)
- A custom-developed performance management software program, GovMax (2002)

Now that the performance management system is embedded in the organization's culture, both because of its incorporation in county policy and procedure, as well as the county's budgeting and performance management software, GovMax, it would be impossible for a new county administrator to direct the organization away from performance management. The expectation that managers will use performance management to run their departments is ingrained in the system and departments must be able to communicate their vision and mission. Individual staff members also recognize value in the process.

## Performance Management in Sarasota County

Performance management in Sarasota County underwent many transformations before reaching its current model. The county had engaged in extensive strategic and business planning before a full implementation of the balanced scorecard approach. And though the county does use the balanced scorecard, it has incorporated characteristics from among the best practices of many performance management systems. County managers saw no sense in reinventing a well-established wheel (with the balanced scorecard model), but the system's supporting technologies and processes have constantly developed since 2002 using an iterative, experience-driven approach to perfecting the design and maximizing the capabilities of their technology.

Sarasota County government began with just a vision and a mission. Over time, strategies and objectives were developed and performance measures (KPIs) and targets were aligned to those strategies, which were identified and refined as the model became more sophisticated. These components established the foundation from which the organization produces its business plans and plans its specific business activities.

These strategies and objectives are the result of an annual strategic planning process. The first step in implementing this change was developing an annual cycle of strategic planning, beginning with the solicitation of feedback from stakeholders, including citizen groups and nonprofits (including SCOPE,

## VALUES

**Customer Service:** Our customers come first and we will strive to serve them in a friendly, fair, respectful, and cost-effective manner.

**Cooperation and Teamwork:** Working together to achieve common goals, looking beyond self-interest, remaining helpful in difficult situations, encouraging compromise and positive change, and recognizing that a common commitment leads to organizational excellence.

**Honesty and Integrity:** Speaking and acting truthfully, acknowledging mistakes, keeping commitments, and avoiding silence when it may be misleading.

**Quality:** Striving to improve continuously.

**Stewardship:** Seeking the greatest return on investment through management of public resources.

**Innovation:** Encouraging a work environment that supports and fosters calculated risk-taking and creativity.

**Accountability:** Being individually and collectively responsible for our behavior and performance.

## CORE SERVICES

1) Community health and human services
2) Community information and education
3) Environmental resource management
4) Facilities services
5) Integrated water resource management
6) Mobility
7) Parks and recreation
8) Planning and community development
9) Public safety
10) Support services

Sarasota County Openly Plans for Excellence). The county administers an annual citizen survey to gauge how its citizens perceive county services and quality of life, and it also uses SCOPE's annual community indicator report. About citizen feedback, Sarasota officials say, "We're not ones to ask them for their input and then cast it aside."

After receiving citizen feedback, the Board of County Commissioners then uses strategic focus

retreats to identify trends, as well as potential obstacles in the community. To stay focused, the board reviews all new initiatives and ideas, and prioritizes them using a forced ranking. Most recently, it began with 200 initiatives, narrowed them down to 50, then to 25. After much discussion, the agreed-upon initiatives become action items that are incorporated into the strategic plan. Lastly, the executive team finalized the objectives in the enterprise scorecard, examined core services, and cascaded these down to the departmental level.

These efforts resulted in the adoption of a holistic system of performance management centered on a modified balanced scorecard model, which includes a fifth "community perspective" in addition to the typical four scorecard categories: learning and growth, internal process, customer, and financial. This approach was brought to bear in the performance management system in 2003. The balanced scorecard is the foundation for performance management in the county's budget.

"We say that structure follows strategy and recognize that top-down alignment creates quick results while bottom-up execution creates sustainable results. We cascade our strategies, measures, and targets which translates our strategy into operations," according to Lora Hanson, director, Process and Quality Innovation.

The scorecard is reinforced through the county's software, GovMax, which integrates performance management, and capital and operating expenses, with strategic operations. Like many public-sector organizations, Sarasota County struggled initially in its implementation of private-sector strategic planning (three- to five-year out-

come horizon), business planning (twelve- to eighteen-month outcome horizon), and performance-based budgeting (twelve- to eighteen-month outcome horizon). Initially the county became bogged down in an exercise of spreadsheet and PowerPoint formats and struggled to stay focused on achieving the progress it wanted. To shortcut this state, it chose to reinforce the change through the application of a new Web-based technology that effectively linked budgets (something everyone valued and was familiar with) to specific strategic, business, performance, and financial outcomes. That software became the first iteration of the product now known as GovMax and has evolved rapidly with the county's maturity in applying these concepts to the public sector.

In order to align with GovMax, the county had to undergo organizational change and move its functional areas from business services into core services. In the county's experience, GovMax is the only management system available that integrates strategic business planning, budgeting (both operating and capital), and performance management.
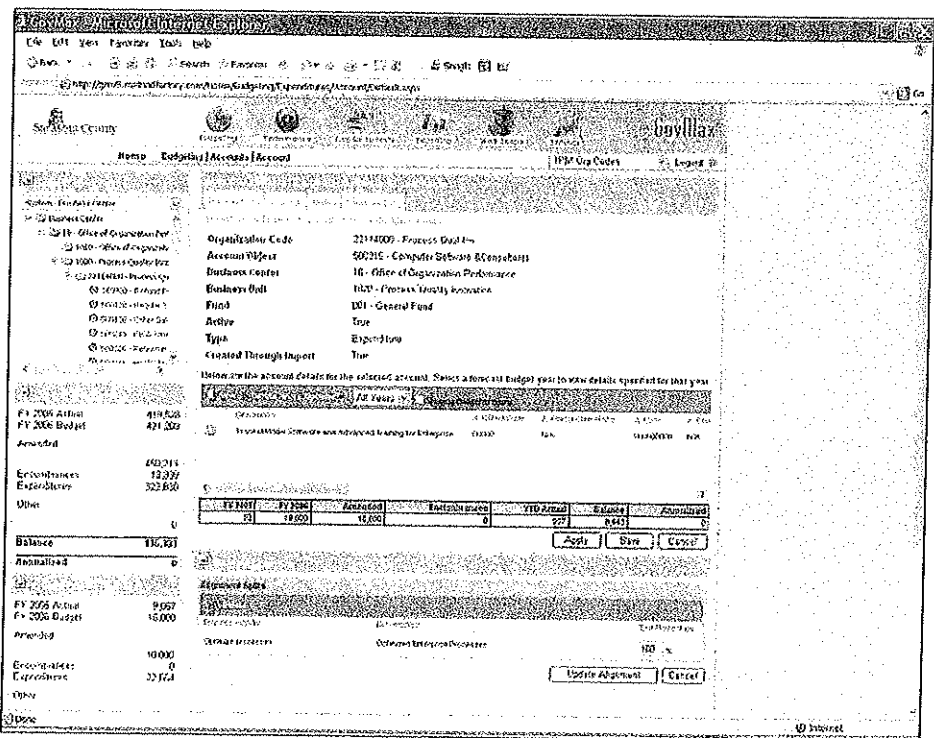


*Alignment of Computer Software & Consultants for PQI to the Process Activity of Optimized Processes and Deliverable of Optimized Enterprise Processes*

It aligns organizational capital and operational expenses to strategic actions in support of enterprise strategic initiatives, resulting in greater participation and ownership throughout the organization.

Outcome-based budgeting is a tool that facilitates the execution of the strategic plan, links the balanced scorecard to key management processes, maps employee contributions to corporate objectives, and creates a performance-driven culture. Sarasota's intent, in moving toward outcome-based budgeting, is to link its expenditure of money and other resources to measurable progress toward its objectives, and conversely, not "automatically" continue to expend resources on initiatives that are not yielding measurable results. The performance management model diagram at right depicts this link at the fiscal planning level with the resource allocations linked back to the cascading objectives (Sarasota tends to use the terms outcomes, goals, and objectives interchangeably) and objectives linked to measures. The Sarasota County government enterprise scorecard depicted later in this report presents actual examples of its goals, their underlying outcomes, and the key performance indicators they track to measure and quantify their progress.

The huge cultural changes that resulted from the new performance management system were met with some resistance within different pockets of the organization. Bringing a new set of tools, a new way of thinking, and asking staff to learn new skills was easier for some departments to adopt than others, but it became easier as performance management engrained itself in the organization's culture over time. Sarasota County addressed these challenges through the application of a variety of human change practices. It developed communication programs, presentations, and management workshops that highlighted its successes. It also created a multi-level management and leadership development program, transitioned staff members who would not or could not embrace the concepts, and recruited staff well versed in leading business practices. Finally, Sarasota County used liberal applications of persistence, patience, and commitment by leadership over long periods of time.
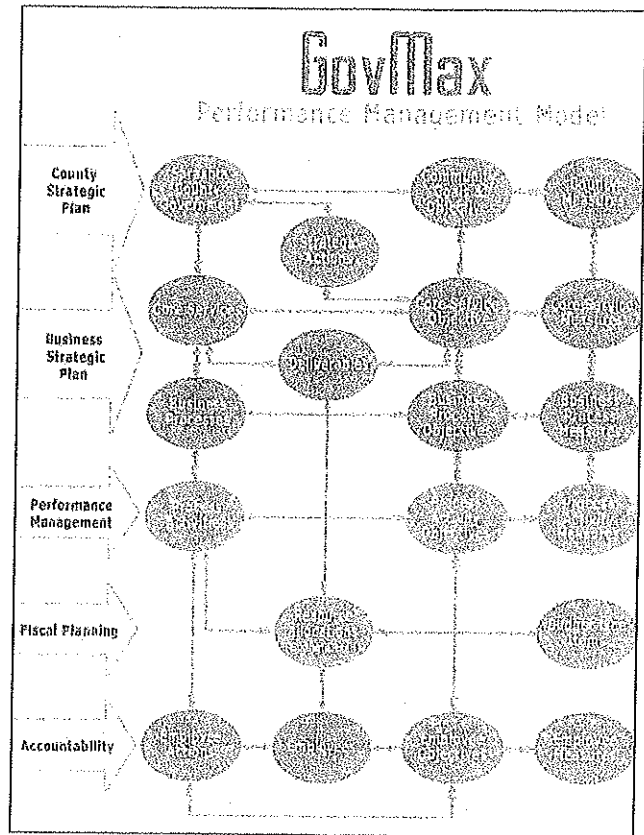


The county had incorporated OPX (for Operational Excellence), an internal management program, into its performance management system but has since backed off its use. OPX consisted of weekly meetings in which departmental managers provided performance information on their internal operations and responded to questions from the executive team. These meetings were video recorded and made available on cable-access television and on the Web, which was uncomfortable at first, but beneficial to the organization. They moved through many strategic items, created a culture of accountability, and allowed many areas of the organization to present new thoughts and ideas and get organization-wide feedback. However, the executive team wanted to take a reprieve from OPX and use the time off to seriously review initiatives in need of fine tuning. OPX will likely be reintroduced after the executive team has refined its strategic initiatives.

Each department includes a description of the service it provides; a vision, mission, and values state-

ment; as well as a core service message and a balanced scorecard that covers the organization's objectives across five perspectives. The core service executives, similar to department heads, are left to use data as they wish, looking at it monthly or as they see fit. Budget dollars and FTEs are tied to action items according to the county's strategic priorities. The performance management model on the previous page reflects five organization perspectives, from top to bottom: the county strategic level, the core service strategic level, and the performance management, fiscal planning, and accountability levels. The third column in the matrix depicts the creation and capture of goals and objectives at each of those levels and the drilldown capabilities from top to bottom that are afforded by this data structure. Resources (staff, dollars, etc.) are assigned at the fiscal level and can be linked back to deliverables (products or services) or the processes that support them, or viewed collectively at any combination of the higher levels and objectives. The county-level objectives are also depicted on the Sarasota County government enterprise scorecard shown below. The bottom level of the performance management system is the individual employees' reviews.

The county's in-house software program GovMax is used in the entire planning effort and budgeting process. It is cascaded down throughout the organization and ties together strategic planning, budgeting, and human resource allocations, and has generally helped to create a performance-driven culture. GovMax, however, is just one tool, backed by all of the other elements of performance management, including the identification of core services, department business plans, and the enterprise scorecard. Sarasota County has partnered with Pilot Software, a software product with the ability to manage, analyze, and display

performance measurement data and track progress towards the county's objectives.

Additionally, Sarasota County is experimenting with a variety of graphical management dashboard technologies to enable active management of its progress at all levels of leadership, management, and staff.
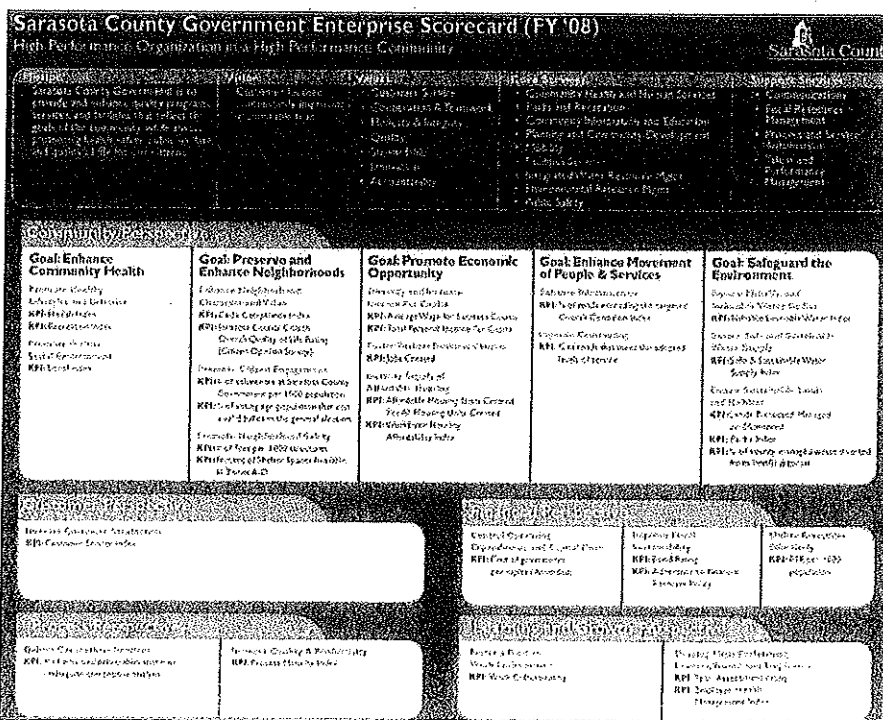
Sarasota County shared its GovMax software with more than a dozen partners, primarily jurisdictions in Florida, but a few outside the state as well. Having these partners has given the county the opportunity for a true collaboration effort and information sharing during an annual meeting of all GovMax users. At the suggestion of Sarasota County's CIO, a Web site was created to provide a forum for information exchange among GovMax users (http://www.cmpp.net).

## Results

Sarasota County categorizes the positive changes it has seen across five categories:

- *Strategy management* (staying strategically focused; funding objectives; building a foundation of technology; aligning enterprise resources; in-



Sarasota County Government Enterprise Scorecard (FY '08)

creasing capacity with fewer employees; defining government's core services; accurately and reliably costing services; providing excellent service delivery; realizing community outcomes);

- *Customer management* (providing a one-stop service; fostering positive relationships with citizens; initiating a work process; managing the service; strengthening information analysis; enhancing service delivery at lower cost; transparently sharing information; enhancing surveys and perceptions);

- *Operations management* (more effective managing of time, capital projects, inventory, fleet, work and materials, and service delivery; strengthening service delivery; eliminating the mundane by increasing efficiencies; transparently sharing information);

- *Performance management* (creating a networked talent model and an eHR system, aligning core services; measuring performance at individual, team, and enterprise levels; taking ownership of core services, processes, and activities; creating clear, aligned, and inter-linked goals and meaningful measures, and balanced scorecards up and down the enterprise); and

- *Business management* (transforming strategy into action; multi-year project planning; creating activity measures, personal goals, unit goals, and process measures of performance; understanding the community's expectations and organizing personal commitment to fulfilling these expectations; defining and refining the required culture; developing quality measurements that drive performance).

County administration encouraged creativity and innovation down to the employee level in the performance management process. This resulted in strong management changes and has provided motivation from within the organization itself and has allowed the county to realize community outcomes. It is more equipped to answer some basic questions: Is it delivering excellent services? How are they aligned? Is it the most effective organization possible? Are time and materials managed well? Can performance measurement be done at a team or individual level? Answering these ques-

tions allows employees to see how their work contributes to the bigger picture.

The change in performance management has resulted in better customer management. A "one-stop shop" was created to better serve county customers. The county implemented a one-number call center, which resulted in much positive feedback and streamlined many work processes. This change made a real impact on the community.

The fire department has also been very responsive to the change in performance management. Instead of passively waiting to react, the firefighters have become proactive toward preventative fire education by handing out smoke alarms and educational brochures.

The county has also streamlined its waste removal process, reaching out to private road communities to get upfront permission to remove waste after storms. This change has eliminated unnecessary waiting that was caused by communication issues between the county and those responsible for the private roads.

## Opportunities for Improvement/Drawbacks

- Several initiatives are underway to expand the features of GovMax. Version 5 will include changes based on partners' input.

- The county would like to provide more automation and detail at the individual performance level, including automating the performance review element. Information that is continually updated throughout the year makes the process much more efficient.

- Sarasota County would like to realize the potential in integrating project management with the GovMax system. It could then incorporate more data into the system using Maximo, and then tie this increased information into the measures and performance management system.

- The county would like to improve its business process management, providing better maps of how to get from point A to point B. This would require detailed mapping of the current pro-

cesses and would illustrate how to do a business in a new way.

⦿ Sarasota County recognizes that it needs to be accountable for its plan to make improvements. Knowledge transfer throughout the organization has increased over the past few years and it needs to maximize its potential.

⦿ The county would like to change its strategic planning process so that individual citizens can see and rank the list of initiatives to be discussed at the board's strategic planning retreat. It plans to open a thirty-day window to the community so the board members can see the citizens' results before they prioritize the initiatives.

## Lessons Learned

The process has provided Sarasota County officials with key "ah ha!" moments that should be useful to other jurisdictions considering the same improvements:

⦿ Review a number of performance management methodologies before choosing one. It is unwise to approach performance management systems as "one size fits all."

⦿ Identify objectives and outcomes before defining measures. Many jurisdictions have measures without defined objectives and the resulting information does not prove so useful for them.

⦿ Develop an organizational glossary and use consistent language so that each part of the organization can reunite with a common lexicon.

⦿ Keep measures simple; develop a critical few.

⦿ Be realistic about the pace of change.

⦿ Develop a complete training series, including tools, and make sure that the entire work force and support services understand what is occurring. Departments of HR, IT, financial resource, employee development, and strategic management need to be aligned with the performance management strategy as well as with the enterprise operation services.
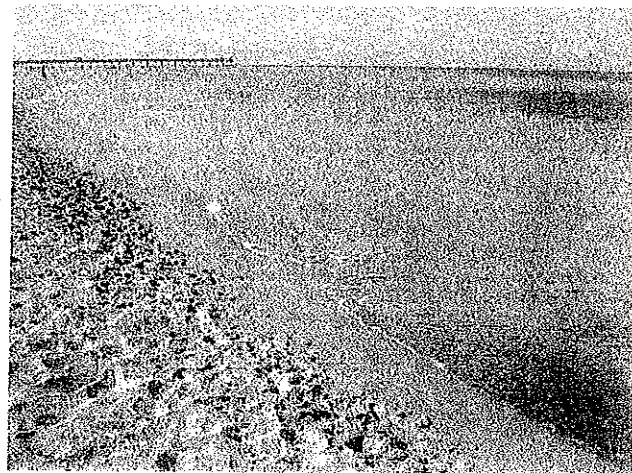
⦿ Encourage staff to take ownership of their scorecard and plan so that it is viewed not as a process coming from another place, but as their own. Sarasota County has seen this ownership really take hold.

⦿ Invest heavily in the education of staff, managers, and leaders on the mechanics of the performance management processes and the reasons for the organization's focus on performance. Define the staff's role in making process happen. Performance management is all about the people and cultural change.

For more information on the Sarasota County performance management program, please contact:

Lora Hanson
General Manager, Process and Quality
 Innovations
Office of Organization Performance
Sarasota County Government, Florida
(941) 650-3929
lhanson@scgov.net

<div align="center">

**MEMORANDUM**

</div>

| | |
|---|---|
| TO: | Mayor & Council |
| CC: | City Clerk; City Manager; City Attorney |
| FROM: | Dan Espino |
| DATE: | April 25, 2011 |
| RE: | Strategic Planning Retreat |

So as to facilitate a discussion on a larger scope about our planning and action priorities for Miami Springs, I propose that we host a *"Strategic Planning Retreat."* As used by other municipalities, such meetings make possible great discussions about a number of issues in a way that is not typically accomplished through the structure of regular meetings, while simultaneously fostering community involvement, consensus building and long term planning. The Strategic Planning Retreat would be a day-long, publically noticed meeting held in the City but away from City Hall that is meant to foster a discussion amongst the Mayor and Council Members, the administration and staff and residents from the community. The following would be my proposal:

## Miami Springs Strategic Planning Meeting

**Parties:**  Mayor and Council, Administration and Staff, Delegates and Residents
**Location:**  Miami Springs Country Club
**Date:**  *TBD*
**Issues:**  *TBD*

**Schedule:**
- Morning General Session: *Welcome, Rules and Committee Identification* (brief)
- Break-Out Sessions: *Committees meet to discuss selected topics*
- Lunch
- Afternoon General Session: *Reports from Committees, Topic Discussions*
- Following Council Meeting: *Reports officially considered on Council for action*

**Format for Break-Out Sessions:**
- Number and Subjects of Topics are discussed and selected by Council at Regular Meeting
- Mayor and Council to participate in Break-Out Session of their choosing
- Mayor and Council Members are asked to select and invite residents to attend and serve as their delegate in the various sessions in which Mayor/Council Members will not personally participate.

**Special Considerations:**
- Strategic Planning Retreat will be publically noticed and discussions recorded in accordance with Sunshine Law
- All residents are welcome to participate
- Cost: Materials, Food, Staff Time, Notice Publication