Prioritization, Services & Performance Measurements

Douglas B. Thomas

Lakeland's Budgeting by Priorities Process

Central Florida Chapter - FGFOA

Orlando, FL

March, 4, 2016

City of Lakeland Background

- Served as City Manager from December, 2003 through September, 2015
- Centrally located along the I-4 corridor between Tampa and Orlando on I-4 corridor
- 75 square miles, 100,000 Population with 250,000 utility service population
- Provides its residents a full array of municipal services, including a municipal-owned electric generation and distribution utility that is ranked as the 3rd largest in Florida and among the top 25 nationwide
- The organization's annual budget is approximately $600 million and employs approximately 2,500 personnel
- Awarded GFOA's "*Distinguished Budget Presentation"* and "*Certificate of Achievement for Excellence in Financial Reporting"*
- Home to the Detroit Tigers during Major League Baseball's Spring Training for the last 78 years, and the Experimental Aircraft Association's Annual Sun 'n Fun Fly-In, recognized as America's second largest aviation event of its type
- Home to Florida Southern College, which features the world's largest one-site collection of buildings designed by the legendary architect, Frank Lloyd Wright, and the state's 12th university, Florida Polytechnic University, which started its inaugural class in the fall of 2014

STRATEGIC GOVERNMENT RESOURCES

SGR Background

- Serve as SGR's 1st Regional Manager
- Based in Keller, TX, SGR exists to help local governments be more successful by **R**ecruiting, **A**ssessing, and **D**eveloping **I**nnovative, **C**ollaborative, **A**uthentic **L**eaders (We're RADICAL!)
- One of the local government executive search firm in the nation with clients in 44 states
- Hosts one of the nation's largest Public Sector Job Board @ www.sgrjobs.com
- Also provide an extensive array of specialized live and online training, leadership development, assessments, interim placements, governing body and senior leadership team retreats, community and organizational strategic visioning, and other related services to promote innovation in local governments
- Regularly involved in Finance Director and Budget Director searches, so see me afterwards if you are interested in considering a new employment opportunity!

Changing Environment

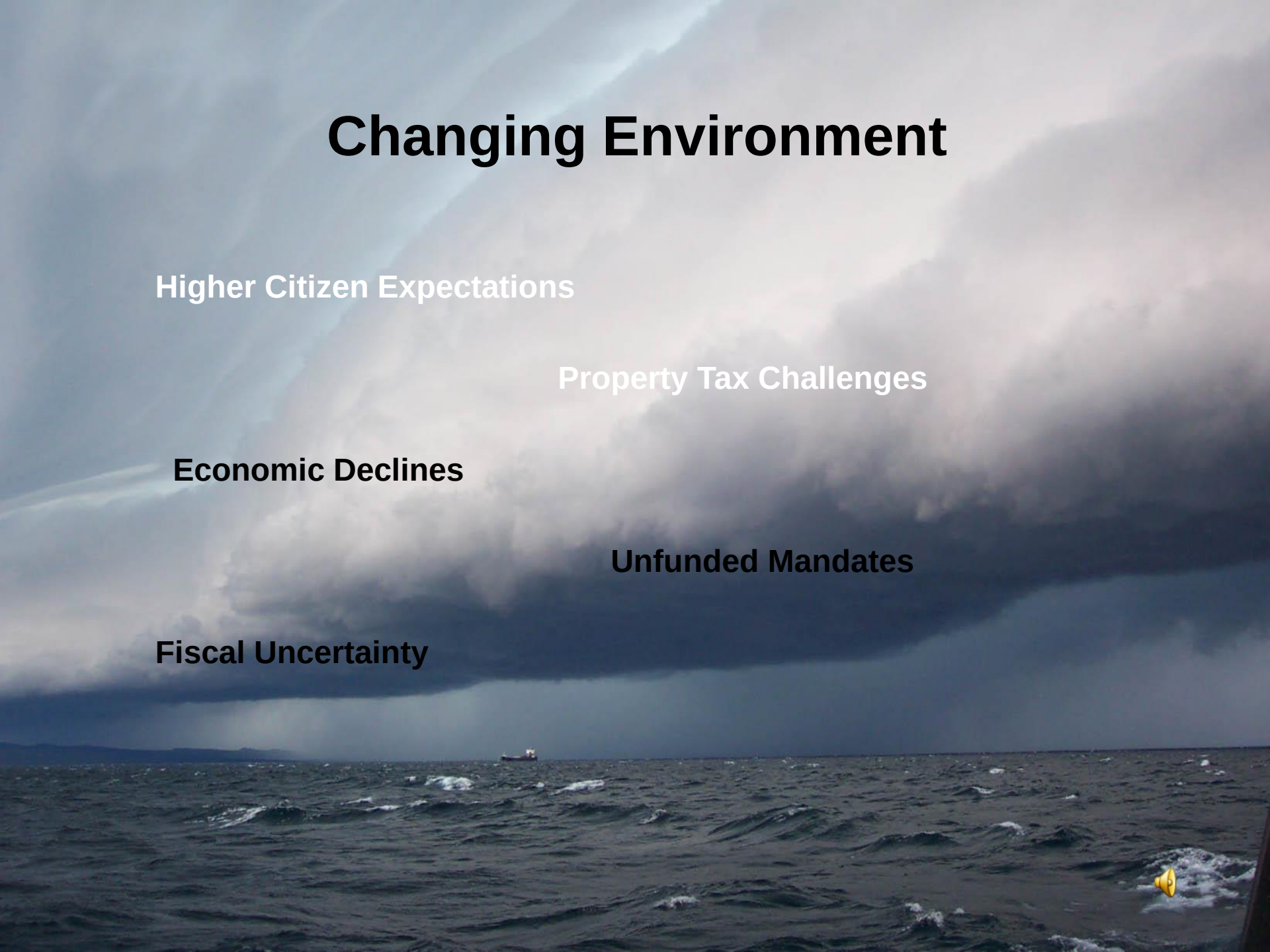
Higher Citizen Expectations

Property Tax Challenges

Economic Declines

Unfunded Mandates

Fiscal Uncertainty



STRATEGIC GOVERNMENT RESOURCES

Changing Environment

- Public unwilling to raise taxes (but equally unwilling to cut services!)
- No more tax increases and often tax reductions
- Emphasis upon cutting the size of government
- Declining support for employee pensions and healthcare
- *"Now-Focused"* instead of *"Future-Focused"*
- More concerned with ideology – less concerned with cause and effect
- Doing more with less…..
- Question everything - "Run Government like a Business"

SGR

STRATEGIC GOVERNMENT RESOURCES

Huge Emphasis on Continuous Improvement

- Prioritization of Services
- Making hard choices
- Haves vs have-nots
- Who is subsidizing who?
- Six Sigma
- Lean Government

STRATEGIC GOVERNMENT RESOURCES

Changing Environment

- One of the challenges the City of Lakeland (and its peer cities) face now more than ever is the need to better connect the value & associated costs of municipal services to our constituencies
- Clearly, through their actions, our constituents have asked:
  - What should be kept?
  - What should be changed?
  - What should be eliminated?

STRATEGIC GOVERNMENT RESOURCES

Changing Environment

- Constituents expect local governments to operate at improved efficiencies:
  - How do we compare? (e.g. benchmarks & comparative data)
  - What are the impacts associated with service cuts?
- Governing Bodies require the same:
  - What services can/should we provide at quality levels and at costs that are acceptable to the community?
- The Governing Body, Administration and the Community will need a roadmap of how to get there based upon prioritization of programs and services

Where did our Journey begin?
2009 City Commission Retreat

Lakeland became an early disciple of Chris Fabian & Jon Johnson from Jefferson County, Colorado – Before they branched out and established the Center for Priority Based Budgeting!

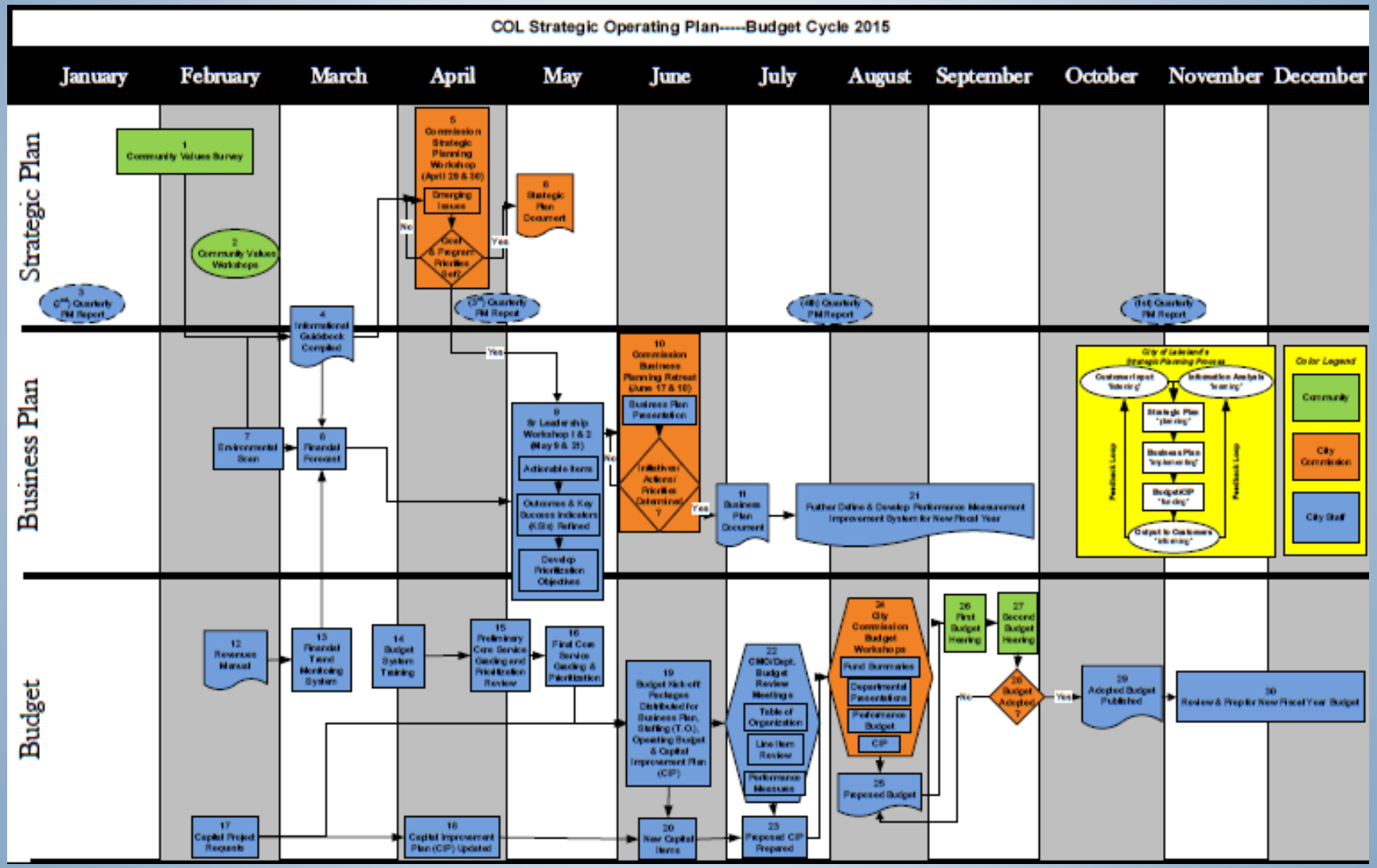
STRATEGIC GOVERNMENT RESOURCES

Identify, Define & Value The Goals of Government

DIAGNOSTICS	TREATMENTS
✓ Have We Clearly Identified the Goals of Our Government? ✓ Are Our Goals Clear, Defined, and Measurable? ✓ Does Our Elected Leadership Influence the Importance (or "Value") of Each Goal, Relative to the Other Goals? ✓ Do We Distinguish Between Core Services Serving External vs. Internal Stakeholders?	✓ Establish Goals of the Organization (draw distinction between results of Public-serving Core Services and Internal "Governance" Core Services) ✓ Allow Elected Leadership to Establish Relative Value of Goals

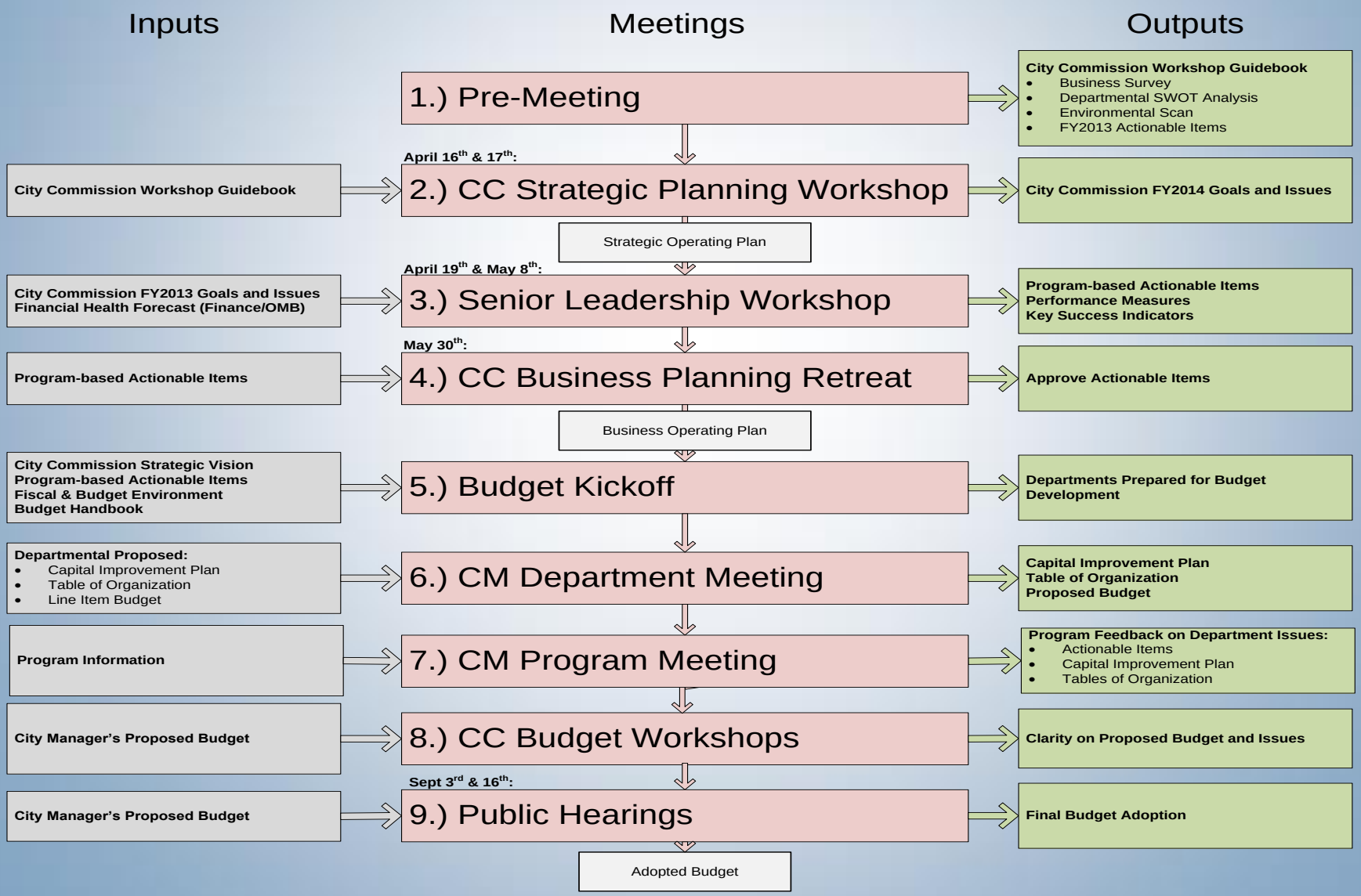
SGR

Lakeland's Strategic Operating Plan & Budget Cycle

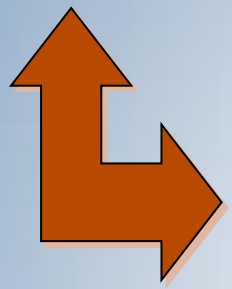


Strategic Planning Inputs/Outputs

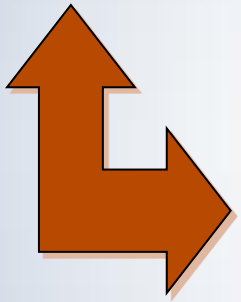
Strategic Planning Meeting Inputs-Outputs Work



Strategic Goals



Outcomes



Prioritized Services

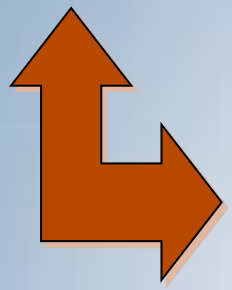
Resource Allocation

STRATEGIC GOVERNMENT RESOURCES

Strategic Operating Plan (SOP) Goals

Strategic Goals
Quality of Life
Economic Opportunity
Growth Management
Fiscal Management
Communication
Governance

Strategic Goals



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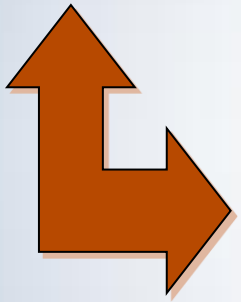


Prioritized Services

Resource Allocation

The 2009 Green Board Outcome Process Experience

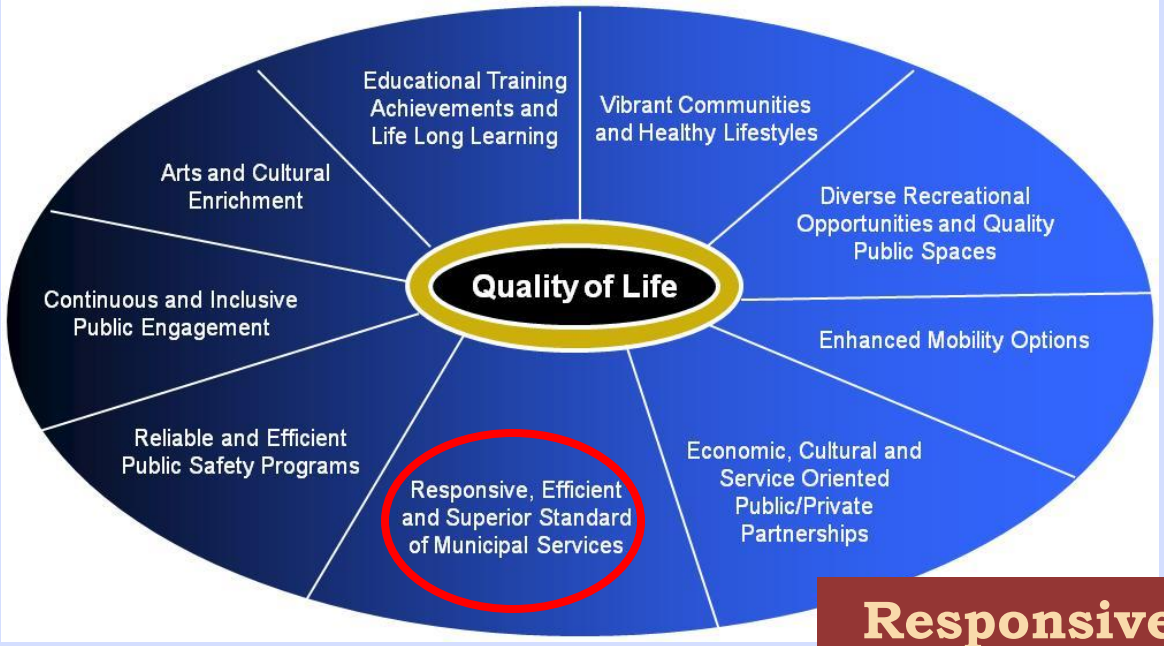
2009 Outcome Green-Board Example

Does the Core Service help Achieve this Outcome? How?

Responsive, Efficient and Superior Standard of Municipal Services

Adequate electric service maintenance/delivery	Dependable low cost electric power	Easy access to municipal services	Effective sewer system	High level of citizen/customer satisfaction	Highly trained and prepared staff
Improved coordination of government services	Maintain high standards for municipal services	Recruit best employees for City of Lakeland (to provide the best services)	Responsive government officials and staff	Safe drinking water	Top flight municipal services
Volunteers	Well trained knowledgeable staff				

FY2009 Grade Core Services Based on Evidence of their Influence on Strategic Goals/Outcome Achievement



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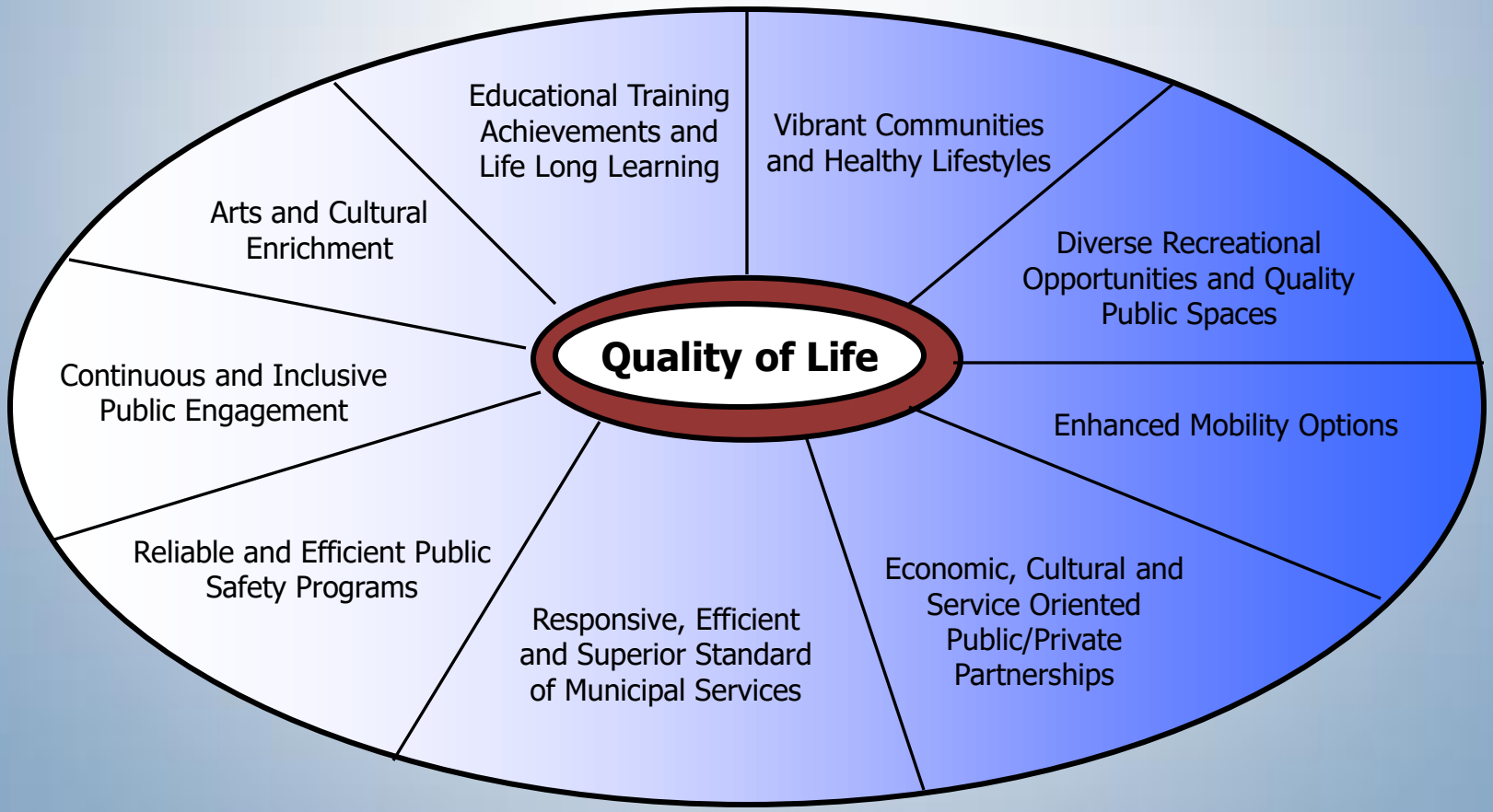
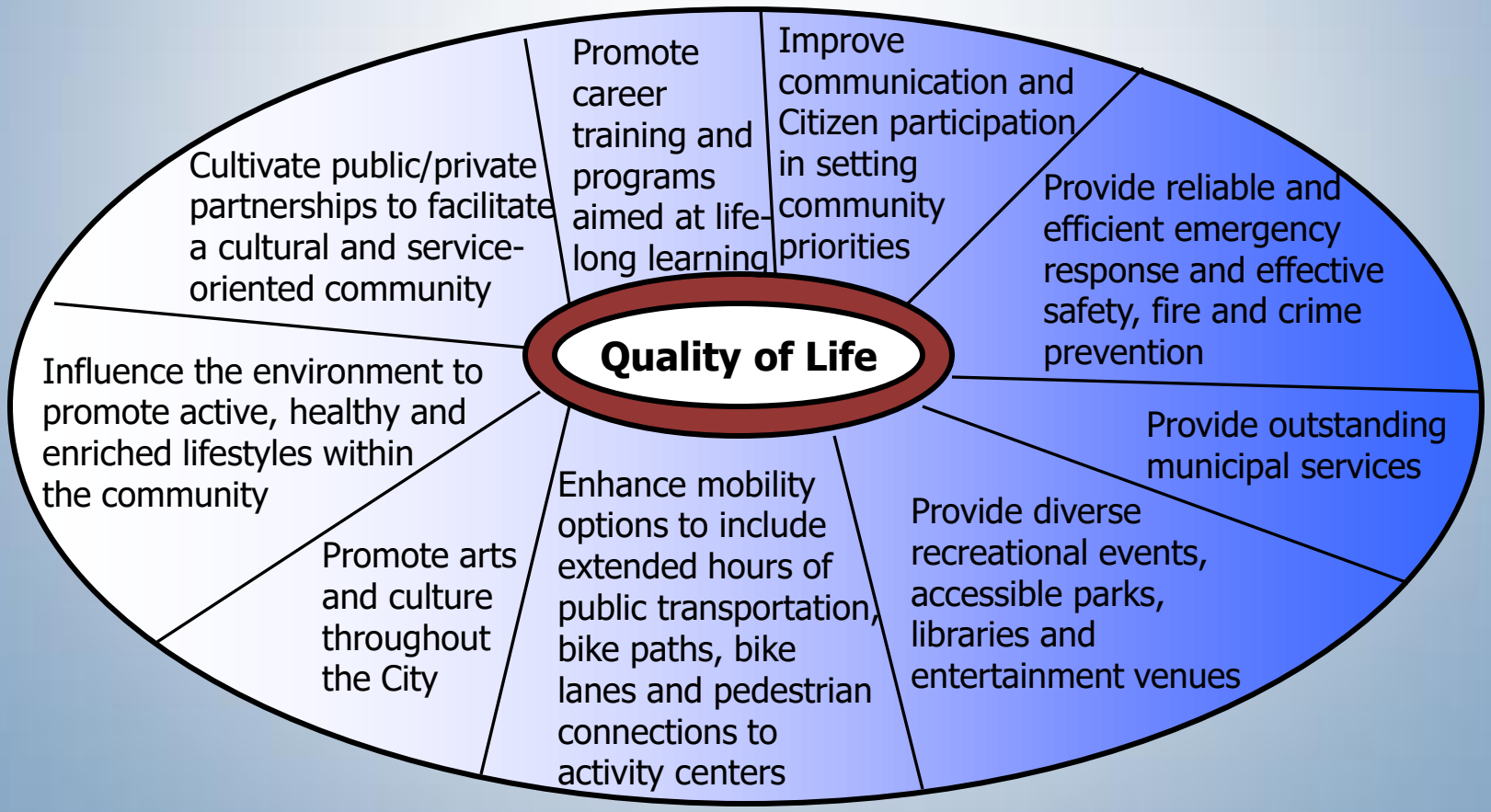
FY2009 Quality of Life

"Provide quality public spaces; deliver superior municipal services, and support arts, education, recreation and wellness."



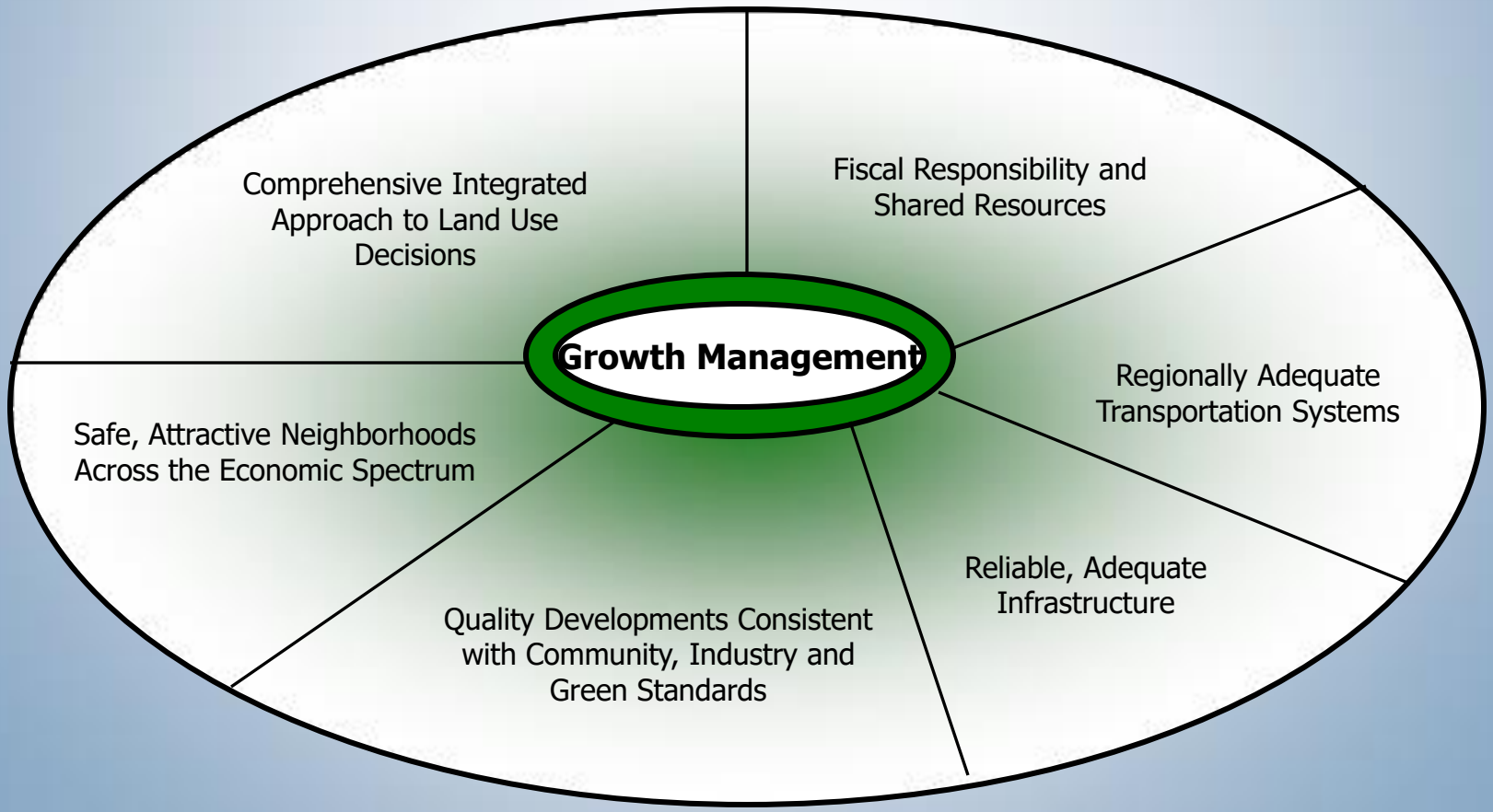
FY2016 Quality of Life

"Provide quality public spaces; deliver superior municipal services, and support arts, education, recreation and wellness."



FY2009 Growth Management

"*Ensure planning and infrastructure results in quality development and safe, attractive neighborhoods.*"



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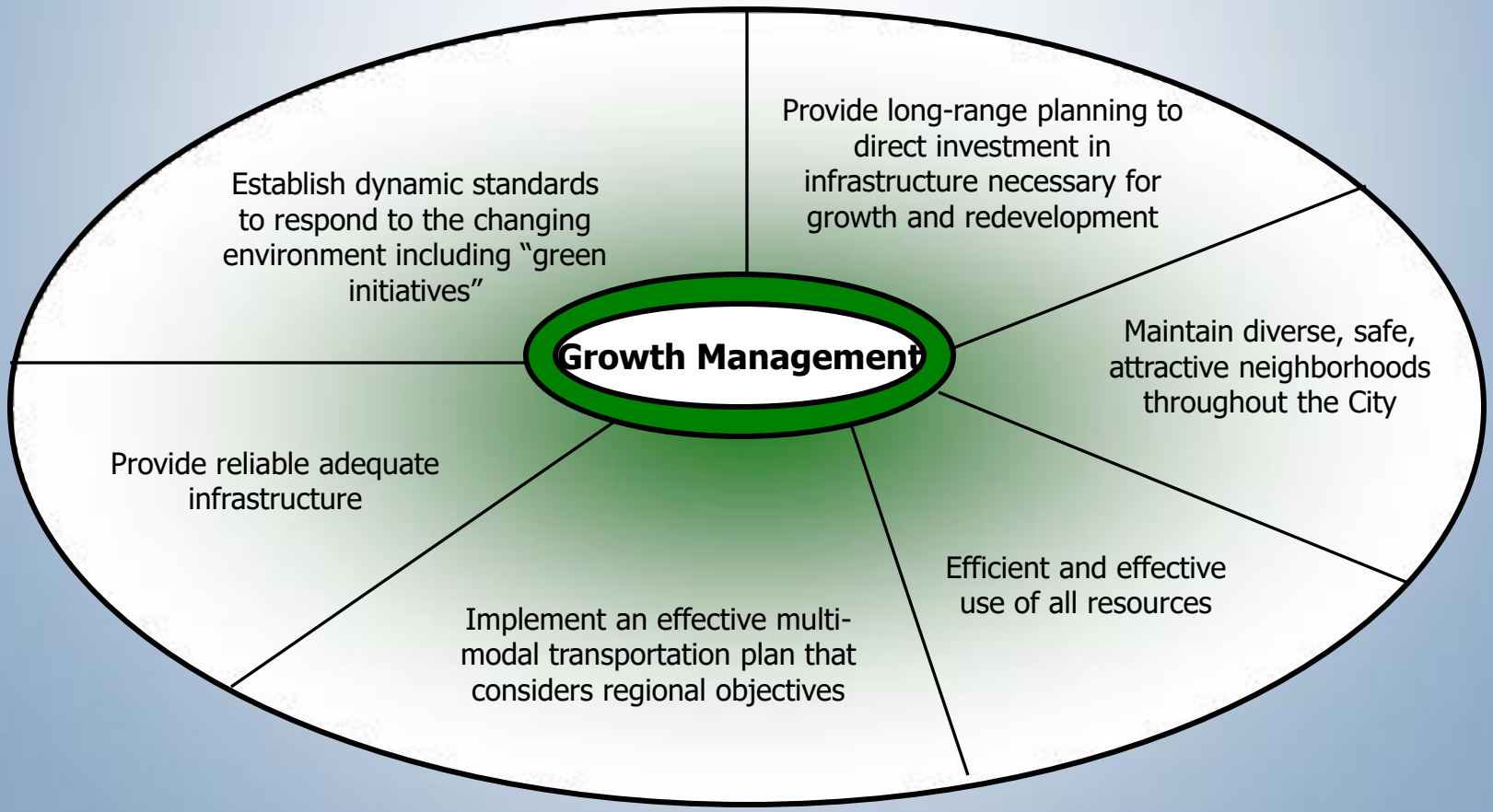
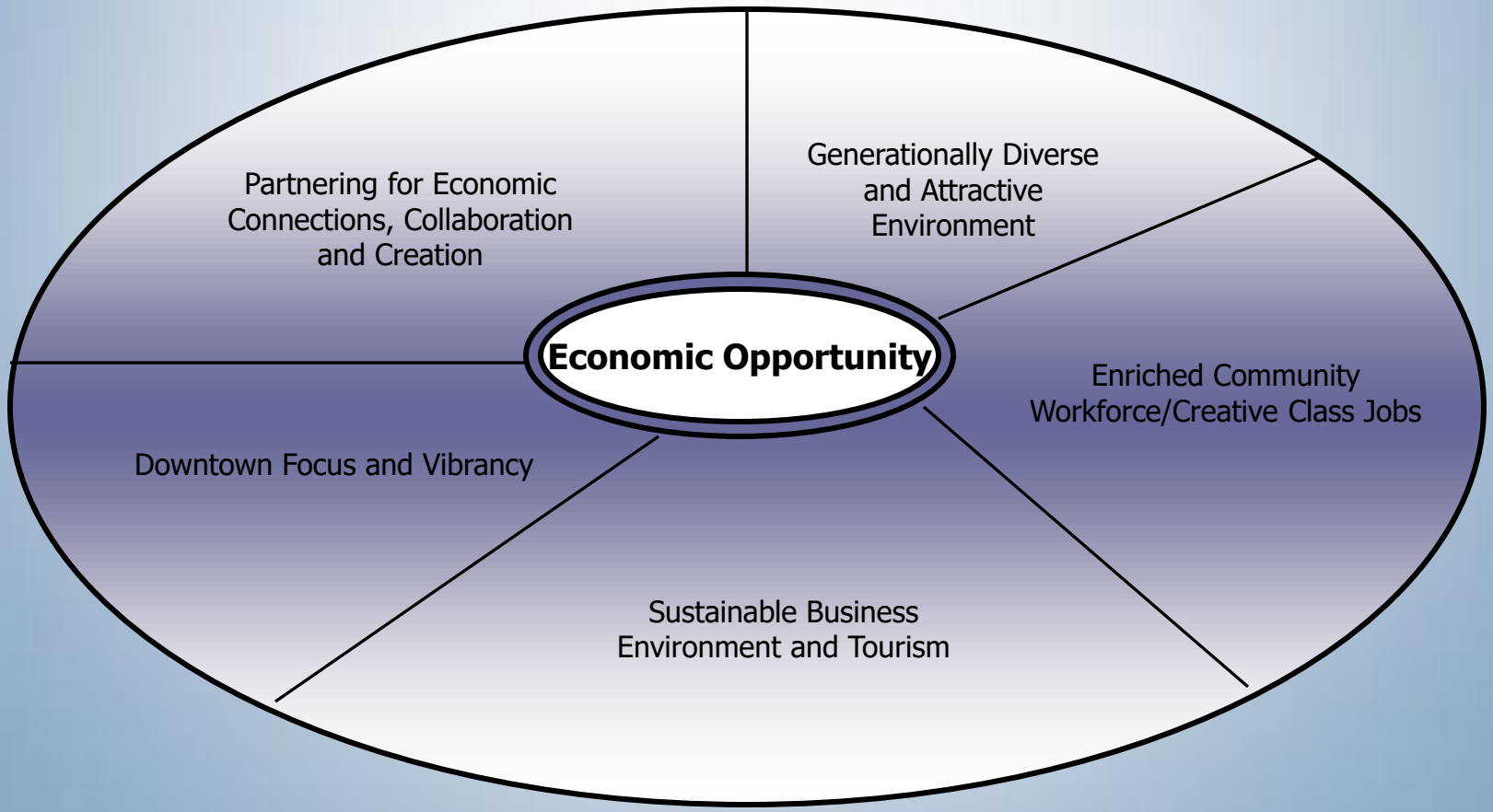


FY2009 Economic Opportunity

"Create and encourage inclusive lasting environments that grow, attract and retain a creative, talented, educated and technically qualified workforce."



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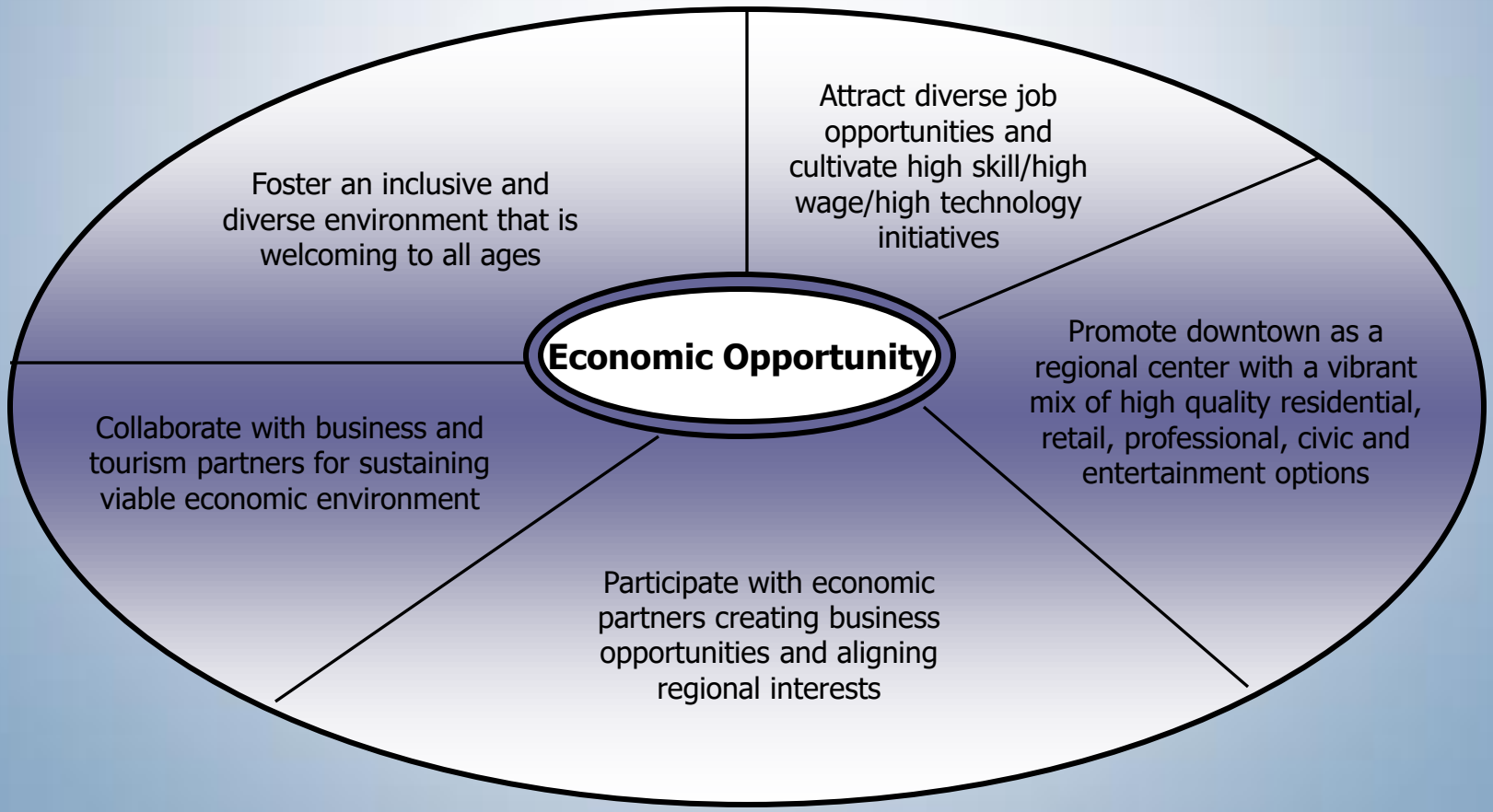
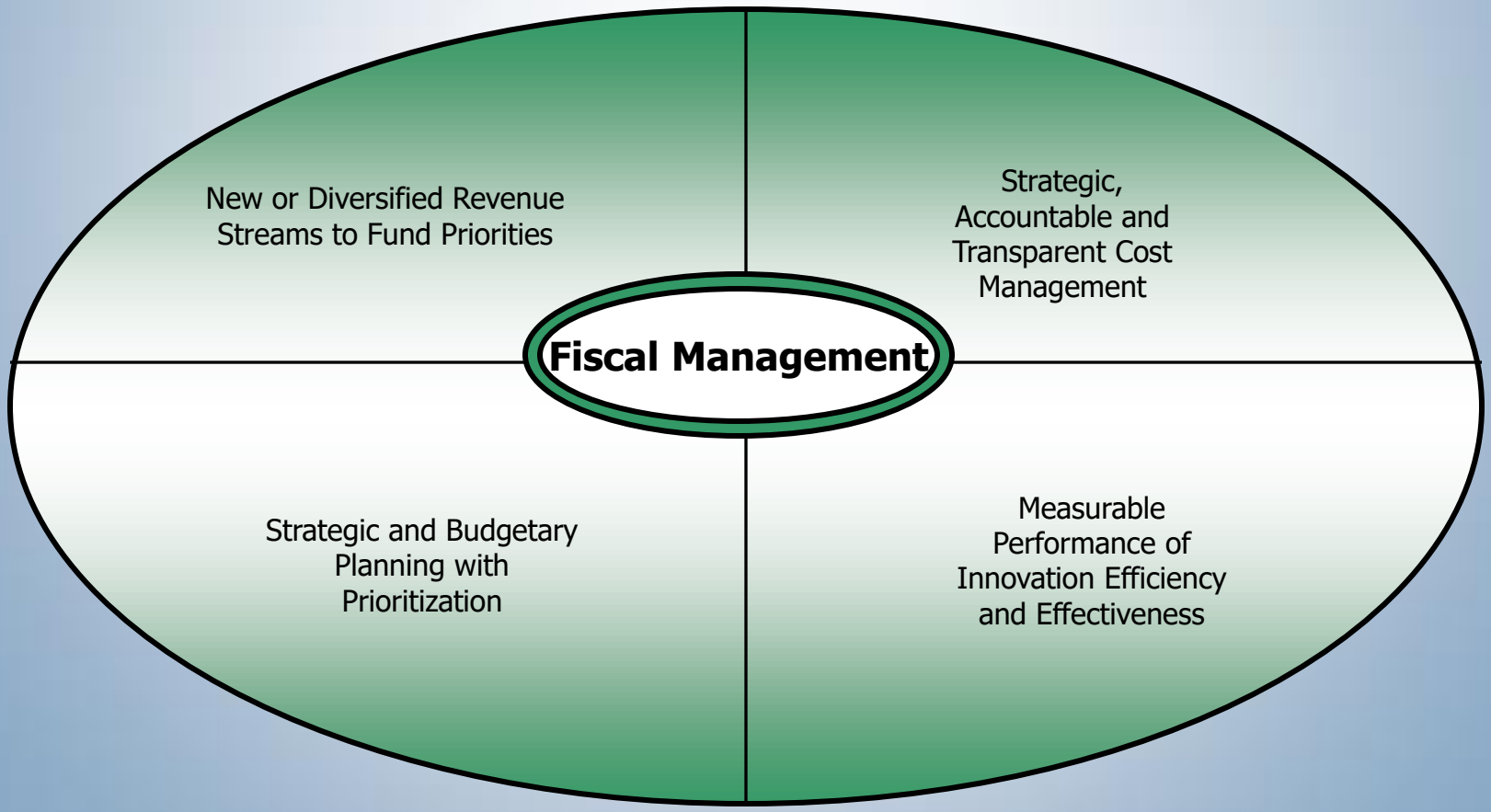


FY2009 Fiscal Management

"*Develop and effectively manage financial resources.*"



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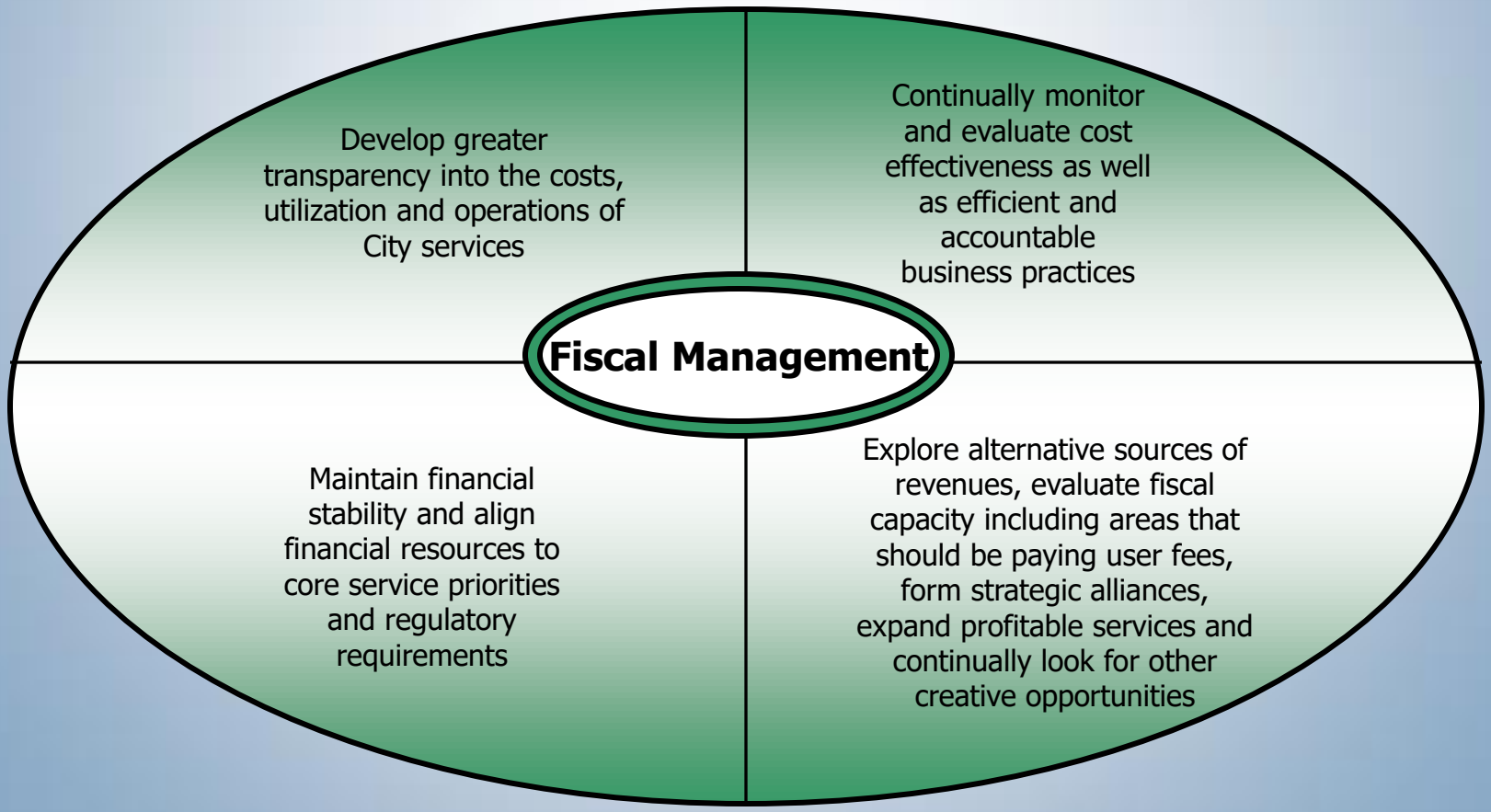
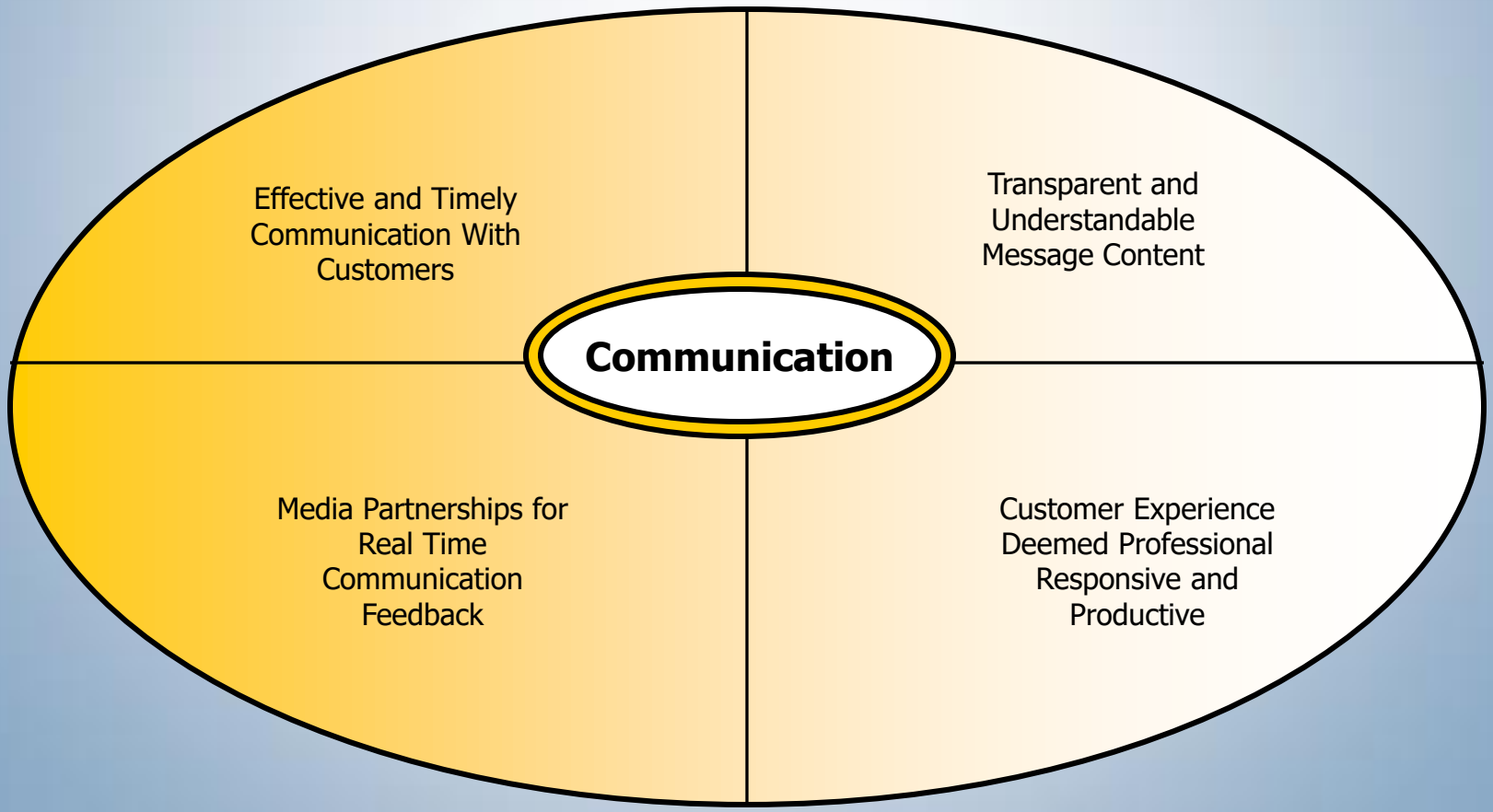


FY2009 Communication

"Develop an informed and engaged community."



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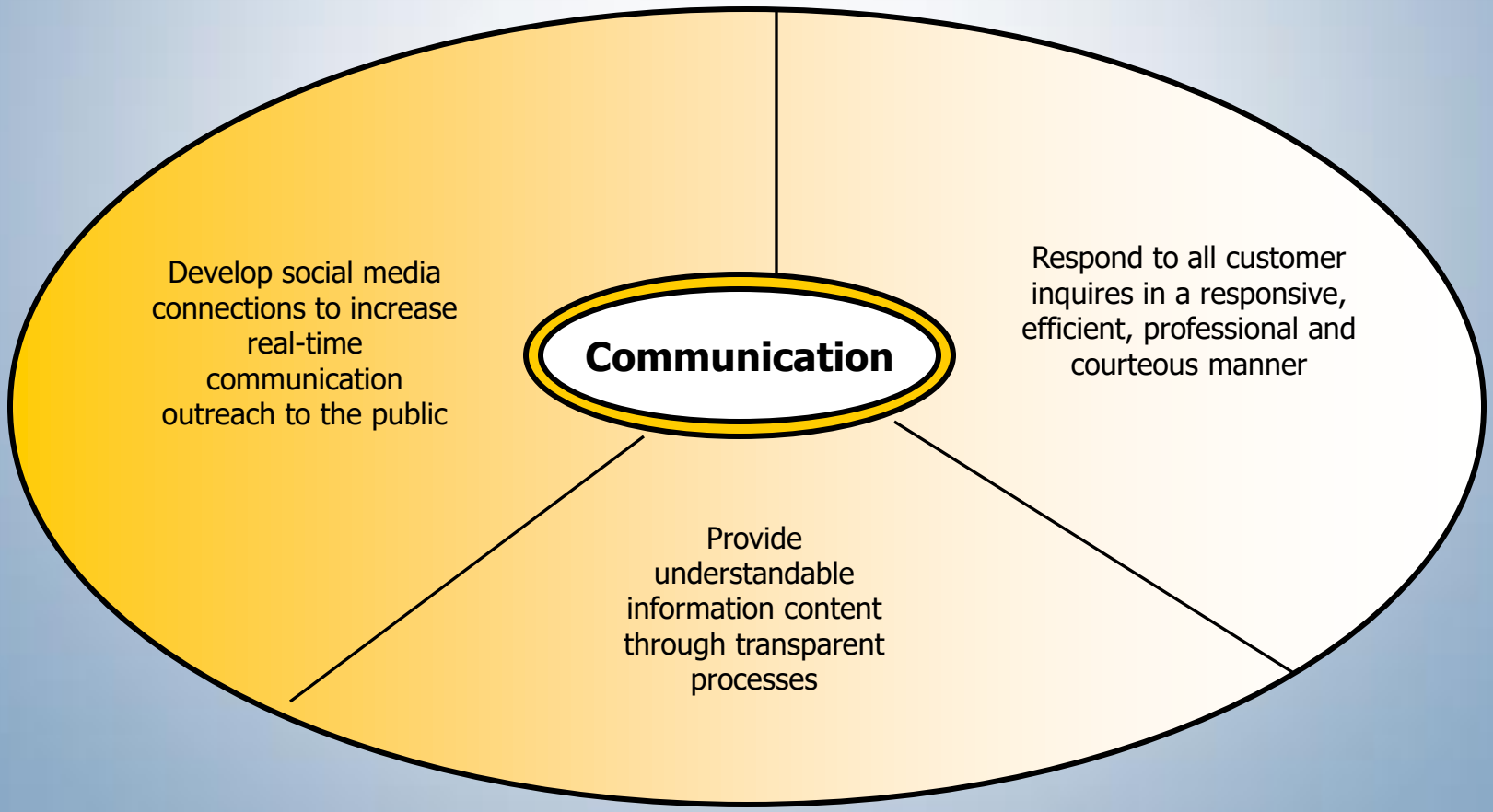
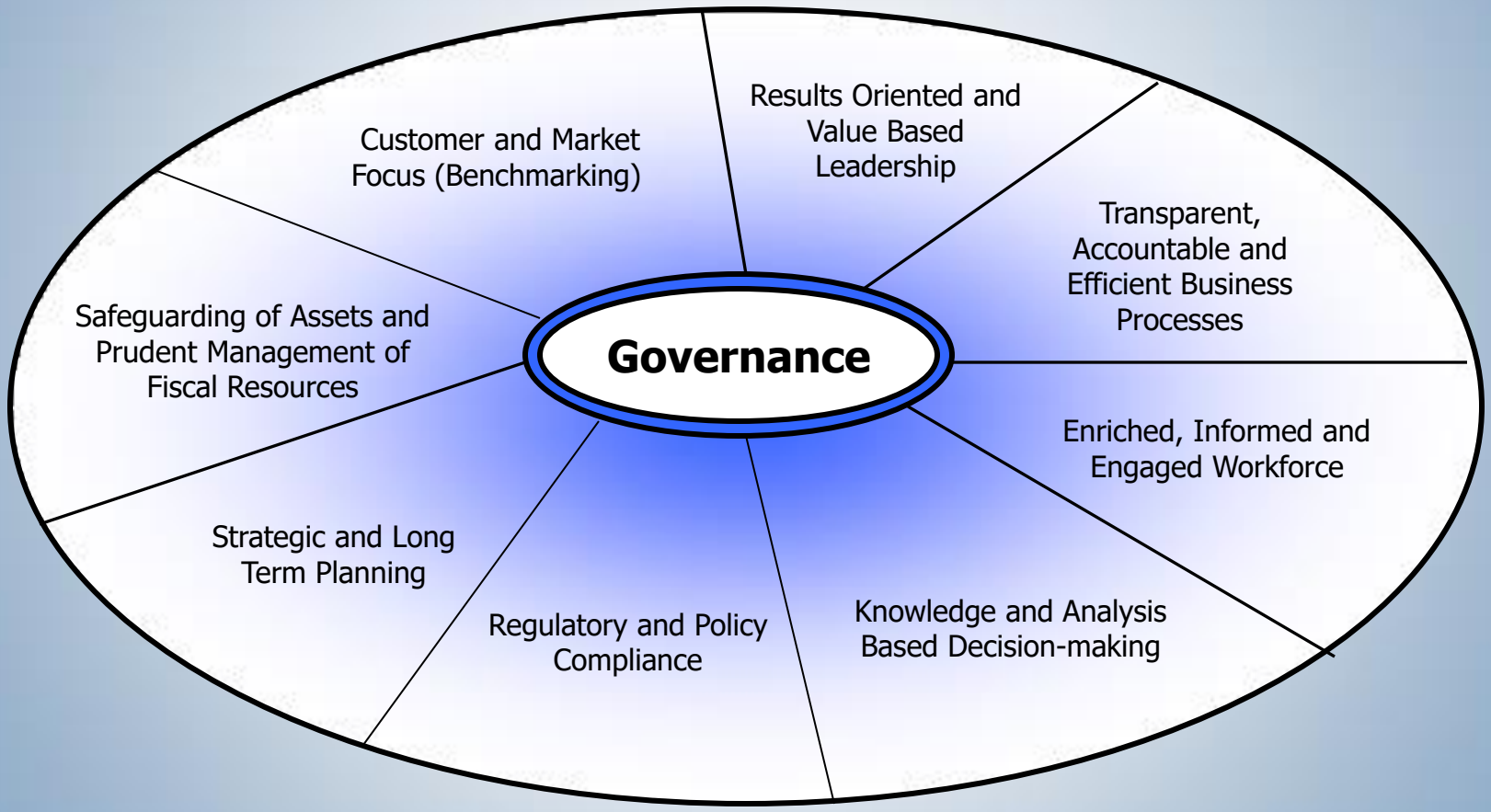


FY2009 City-Wide Governance

"Provide for responsive and responsible governmental service."



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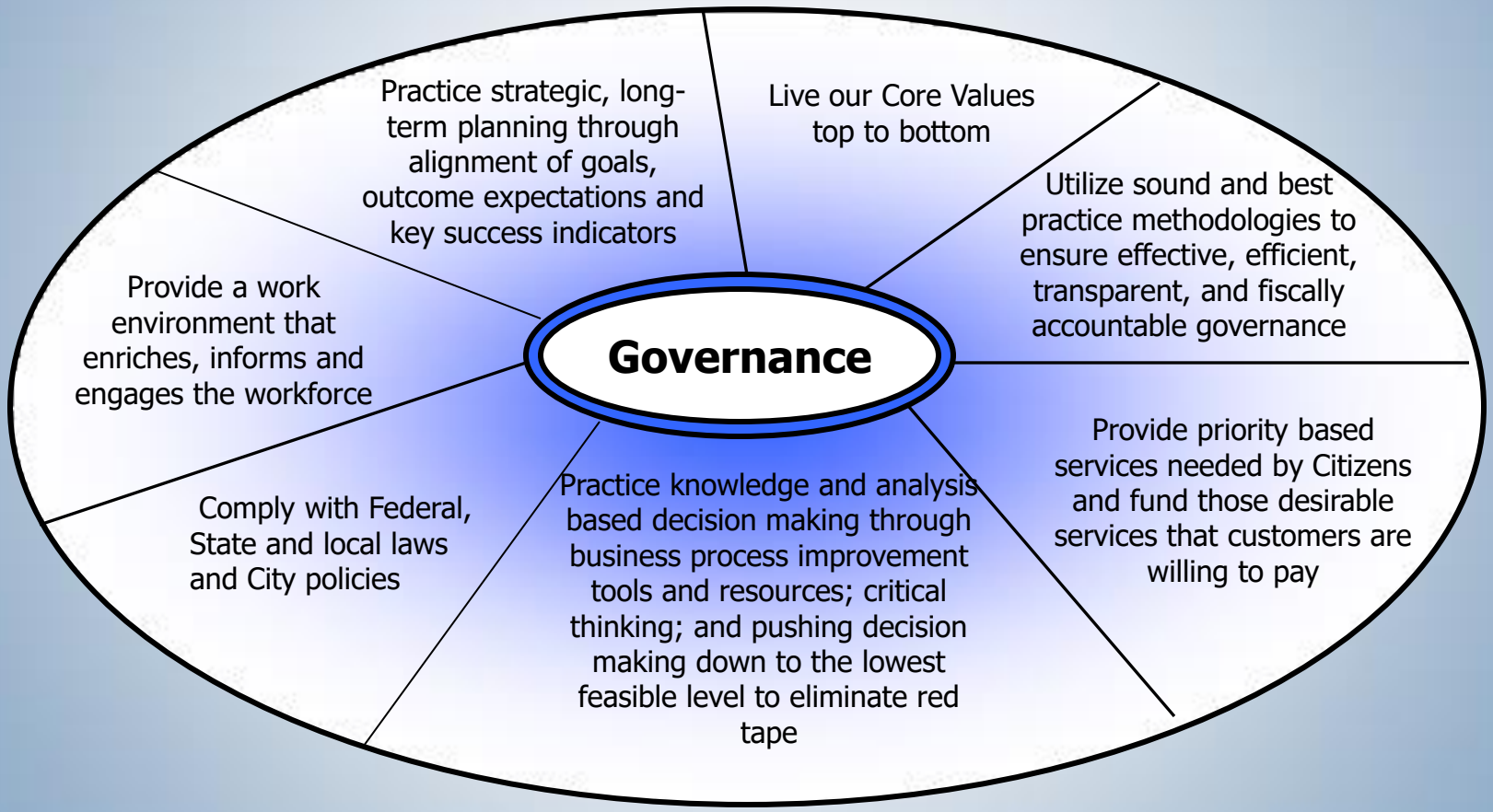
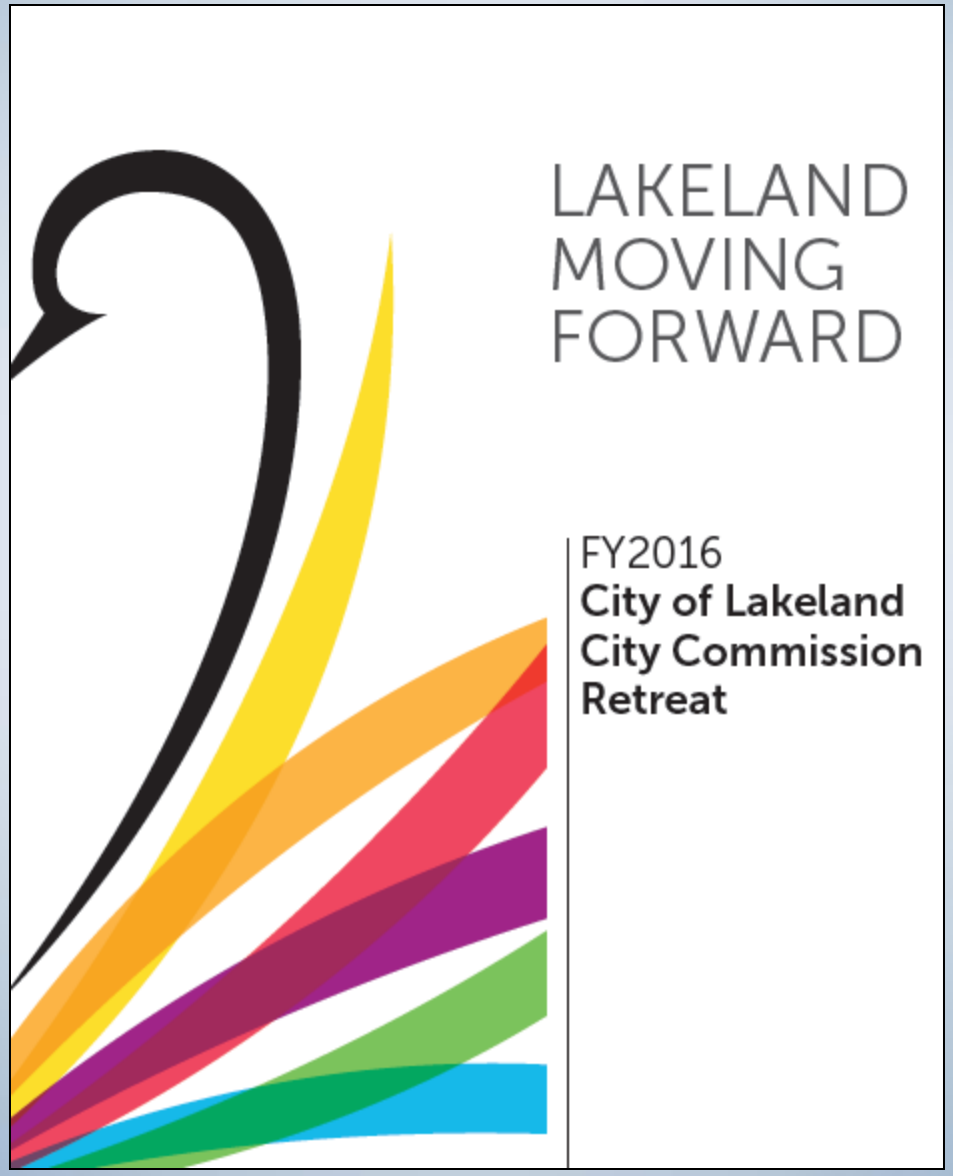


Strategic Planning Inputs/Outputs



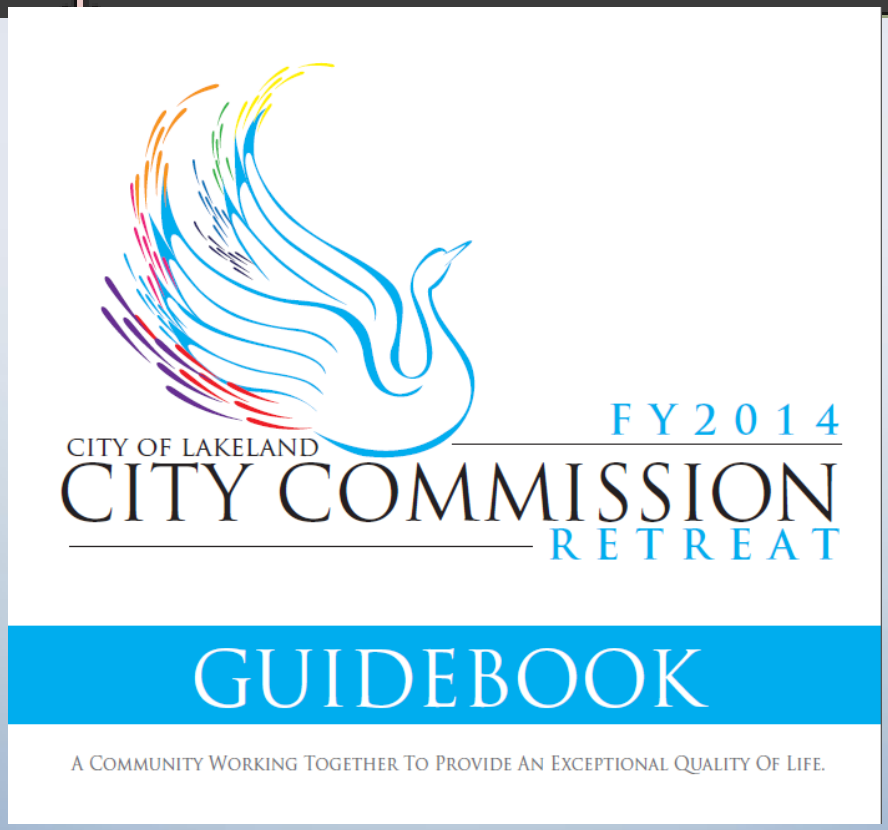
Strategic Planning Inputs/Outputs

1.) Pre-Meeting

April 16th & 17th:

City Commission Workshop Guidebook

- Business Survey
- Departmental SWOT Analysis
- Environmental Scan
- FY2013 Actionable Items



Strategic Planning Inputs/Outputs

City of Lakeland
City Commission Strategic Planning Workshop
April 16, 2013
Lakeland Center

Agenda

08:00 am **Breakfast**

08:15 am **About the Day**
Overview by City Manager Doug Thomas
SOP Process and Agenda
Introduction of Facilitator - Dr. Scott Paine

08:30 am **State of the City**
Opening comments from Mayor Gow Fields highlighting City Commission perspective

08:45 am **Community Values Survey**
Results – Presentation of 2013 City of Lakeland Survey Results and a discussion of respondent answers, underlying issues and remedial actions:
Larry Ross, Ph.D., F&B Associates, Inc.

10:00 am **Break**

10:15 am **Economy and Legislation**
Panel discussion on issues related to the economy and legislation that could influence Lakeland's future direction:
David Sheppi, Lobbyist & Manager of Florida Strategic Group, LLC
Dr. Carl Brown, Economics Professor at Florida Southern College
Tom Phillips, Executive Director of the Polk Transit Authority & Lakeland Area Mass Transit District
Marshe Faux, Polk County Property Appraiser
Dr. Elaine Thompson, Lakeland Regional Health Systems
Steve Scruggs, Executive Director, Lakeland Economic Development Council

12:15 pm **Lunch**

City of Lakeland
City Commission Strategic Planning Workshop
April 16, 2013
Lakeland Center

12:45 pm **Community Safety, Cultural & Community, Economic & Community Development, Parks & Recreation and Transportation Services**
Goals: Growth Management, Economic Opportunity, Quality of Life
- *Review & Status Update FY 2013 Actionable Items.*
- *Panel discussion on short to intermediate timed opportunities and threats expected to impact Lakeland and a discussion of the underlying issues and potential actions in response.*

Department Directors for the following: Airport, Community Development, CRA's, Detroit Tigers/Resource Development, Finance, Fire, Lakeland Center, Parks & Recreation, Police, and Public Works

3:15 pm **Break**

3:30 pm **Utility and Support Services**
Goals: Communication, Fiscal Management, Governance
- *Review & Status Update FY 2013 Actionable Items.*
- *Panel discussion on short to intermediate timed opportunities and threats expected to impact Lakeland and a discussion of the underlying issues and potential actions in response.*

Department Directors for the following: Communications & Information

05:00 pm **Review / Next Steps for Strategic Issues & Prioritiza**

	TotalYear
Strategic Goal Quality of Life	27.0000
Strategic Goal Economic Opportunity	19.1400
Strategic Goal Growth Management	13.7200
Strategic Goal Fiscal Management	18.5700
Strategic Goal Communication	21.5700
⊟Total Value Points	100.0000

FY2009 City Commission Valuation of Strategic Goals

Strategic Goal	Goal Statement	Value Points
Quality of Life	Provide quality public spaces; deliver superior municipal services, and support arts, education, recreation and wellness	25
Economic Opportunity	Create and encourage inclusive, lasting environments that grow, attract and retain a creative, talented, educated and technically qualified workforce	23
Growth Management	Ensure planning and infrastructure results in quality development and safe, attractive neighborhoods.	18
Fiscal Management	Develop and effectively manage financial resources	17.5
Communication	Develop an informed and engaged community	16.5

TOTAL = 100

FY2016 City Commission Valuation of Strategic Goals

Strategic Goal	Goal Statement	Value Points
Quality of Life	Provide quality public spaces; deliver superior municipal services, and support arts, education, recreation and wellness	28.14
Economic Opportunity	Create and encourage inclusive, lasting environments that grow, attract and retain a creative, talented, educated and technically qualified workforce	20.43
Fiscal Management	Develop and effectively manage financial resources	19.14
Communication	Develop an informed and engaged community	18.43
Growth Management	Ensure planning and infrastructure results in quality development and safe, attractive neighborhoods.	13.86

TOTAL = 100

Evolution of Process
Community Values Survey (2003)

Online Survey:

Jan. 23 - Feb. 24

Data Analysis:

2,810 valid responses Limitations of the study:

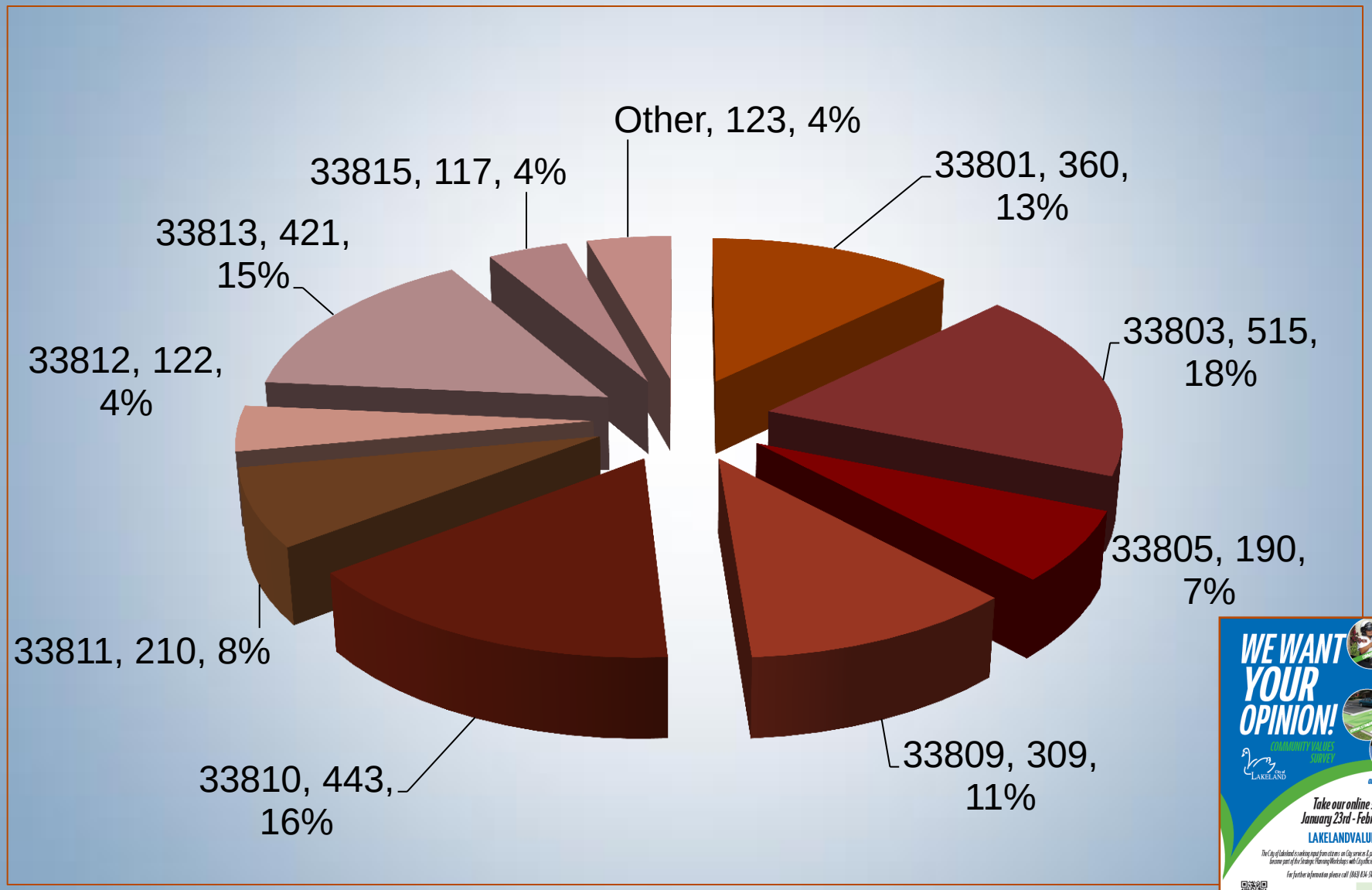
Respondents self-selected (opted-in) to participate and therefore not a random sample of the population.

Respondents do not represent a probability sample and may not be representative of the population.

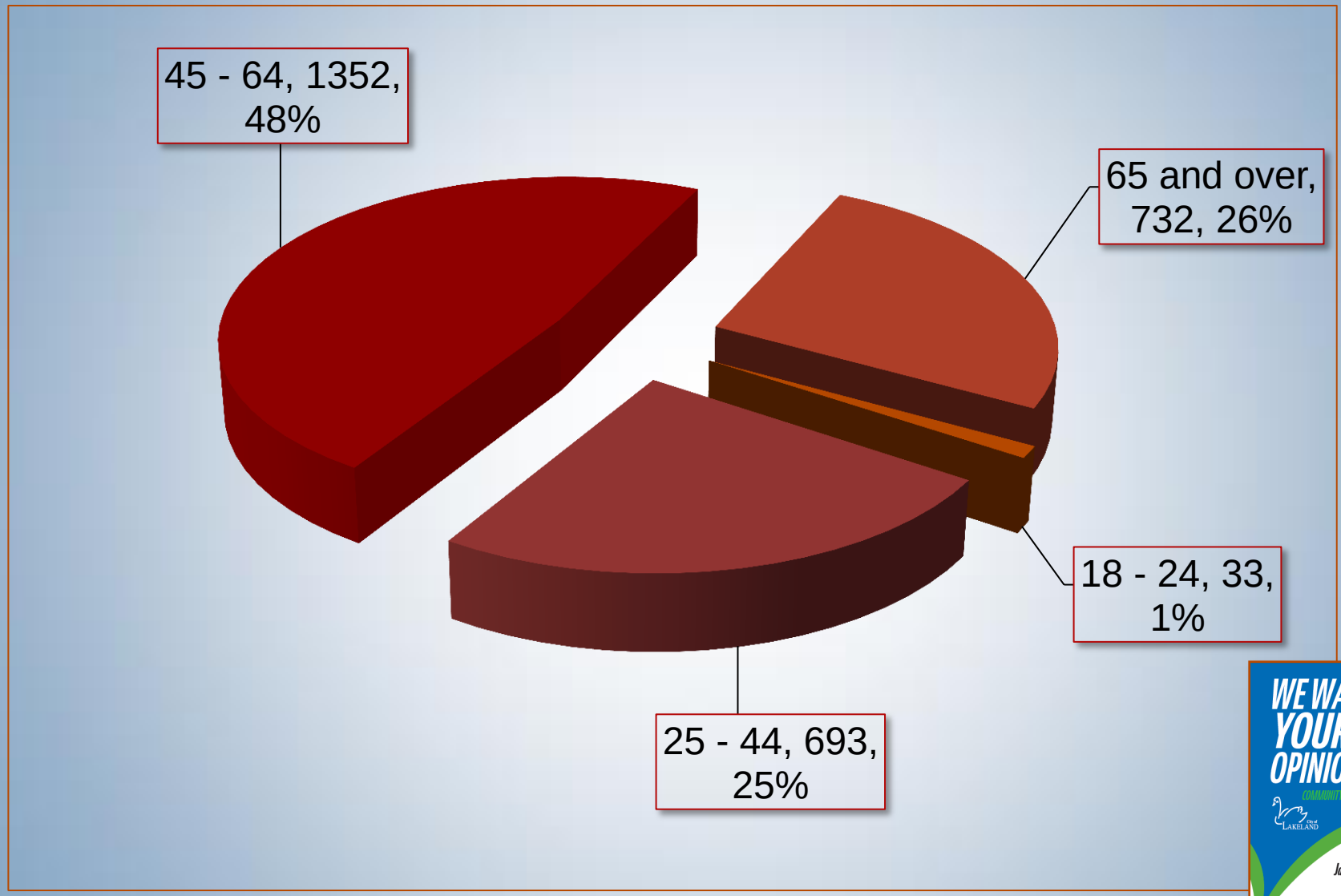
Purpose

- Citizen Engagement
- Objective & Subjective Feedback
- Learning what Citizens' Value
- Additional data for Strategic Planning purposes
- Commission & Staff resource

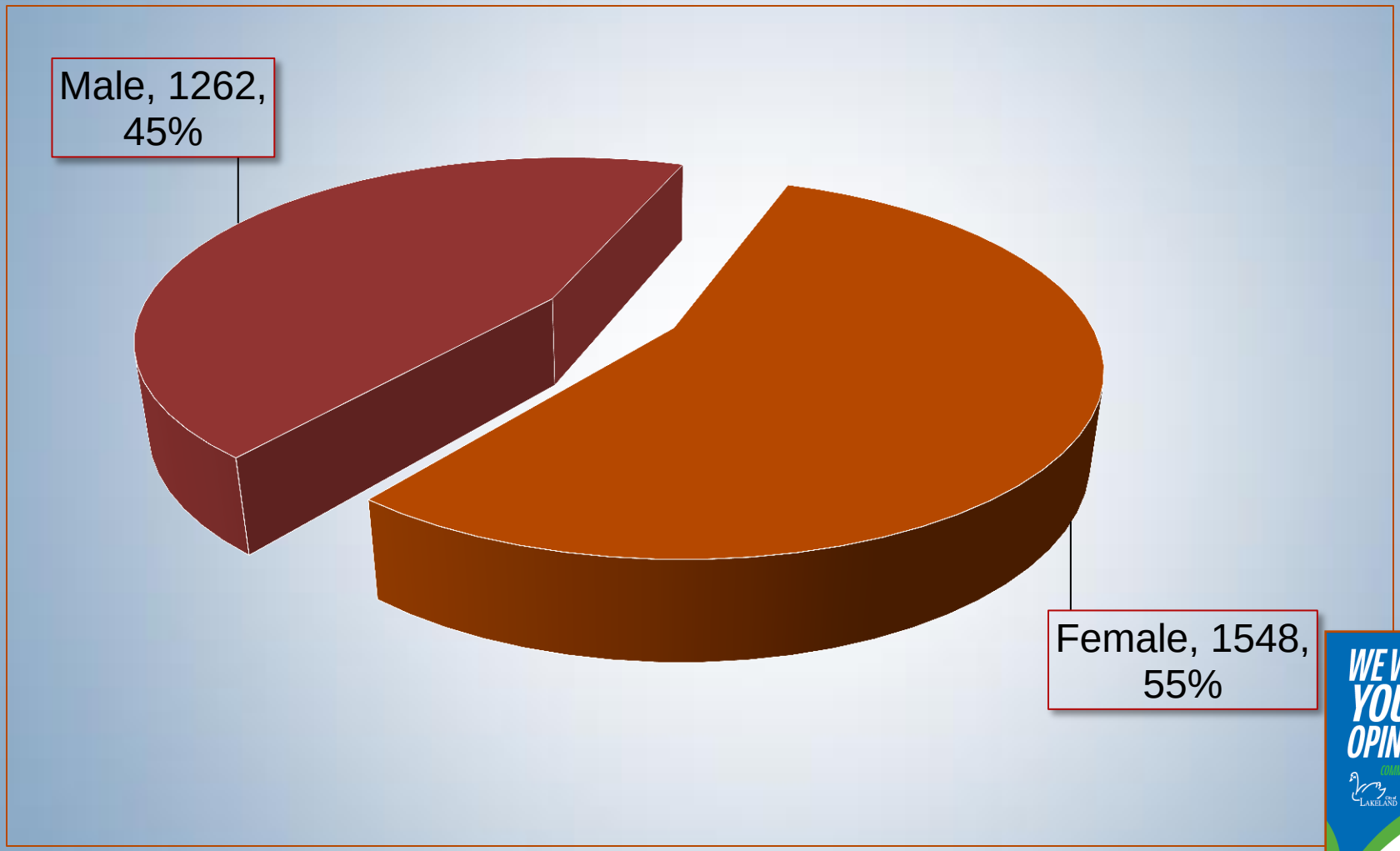
Demographic Data – Zip Code



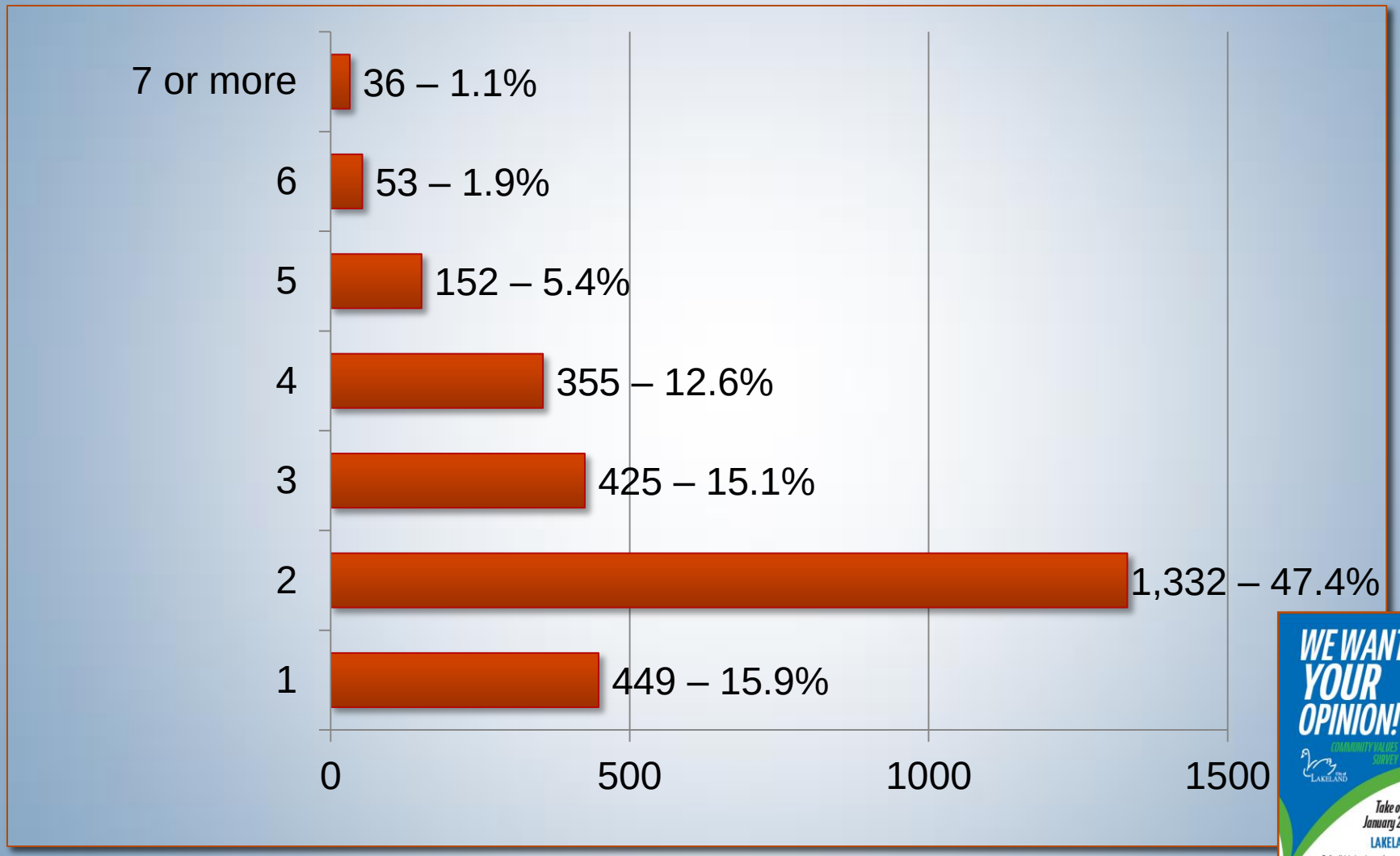
Demographic Data – Age Group



Demographics – Gender



Demographics – Size of Household



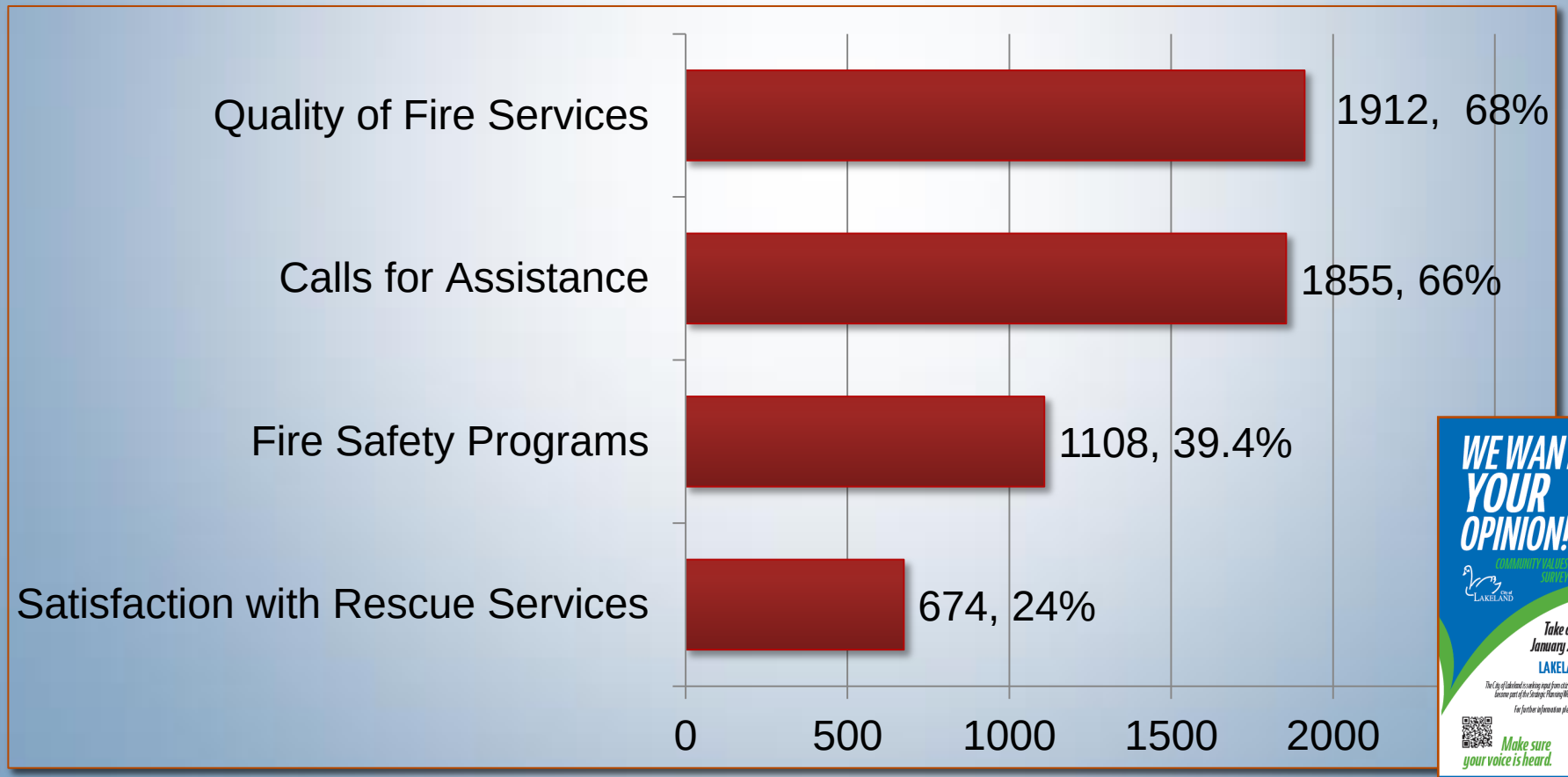
Weighted Value of City Goals

- Respondents ranked Quality of Life their first priority, unchanged from prior year
- Fiscal Management moved slightly ahead of Economic Opportunity for 2nd and 3rd priority respectively

Value/ Priority	City Goal	2015 Mean Score*	2014 Mean Score*
#1	**Quality of Life**	**3.685**	3.60
2	Fiscal Management	**3.130**	3.14
3	Economic Opportunity	**3.104**	3.18
4	Communication	**2.552**	2.540
5	Growth Management	**2.529**	2.536
5 = Highest Value; 1 = Lowest Value			

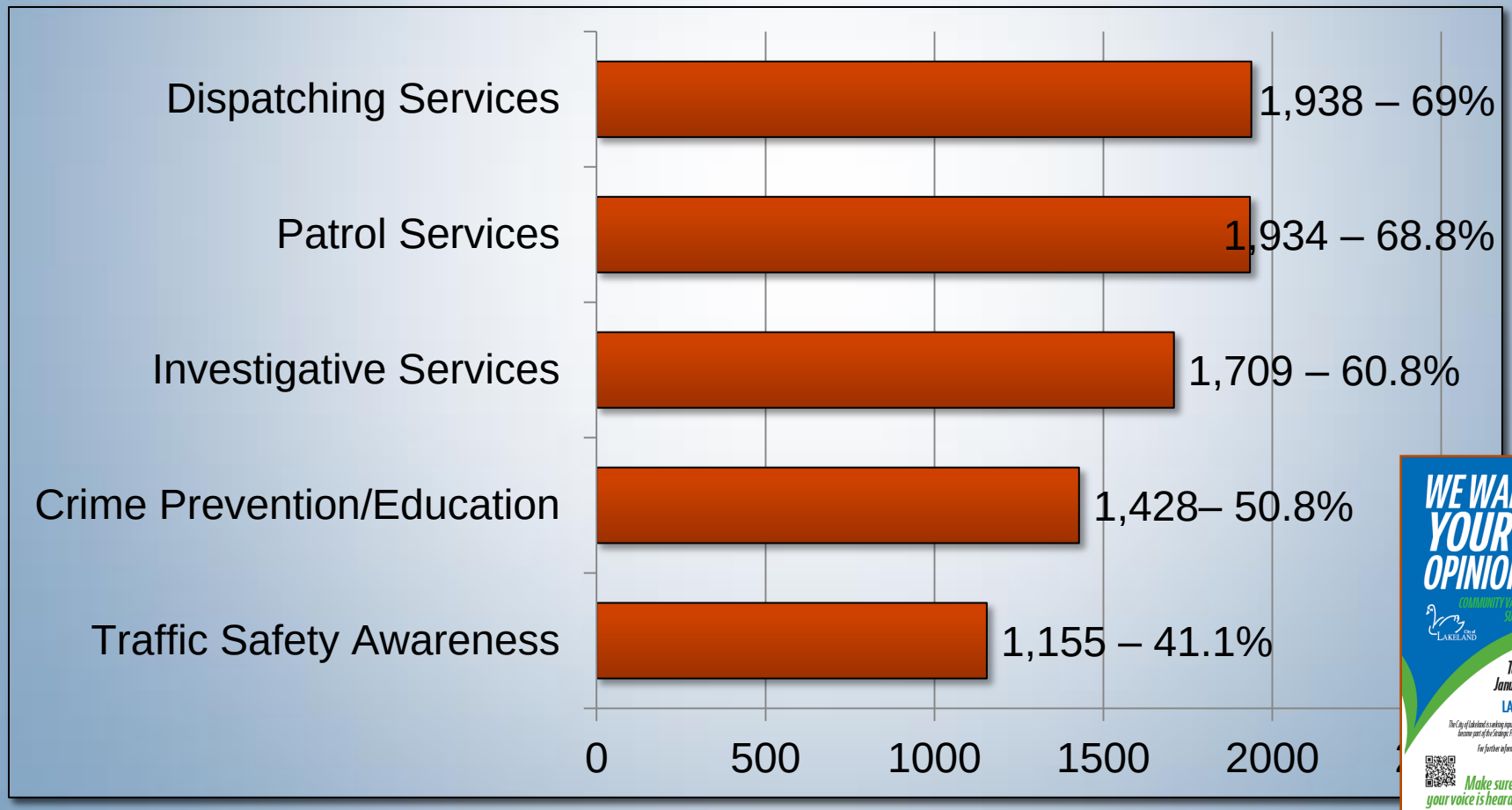
Community Safety – Fire Services

No significant change: Quality of Fire Services was selected by 68% to have Significant Personal Value followed by Calls for Assistance; only 24% selected Rescue Services as having Significant Personal Value. *Calls for assistance up 2 pts.*



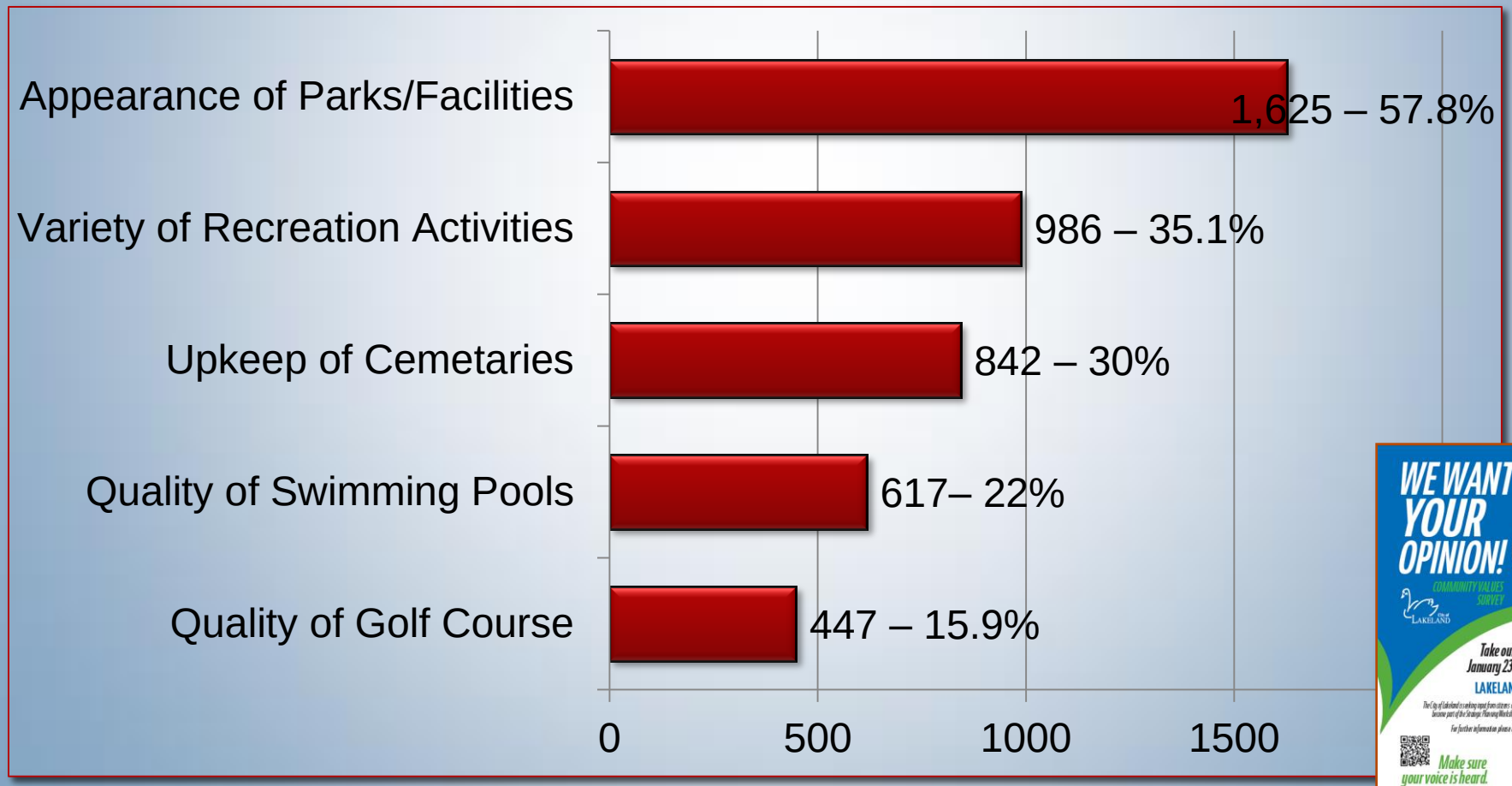
Community Safety – Police Services

Patrol Services and Dispatching Services were both highly valued by nearly 69% *(up from 2014)*. 41% selected Traffic Safety Awareness as having Significant Personal Value *(up 1 pt. from prior year)*.



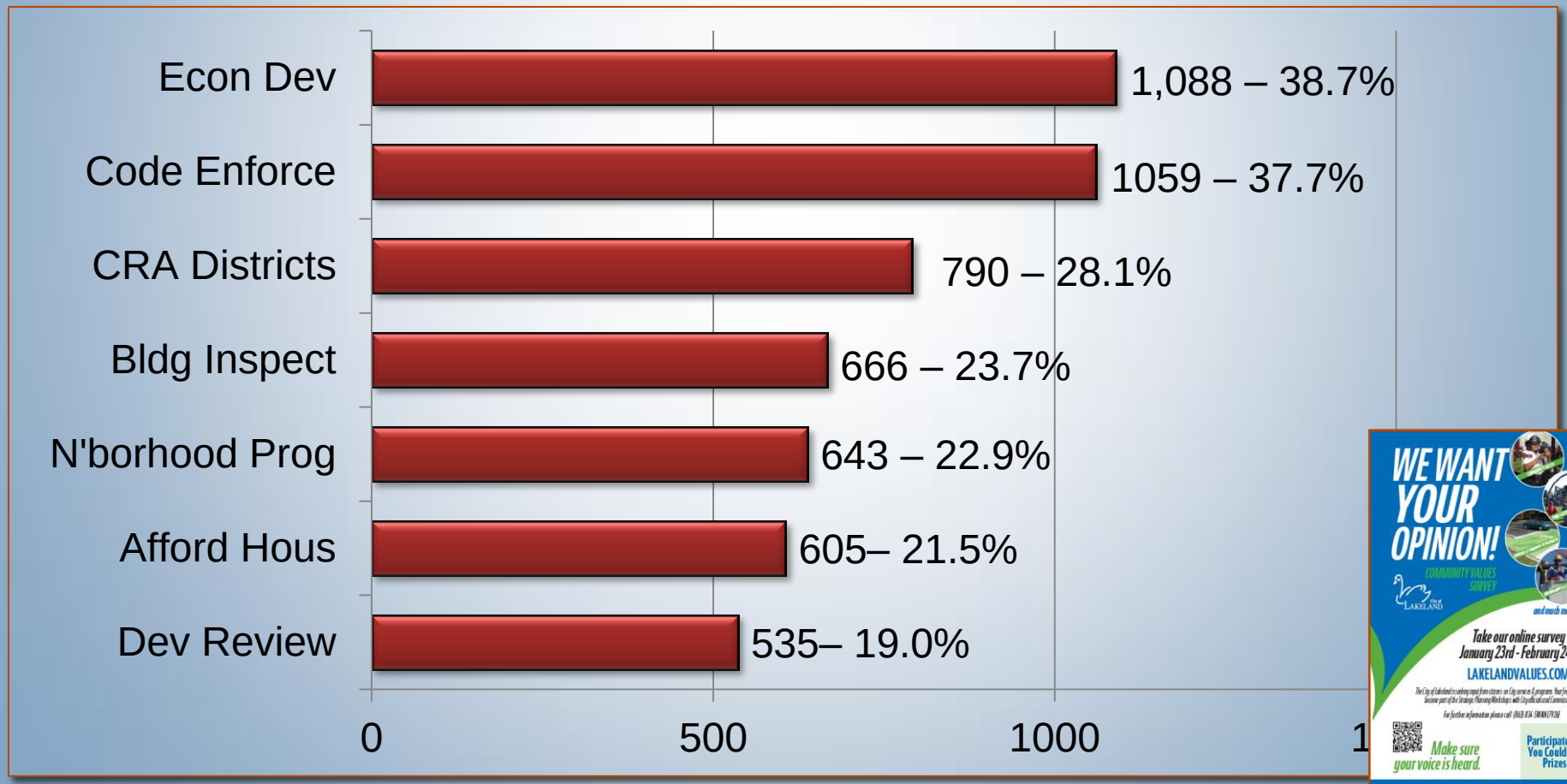
Parks & Recreation

The Appearance of City Parks & Recreational facilities was selected by 57.6% to have Significant Personal Value *(unchanged)*. Only 15.9% selected Quality of City Golf Course as having Significant Personal Value *(down 2 pts. from prior year)*.



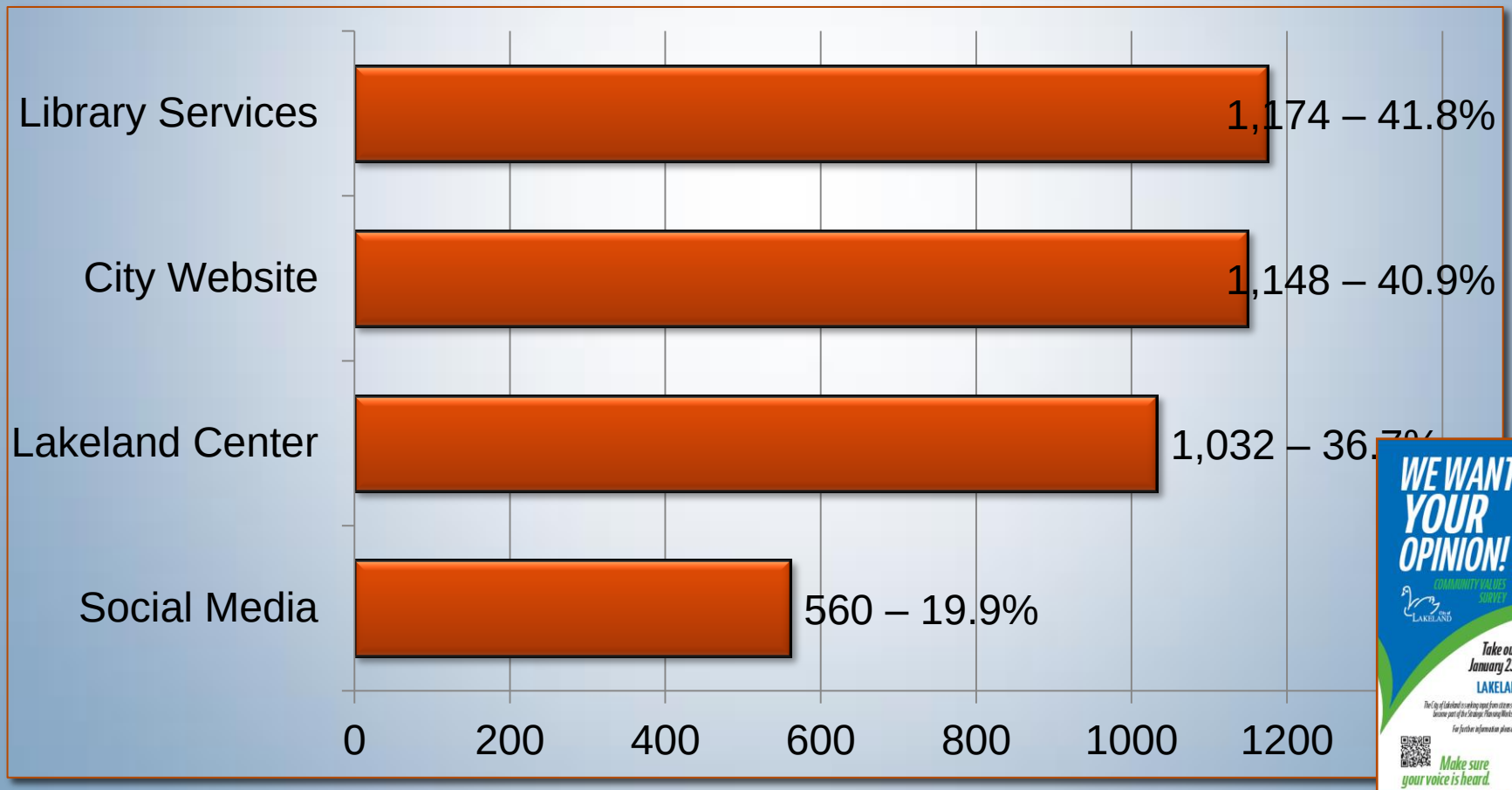
Economic & Community Development

Economic Development & Code Enforcement were selected by 38.7% and 37.7% to have Significant Personal Value *(both down nearly 3 pts.)* Only 19% selected Development Review Services as Significant Personal Value. *(down 1.5 pts)*



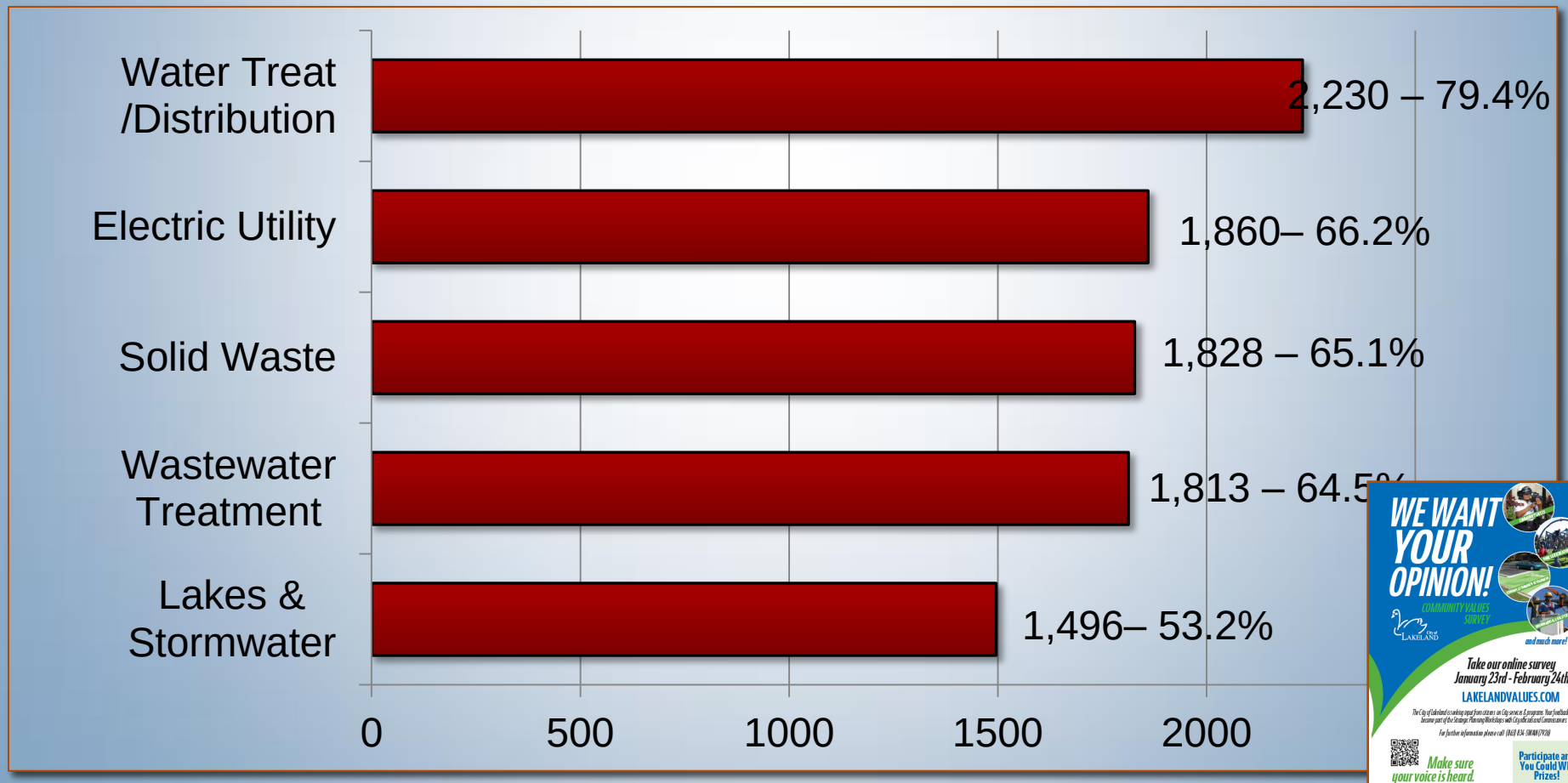
Cultural & Community Services

Library Services was selected by 41.8% *(up 1 pt.)* to have Significant Personal Value; only 19.9% *(unchanged)* selected Social Media Public Information Services as having Significant Personal Value.



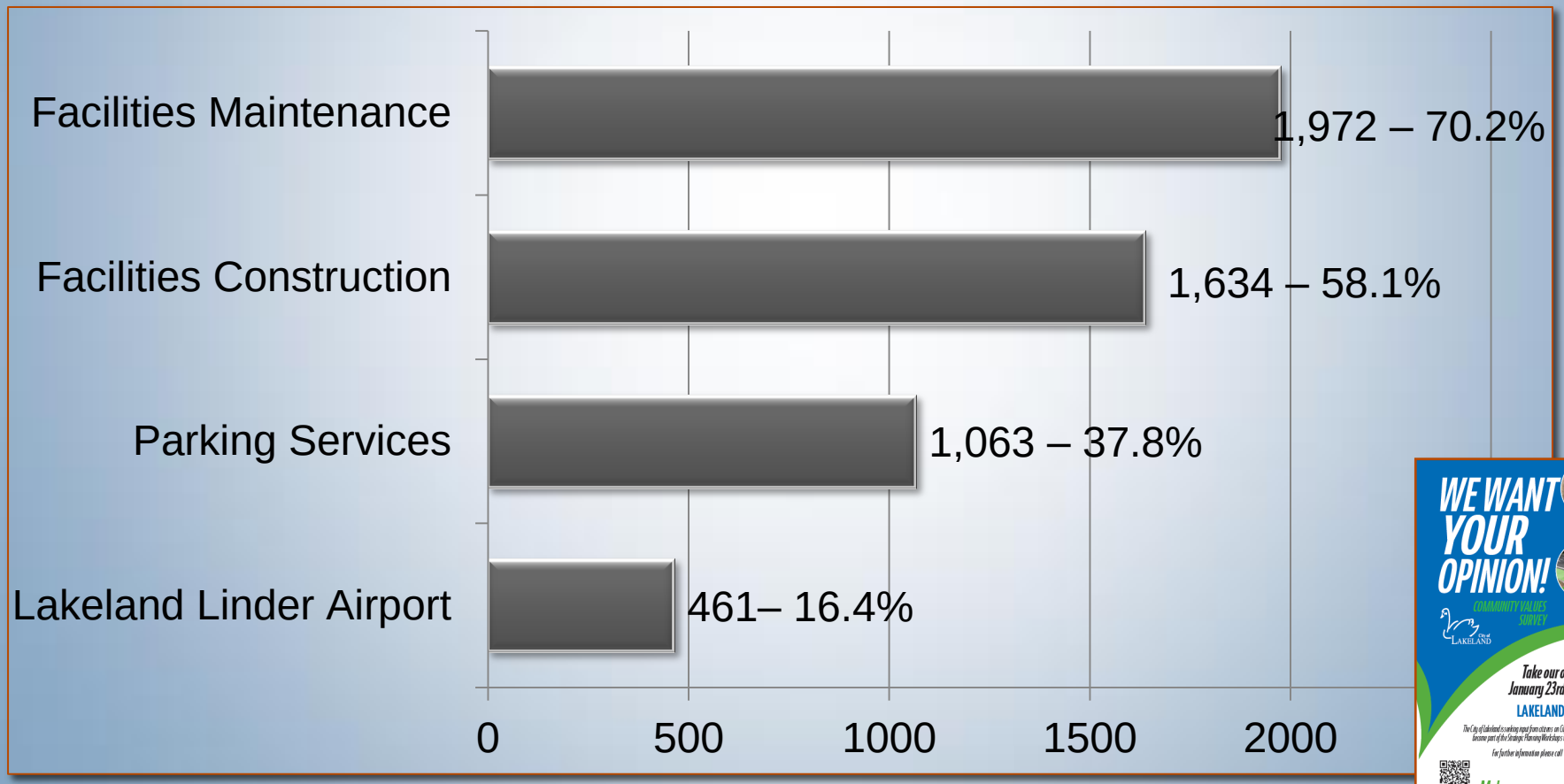
Environment & Utility Services

Water Treatment & Distribution was selected by 79.4% to have Significant Personal Value *(down 1 pt.)*; only 53.2% *(up .8 pt.)* selected Lakes & Stormwater as having Significant Personal Value. At 66.2% the Electric Utility move up to #2.



Transportation Services

Facilities Maintenance was selected by 70.1% to have Significant Personal Value followed by Facilities Construction at 58.1% *(down >2 pts.)* Only 16.4% selected Lakeland Linder Regional Airport as Significant Personal Value.



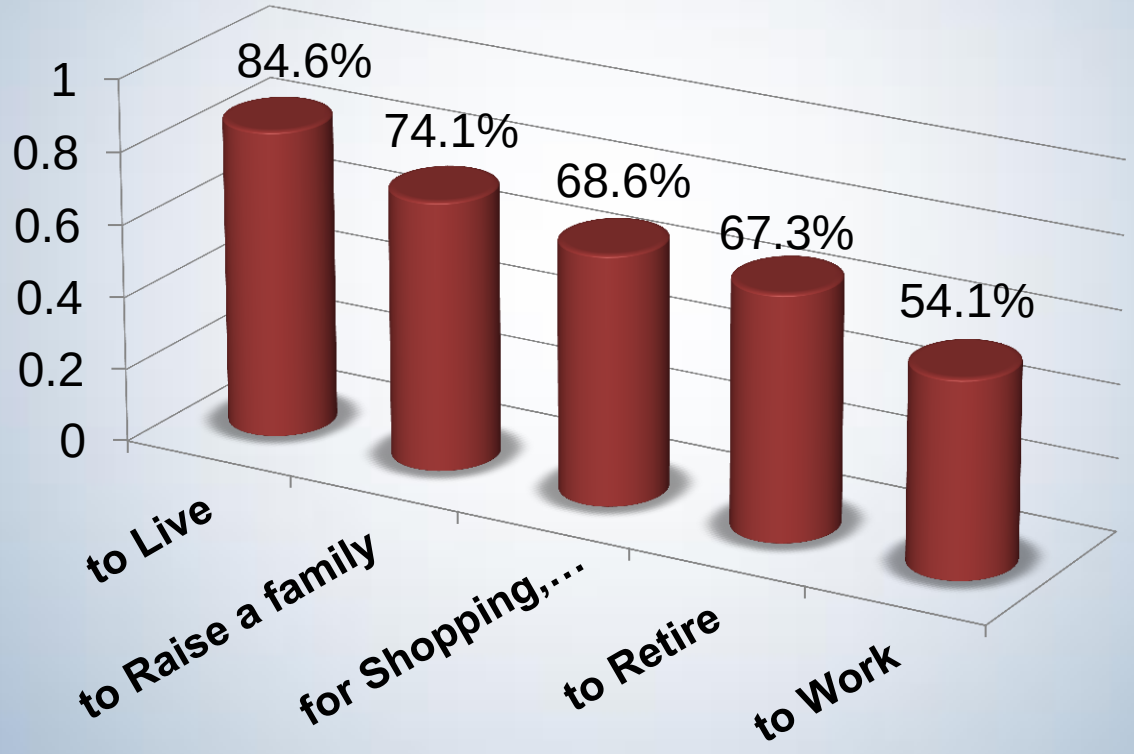
Alternatives for Maintaining City Services

"Increasing User Fees" was ranked as the most valued alternative *(34% more value).* Decreasing Service Levels was their least valued alternative. *Unchanged from prior year.*

Value Priority	Alternatives for Maintaining City Services	2015 Mean Score*	2014 Mean Score*
1	Increase User Fees	2.422	2.44
2	Increase General Taxes	1.813	1.88
3	Decrease Service Levels	1.765	1.68
*3 = Most Favorable; 1 = Least Favorable			

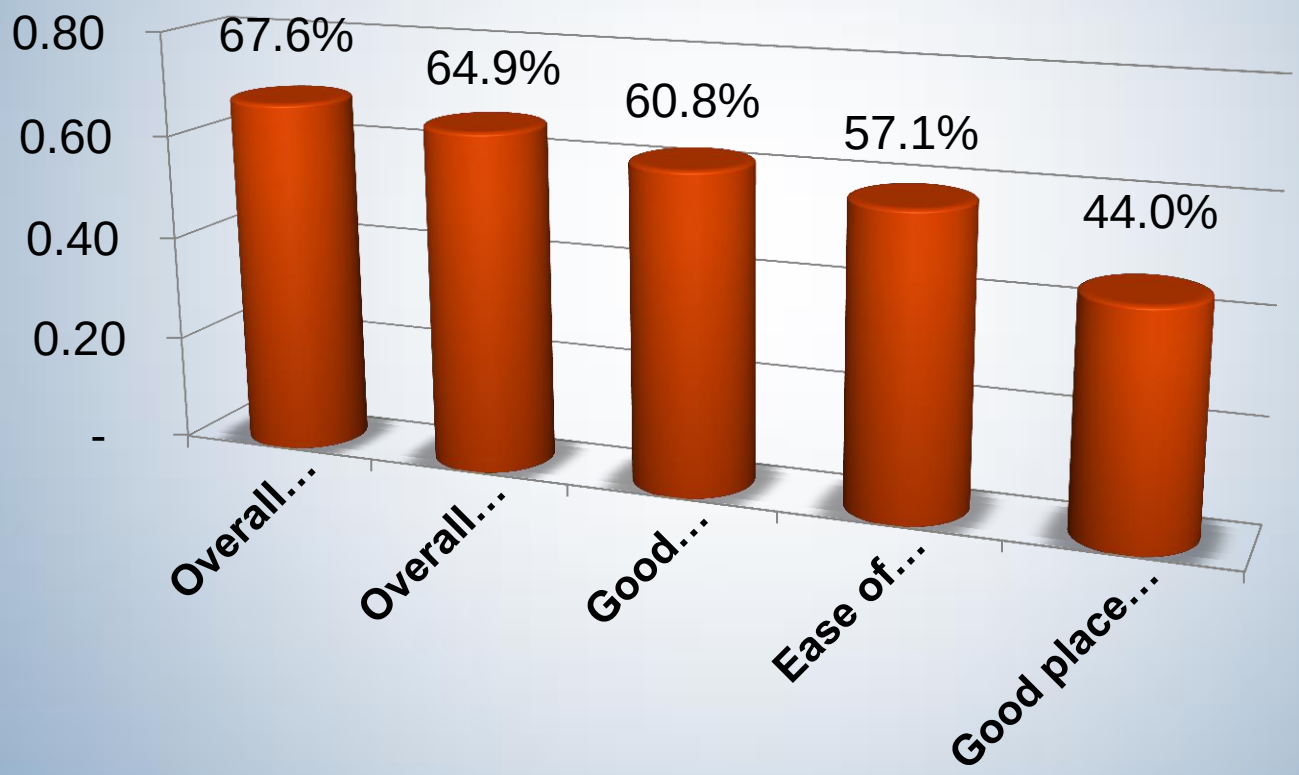
Lakeland as a Good Place to . . .

% Mostly Agree or Completely Agree. More likely to rate it high as a place to live (84.6% - *down .7 pts.)* than as a place to work (54.1% - *down 3 pts.)*



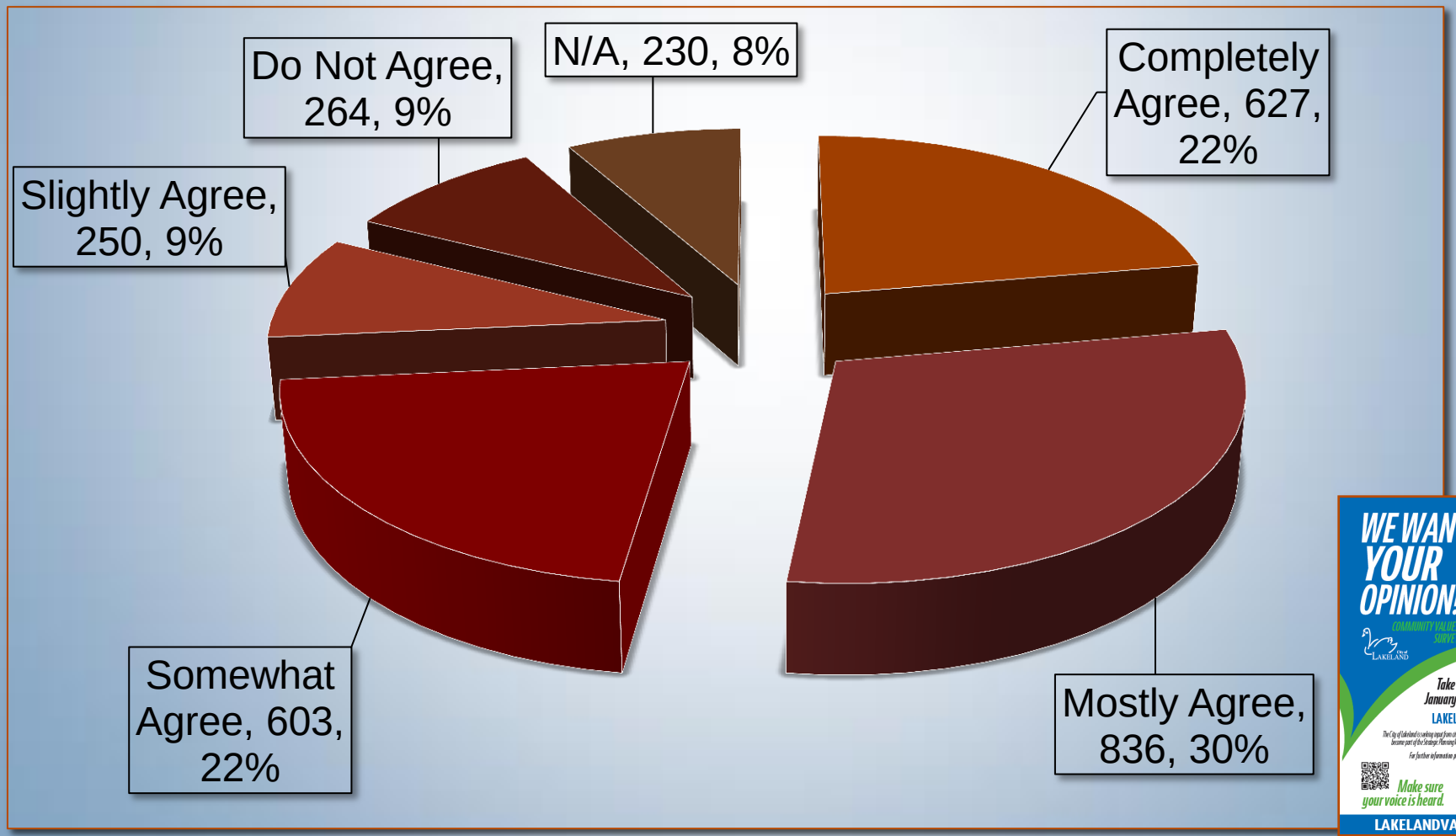
Assessment of Lakeland

% Mostly Agree or Completely Agree. Respondents rate it higher for Overall Safety of Residents (67.6%) than as a place to Operate a Business (44%). *Both of which are down 1.5 pts.*

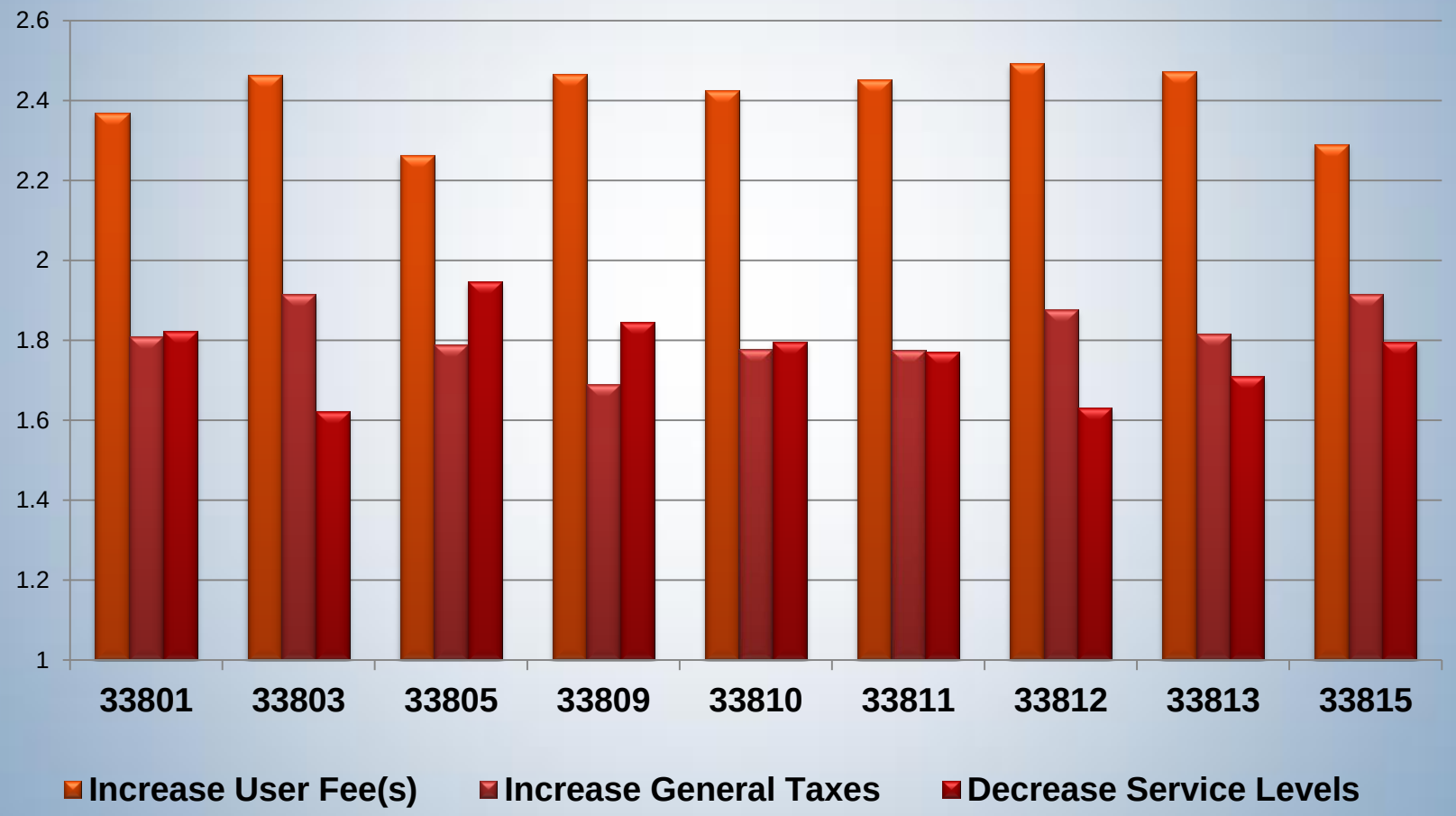


Good Value for the Taxes I Pay

52.1% Completely Agree and Mostly Agree that they receive “good value.” *Unchanged from prior year.*



Alternatives for Maintaining City Services by Zip Code



Business Planning Inputs/Outputs

Proposed Actionable Items

Goal	Actionable Item Title	Costs FY14 / Ongoing	Notes	Approved? Yes	No
Quality of Life	1. Jenkins Arena Renovation Plan	$25,000 / $25,000; $17M		7	
	2. Lakeland Fire Department Training Center	$50,000 / To Be Determined		7	
	3. Southwest Community Park & Library Complex	$1M / Debt Payment To Be Determined		6	1
Growth Management	4. Improve Coordination & Management of Special Events in the City	To Be Determined		7	
Economic Opportunity	5. Lakeland Linder Regional Airport - Growth and Support	$100,000		6	1
	6. Neighborhood Revitalization and Stabilization	$50,000 / $100,000; $100,000/year		7	
Fiscal Management	7. Cleveland Heights Subsidy*	$700,000-$1M / $700,000; $700,000+/year		7	
Communication	8. Citywide Branding	$40,000-$50-000 / $100,000 + Marketing	2014-ok with staffing; 2015 & Beyond will be outlined	7	
Governance	9. Restoration & Renovation of the Federal Building (HR Workplace Consolidation)	Alternative 1: $2.036m + furn, fiber, IT...		5	2
		Alternative 2: $800k-$850k		1	6
	10. Utility Committee Meeting Frequency and Composition	$0	Approved the concept to talk to the Utility Committee and	5	2
	11. Organizational Compensation Philosophy	$0		7	
	12. Succession Planning*	$50,000		7	

Development of Annual City Commission Actionable Items

Actionable Item Title	Budget Book Page	Lead Dept.	Support Depts.	Budget	Goal Area Affected
Training Center Master Plan	D-23	LFD	CD & PW	$0	Quality of Life
Jenkins Arena Renovation Plan	D-25	TLC	CMO, LFD & FACM	$25,000	Quality of Life
Additional 4 Police Officers & 2 Emergency Communication Specialists	D-26	LPD	Comm, P&R, PW & LE	$567,889	Quality of Life
LLRA Growth & Support	D-29	LLRA	CD & PW	$0	Economic Opp.
Communication of City-Wide Neighborhood Stabilization and Revitalization Strategies	D-30	CD	PW, P&R & LPD	$50,000 FY15 $100,000 FY16	Economic Opp.
Downtown Development/Redevelopment	D-31	LCRA & CD	PW, LE, W & LFD	$500,000	Economic Opp.
Determine Economic Priorities for COL to attract new opportunities	D-32	CD	LE, W & LLRA	$15,000	Economic Opp.
Broadband Initiative	D-33	CD	PW, P&R & LPD	$50,000	Economic Opp.
SW Community Park & Library Complex	D-38	P&R	CD & PW	$1.0 m in FY15	Growth
Improve Coordination and Management of Special Events	D-39	P&R	CD, LPD, CRA, LFD, LE & PW	$50,000/$133,400	Growth
Federal Building Restoration	D-41	PW/FACM	HR/CMO	$1,225,000	Governance

Strategic Goals

STRATEGIC GOVERNMENT RESOURCES

FY2009 Municipal Core Services Breakdown

❑ General Fund – Operational	210
❑ General Fund – Governance	115
❑ Internal Service Funds	56
❑ Misc. (CRA's, CDBG, etc.)	25
❑ Enterprise Funds	78
TOTAL	**484**

STRATEGIC GOVERNMENT RESOURCES

FY2016 Municipal Core Services Breakdown

❑ General Fund – Operational	92
❑ General Fund – Governance	37
❑ Internal Service Funds	15
❑ Misc. (CRA's, CDBG, etc.)	10
❑ Enterprise Funds	30
TOTAL	**184**

Key Objectives of Prioritization

- Comparatively evaluate municipal core services relative to their influence on achieving Goals & Outcomes in the Strategic Operating Plan
- Better understand our core services in the context of the cause-and-effect relationship they have on the Strategic Operating Plan
- Provide a higher degree of understanding among decision-makers regarding the scope, costs and impact of municipal core services
- Publicly articulate how we value our services, invest in our priorities and ultimately divest ourselves of lower priority services

STRATEGIC GOVERNMENT RESOURCES

GRC Review Process

- Assigned individual Committee Members to review specific Governance Outcomes and Operational Goals/Other Category Criteria
- Criteria Specialist (GRC Member) shared High through Low benchmark examples and explained rationale for grades assigned
- Criteria Specialist facilitated the review and discussion of Core Services
- Changes to Core Service Grading were discussed, with consensus reached before assigning final Grades
- GRC reconsideration of Grade assignments to be based on Departmental requests where total GRC Grade was reduced by 8 or more points from original Departmental Grades
- Mayor & City Commission subsequent review and input

SGR

FY2009 Core Services Evaluation Criteria

Step 4								
Evaluation Criteria								**City Commission**
Goals					***Other***			
Quality of Life	Growth Management	Fiscal Management	Economic Opportunity	Communication	Mandated to Provide Core Service	Core Service Sustained by Direct User Fee	Demand for Service	Constituent Expectations
<u>On a scale of 0 to 4 points</u>					0-10 Scale	0-10 Scale based on Percentage	-4 to 4 Scale	-5 to 5 Scale
0 = Core Service has no influence on achieving the Goal **1 = Core Service has some influence, though minimal** **2 = Core Service influences the Goal** **3 = Core Service has a strong influence on the Goal** **4 = Core Service is essential to achieving the Goal**					0=No Mandate 5=Local Mandate 10=State or Federal Mandate	0 = 0% 1 = 10% 5 = 50% 10 = 100%	-4 = Demand Significantly Decreasing 0 = No Change in Demand 4 = Demand Significantly Increasing	5 = Highly Valued 0 = Neutral Value -5 = Less Valued

Goal Evaluation

- Grading Benchmarks:
  - No Influence = 0 points
  - Some Influence = 1 points
  - Influence = 2 points
  - Strong Influence = 3 points
  - Essential = 4 points

Mandated to Provide Core Service

- Grading Benchmarks:
  - No Mandate = 0 points
  - COL Adm. Policy = 2 points
  - County/City Ordinance = 3 points
  - Local Initiative w/State Regulation = 4 points
  - State or Federal Mandate = 5 points

Core Service Sustained by Direct User Fee

- Grading Benchmarks:
  - 0% Funding = 0 points
  - Percentage Covered by a Direct User Fee:
    - 1% - 20% = 1 point
    - 21% - 40% = 2 points
    - 41% - 60% = 3 points
    - 61% - 80% = 4 points
    - 81% - 100% = 5 points

Demand for Service
(*Changes in Demand for Service*)

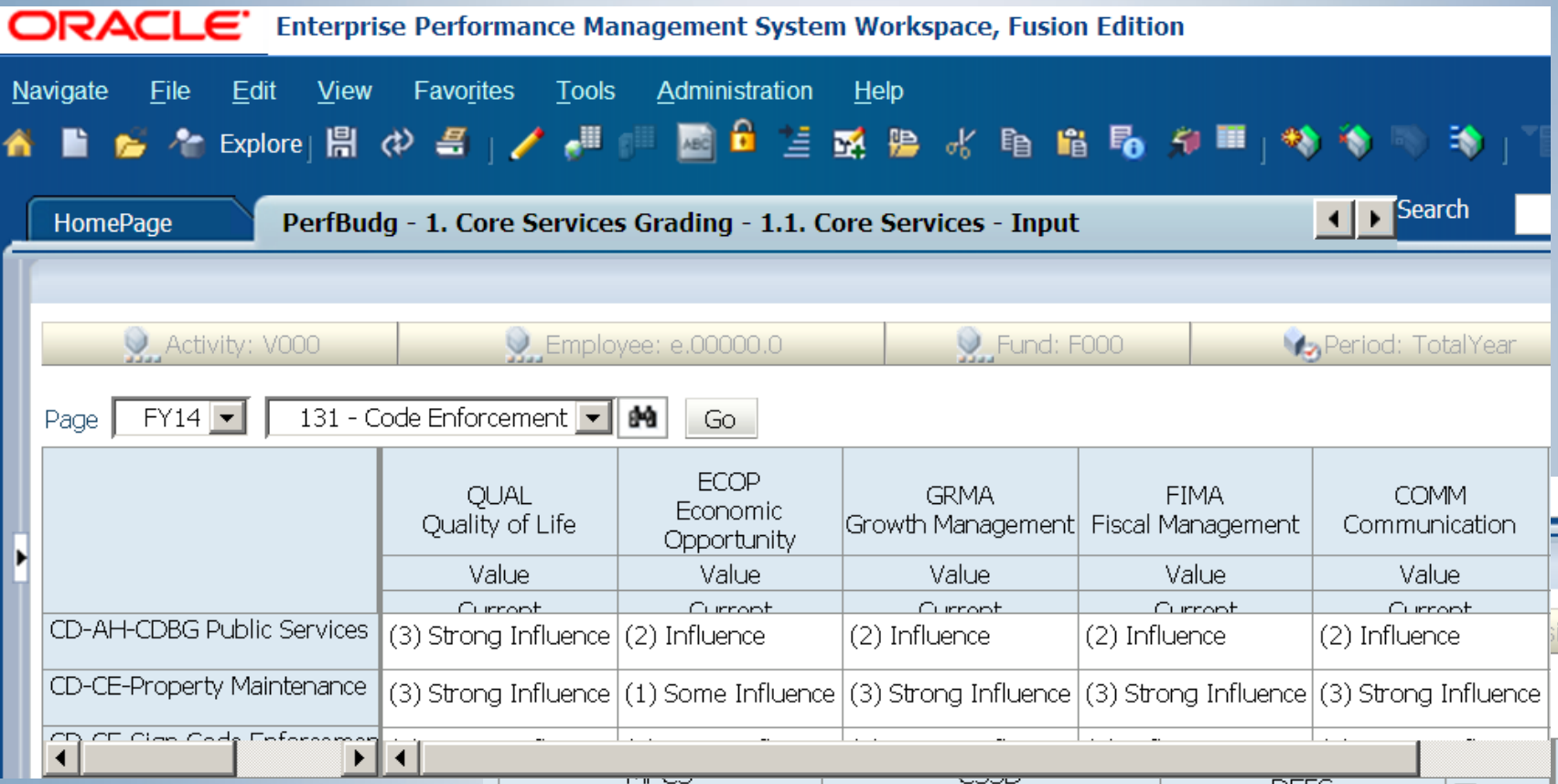
- Grading Benchmarks:
  - Significant Decrease = -2 points
  - Decreasing = -1 point
  - No Change = 0 points
  - Increasing = 1 point
  - Significant Increase = 2 points

Constituent Expectations Criteria

Step 4								
Evaluation Criteria								City Commission
Goals					*Other*			
Quality of Life	Grow th Management	Fiscal Management	Economic Opportunity	Communication	Mandated to Provide Core Service	Core Service Sustained by Direct User Fee	Demand for Service	Constituent Expectations
On a scale of 0 to 4 points					0-10 Scale	0-10 Scale based on Percentage	-4 to 4 Scale	-5 to 5 Scale
0 = Core Service has no influence on achieving the Goal **1 = Core Service has some influence, though minimal** **2 = Core Service influences the Goal** **3 = Core Service has a strong influence on the Goal** **4 = Core Service is essential to achieving the Goal**					0=No Mandate 5=Local Mandate 10=State or Federal Mandate	0 = 0% 1 = 10% 5 = 50% 10 = 100%	-4 = Demand Significantly Decreasing 0 = No Change in Demand 4 = Demand Significantly Increasing	5 = Highly Valued 0 = Neutral Value -5 = Less Valued

City Commission awarded an averaged adjustment value (-5 to +5) to a core service total grade based on Constituent Expectations

FY2016 Core Services Evaluation Criteria Forms



	QUAL Quality of Life	ECOP Economic Opportunity	GRMA Growth Management	FIMA Fiscal Management	COMM Communication
	Value	Value	Value	Value	Value
	Current	Current	Current	Current	Current
CD-AH-CDBG Public Services	(3) Strong Influence	(2) Influence	(2) Influence	(2) Influence	(2) Influence
CD-CE-Property Maintenance	(3) Strong Influence	(1) Some Influence	(3) Strong Influence	(3) Strong Influence	(3) Strong Influence

	Mandated to Provide Core Service	Core Service Sustained by Direct User Fee	DEFS Demand for Service	Other	GREX Grading Explanation
	Value	Value	Value	Value	Value
	Current	Current	Current	Current	Current
	(4) Local Init w/State Reg.	(5) 81%-100%	(1) Increasing	10	
	(3) County/City Ord.	(5) 81%-100%	(2) Significant Increase	10	

FY2016 Prioritization

Core Services			
Quadrant	Number		
	Services	Departments	Enterprise
1	27	7	4
2	31	8	8
3 & 4	68	8	12

Support Services		
Quadrant	Number	
	Services	Departments
1 & 2	34	10
3 & 4	27	7

STRATEGIC GOVERNMENT RESOURCES

FY2016 Prioritization Graph Operational - Quadrant 1

- 27 Core Services were included in Quadrant 1
- Of the 27 Core Services, 7 Departments were represented
- Of the 27 Core Services, 12 were related to Enterprise Funds

STRATEGIC GOVERNMENT RESOURCES

FY 2016 Prioritization Graph: Operational - Quadrant 2

- 31 Core Services were included in Quadrant 2
- Of the 31 Core Services, 8 Departments were represented
- Of the 31 Core Services, 8 were related to Enterprise Funds

STRATEGIC GOVERNMENT RESOURCES

FY2016 Prioritization Graph: Operational - Quadrants 3 & 4

- 68 Core Services were included in Quadrants 3 & 4
- Of the 68 Core Services, 8 Departments were represented
- Of the 68 Core Services, 12 were related to Enterprise Funds

STRATEGIC GOVERNMENT RESOURCES

FY16 Prioritization Graph: Governance - Quadrants 1 & 2

- 34 Support Services were included in Quadrants 1 & 2
- Of the 34 Support Services, 10 Departments were represented

STRATEGIC GOVERNMENT RESOURCES

FY 2016 Prioritization Graph: Governance - Quadrants 3 & 4

- 27 Support Services were included in Quadrants 3 & 4
- Of the 27 Support Services, 7 Departments were represented

Core Services Prioritization

Core Service Prioritization

Legend			
Black Text - General Fund Core Service		Blue Text - Enterprise Fund Core Service	
Quadrant 1	Quadrant 2	Quadrant 3	Quadrant 4

Core Service Title
CMO-CRA-Community Redevelopment Public Enhancements
CMO-CRA-Community Redevelopment Site Acquisition, Development and Disposition
PW-SW-Residential Collection
CMO-CRA-Community Redevelopment Area Plan Implementation
PW-SW-Commercial Collection
CMO-CRA-Community Redevelopment Property Owner Incentive Programs
CMO-CRA-Community Redevelopment-owned Property Management and Maintenance
PW-SW-Solid Waste Collection - Roll-Off Service
P&R-PAR-Active Parks
PW-ENG-Engineering Services
FIRE-OP-Fire Rescue Services
FIRE-OP-Fire Service Operations
LE-Electric Payment of Dividend
PW-SW-Residential/Commercial Recycling
LE-CS-Electric Field Services, Meter Reading, Billing and Revenue Collection
LE-FP-Elec Forecasting and Infrastructure Addition Recomm for Gen and Del
P&R-REC-Recreation Programs
LE-BO-Electric Rates and Pricing Analysis of Services
WU-WTR-Water Distribution
WU-WW-Wastewater Collection
LE-FP-Electric Alternative Energy Development and Implementation
P&R-CHGC-Golf Course Maintenance
LE-DE-Electric Transmission and Distribution - Design and Construct System
P&R-PAR-Passive Parks
CMO-CRA-Community Redevelopment Area Business Assistance
TLC-Marketing/Branding Strategies for The Lakeland Center and Events
P&R-PAR-Park and Recreation Facility Rentals
P&R-REC-Park and Recreation Facility Rentals
POL-PS-Police Patrol Services
LE-GEN-Electric Purchase, Delivery and Storage of Fuel for Units
PW-CM-Pavement Management Program
WU-WTR-Water System Capital Improvement
WU-WTR-Water System Renewal and Replacement
WU-WTR-Water Treatment
WU-WW-Wastewater System Capital Improvement
WU-WW-Wastewater System Renewal and Replacement
WU-WW-Wastewater Treatment

Core Service Prioritization

Legend			
Black Text - General Fund Core Service		Blue Text - Enterprise Fund Core Service	
Quadrant 1	Quadrant 2	Quadrant 3	Quadrant 4

Core Service Title
LE-DE-Electric Transmission and Distribution - Operate and Maintain System
POL-PS-Public Safety Dispatch Services
POL-PS-Traffic Enforcement and Education
P&R-PAR-Park and Recreation Special Events
P&R-PAR-Professional Baseball
P&R-REC-Aquatics
COM-Government Network Programming and Broadcasting
FIRE-OP-Aircraft Rescue Service Operations
LE-CS-Electric Customer Contact Services
P&R-CHGC-Golf Operations
FIRE-SA-Fire Investigation & Prevention
TLC-Events and Activities
PW-LS-Water Quality Monitoring & Watershed Assessment
CD-PLN-Economic Development Coordination
LLRA-Airport Operations
LE-GEN-Electric Operations and Maintenance of Generating Units
PW-CM-Right of Way Management Program
FIRE-SA-Public Fire Safety Education
P&R-REC-Sports Activities
CD-PLN-Transportation Planning
PW-CM-Sidewalk Repairs
LE-FP-Electric Coordination of Florida Municipal Power Pool Operations
LE-GEN-Electric Engineering and Project Services for Generating Units
CD-PLN-Land Use Planning
PW-CM-Sidewalk Construction
POL-IS-Crimes Against Children Investigations
POL-IS-General Crimes Investigations
POL-IS-Narcotics and Vice Crimes Investigations
POL-IS-Property Crimes Investigations
POL-IS-School Resource Officer Program
POL-IS-Truancy Intervention Program (TIP)
POL-IS-Violent Crimes Investigations
POL-PS-Community Education Programs
POL-PS-Crime Prevention Programs
POL-PS-Domestic Abuse Response Team (DART)
POL-PS-Neighborhood and Business Watch Programs
POL-PS-Residential and Commercial Security Surveys

Core Services Prioritization

Core Service Prioritization

Legend			
Black Text - General Fund Core Service		Blue Text - Enterprise Fund Core Service	
Quadrant 1	Quadrant 2	Quadrant 3	Quadrant 4

Core Service Title
P&R-REC-Camps
COM-Marketing/Advertising/Education Campaigns
CD-PLN-Property Information/Addressing/911
CD-PLN-Zoning
PW-ADM-Transportation Project Management
POL-PS-Special Events Management
P&R-LIB-Public Access to Internet Resources
COM-Communications Creation and Distribution
PW-CM-Street Sweeping Operations
P&R-PAR-Right of Way Maintenance
CD-AH-Zoning Code Enforcement and Compliance
POL-IS-Crime Scene and Laboratory Services
CD-BI-Building Code/Permitting Enforcement
PW-ADM-Property Acquisition Services
PW-ENG-ROW Use/Driveway Permitting Services
PW-CM-Drainage System Management and Repairs
POL-IS-Victims Assistance Program
P&R-LIB-Community Use of Library Materials
PW-LS-Drainage System Management and Repairs
CD-AH-Sign Code Enforcement and Compliance
CD-CE-Zoning Code Enforcement and Compliance
CD-PLN-Land Development Regulations
PW-ENG-Site Inspections
PW-ENG & CD-BI Plan Reviews
LE-FP-Electric Permits and Reporting for Environmental Regulations
LLRA-Airport Properties Leasing
PW-LS-Street Sweeping Operations

Core Service Prioritization

Legend			
Black Text - General Fund Core Service		Blue Text - Enterprise Fund Core Service	
Quadrant 1	Quadrant 2	Quadrant 3	Quadrant 4

Core Service Title
CD-CE-Property Maintenance
CD-PLN-Development Review
P&R-LIB-Cultural/Educational Programs
POL-IS-Police Athletic / Activities League Program
P&R-CEM-Oak Hill Operations
PW-TRA-Traffic Signal Management System Operations
PW-TRA-Traffic Studies
CD-CE-Sign Code Enforcement and Compliance
CD-BI-Onsite Inspections
CD-BI-Permit Application Review
CD-PLN-Neighborhood Outreach
COM-City Hall Reception/Switchboard Operations
TLC-Food and Beverage Services
PW-ENG-Surveying Services
CD-AH-Foreclosure Acquisition, Rehab, & Disposition
CD-AH-Home Purchase Assistance
CD-AH-Owner Occupied Rehabilitation
CD-PLN-Historic Preservation Administration
P&R-PAR-Urban Forestry
P&R-CHGC-Food Service
P&R-CHGC-Lounge Operations
PW-LS-Education/Outreach/Inreach
P&R-PAR-Parks Maintenance for City Buildings
PW-TR-Right of Way Management Program
CD-AH-CDBG Public Services
CD-BI-Issuance of Business Tax Receipts
P&R-CEM-Roselawn Operations
CD-AH-Property Maintenance
CD-BI-Business Tax Receipts Compliance and Enforcement
COM-Public Records Management
PW-LS-Aquatic Plant Management
TLC-Parking Operations
PW-PKNG-Parking Garage Operation Services
PW-PKNG-Parking Enforcement

Support Services Prioritization

Support Service Prioritization

Legend			
Black Text - General Fund Core Service		Blue Text - Enterprise Fund Core Service	
Quadrant 1	Quadrant 2	Quadrant 3	Quadrant 4

Support Service Title
CCOM-Legislative Review and Enactment
CMO-General Administration
RM-PUR-Purchasing Management/Process
CMO & CCOM-Community Relations
IT-Application Development, Support, Maintenance and Administration
IT-IT Planning
RM-PUR-Procurement Development
RM-PUR-Inventory Services
CMO-Strategic Planning
IA-Operational Audits
IT-GIS Support, Maintenance and Administration
PW-FACM-Facility Support Services
FIN & LE-Grants and Contracts Regulation/Monitoring
CMO & HR-Performance Management
FIN, LE & RS-Financial Analyses and Reporting
PW-FACM-Fire Suppression Support

Support Service Title
CATT-Legal Counsel to City Commission
FIN, LE & IA-Audited Financials
IT-IT Support, Maintenance and Administration
RS-Pension Boards and Policy Administration
CMO-Development/Redevelopment Administration
FIN-CA-Pension Fund Support
RM-R-Liability Mitigation
CATT-Legal Services to City Departments
IA-Investigative Audits
RM-R-Emergency and Disaster Recovery and Prepared
CATT-Legal Counsel to Boards, Committees and Authorities
CMO, FIN, LE & IT-Budget Development and Financial Monitoring
IA-Compliance Audits
RM-R-Health Insurance/Other Benefits Management

Support Service Prioritization

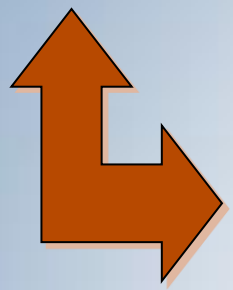
Legend			
Black Text - General Fund Core Service		Blue Text - Enterprise Fund Core Service	
Quadrant 1	Quadrant 2	Quadrant 3	Quadrant 4

Support Service Title
HR-ER-Classification and Compensation
PW-FACM-Janitorial Support Services
RM-R-Employee Wellness Program
FIN-CC-Board Minutes and Legislative History Maintenance
PW-F-Fleet Repair and Services
FIN-CA-Payroll Processing
FIN-CB-Code Enforcement Collections
PW-F-Equipment Acquisition and Disposition
PW-F-Fueling Services
FIN-Investments and Cash Management
HR-CS-Employee Records Administration
CMO, FIN, LE & HR-Labor Relations
FIN-CA-Debt Management
HR-ER-Personnel Rules and Compliance
IT-Network Support, Maintenance and Administration

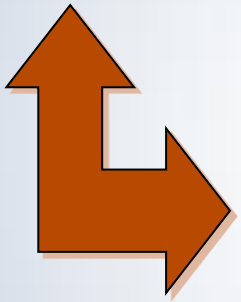
Support Service Title
FIN-TER-Utility Bill Payment Processing
RM-R-Occupational Safety Education, Training and Compliance
FIN-CB-Billing - Water/Wastewater
FIN-CB-Billing Operations - Solid Waste
FIN-CB-Billing Operations - Stormwater
FIN-CC-Elections Administration
HR-CS-Employment Recruitment and Selection
FIN & LE-Accounts Payable Invoice Processing
HR-CS-Employee Consulting
HR-CS-Human Resource Information System Support
RS-Retirement Enrollment and Benefit Services
FIN-CC-Records Administration
IT-Telecom Support, Maintenance and Administration
HR-ER-Workforce Development and Training
HR-CS-Civil Service Rules and Compliance
HR-ER-Employee Engagement Activities

STRATEGIC GOVERNMENT RESOURCES

Strategic Goals



Outcomes



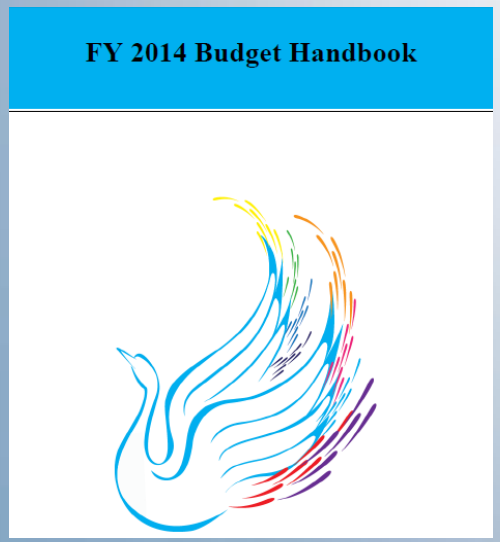
Prioritized Services

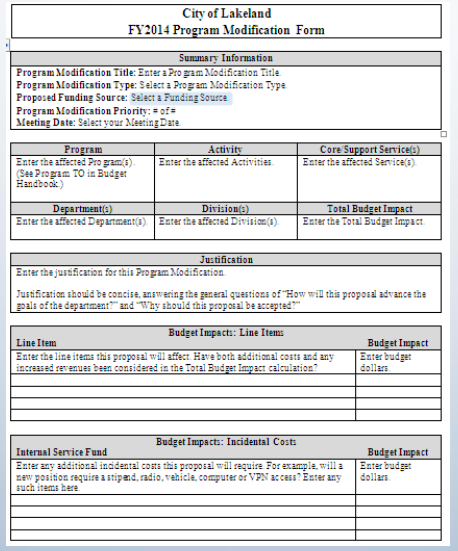
Resource Allocation

SGR

Budget Process Inputs/Outputs

City Commission Strategic Vision Program-based Actionable Items Fiscal & Budget Environment Budget Handbook	→ 5.) Budget Kickoff →	Departments Prepared for Budget Development
Departmental Proposed: • Capital Improvement Plan • Table of Organization • Line Item Budget	→ 6.) CM Department Meeting →	Capital Improvement Plan Table of Organization Proposed Budget
Program Information	→ 7.) CM Program Meeting →	Program Feedback on Department Issues: • Actionable Items • Capital Improvement Plan • Tables of Organization
City Manager's Proposed Budget	→ 8.) CC Budget Workshops →	Clarity on Proposed Budget and Issues
City Manager's Proposed Budget	→ Sept 3rd & 16th: 9.) Public Hearings →	Final Budget Adoption





City of Lakeland
FY2014 Program Modification Form

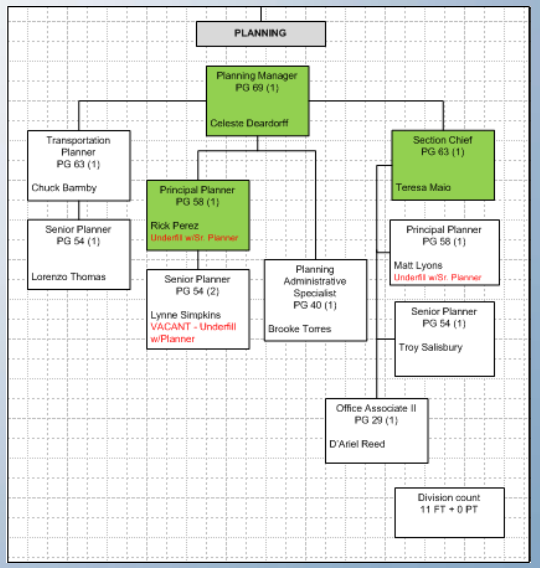
Summary Information
Program Modification Title: Enter a Program Modification Title **Program Modification Type:** Select a Program Modification Type **Proposed Funding Source:** Select a Funding Source **Program Modification Priority:** # of # **Meeting Date:** Select your Meeting Date

Program	Activity	Core/Support Service(s)
Enter the affected Program(s). (See Program TO in Budget Handbook.)	Enter the affected Activities.	Enter the affected Service(s).
Department(s)	**Division(s)**	**Total Budget Impact**
Enter the affected Department(s).	Enter the affected Division(s).	Enter the Total Budget Impact.

Justification
Enter the justification for this Program Modification. Justification should be concise, answering the general questions of "How will this proposal advance the goals of the department?" and "Why should this proposal be accepted?"

Budget Impacts: Line Items	
Line Item	**Budget Impact**
Enter the line items this proposal will affect. Have both additional costs and any increased revenues been considered in the Total Budget Impact calculation?	Enter budget dollars

Budget Impacts: Incidental Costs	
Internal Service Fund	**Budget Impact**
Enter any additional incidental costs this proposal will require. For example, will a new position require a stipend, radio, vehicle, computer or VPN access? Enter any such items here.	Enter budget dollars



Budget Theme

No you can't always get what you want,
You can't always get what you want,
You can't always get what you want…
But if you try sometimes, you might find,
You get what you need…..

"You Can't Always Get What You Want"
Mick Jagger & Keith Richards
The Rolling Stones

FY2009 Budget Policies

- Inaugural Departmental budget targets with Priority-Based Budgeting averaged 2% from previous Fiscal Year, less compensation built-ins, one-time projects and carryovers
- Prioritization Quadrant budget targets were based upon following cuts:
  - 1.75% - Quadrant 1 Services
  - 2.00% - Quadrant 2 Services
  - 2.25% - Quadrant 3 Services
  - 2.50% - Quadrant 4 Services
- Subsequent budget targets have changed from Fiscal Year to Fiscal Year based upon economic conditions

Annual Budget
Fiscal Year 2016

City of Lakeland, Florida

Performance Budget Format

Performance Budget Overview

Understanding Performance Budgets

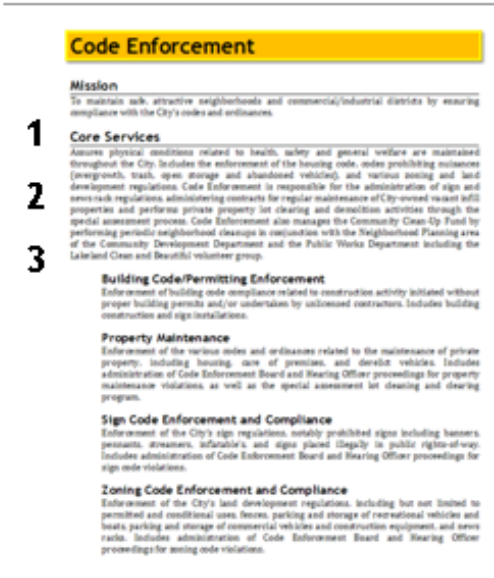
This section provides supplementary information for each of the eight Programs operated by the City. Each program is made up of Activities that carry out the operations of the City.

The performance budget for each Activity is separated into the following major components:

1. **Mission**
   A statement identifying the particular purpose of the activity, and its relationship to the overall mission of the City.

2. **Core/Support Services**
   Listing and descriptions of the fundamental services that the Activity provides to its customers. Core Services are those with deliverables to external customers—the residents and customers of the City. Support Services are internal in nature, assisting other departments in the City in fulfilling their missions and activities.

3. **Performance Measurements**
   The Operational, Florida Benchmark Consortium (FBC) and Key Success Indicator (KSI) measurements for each Activity. These measurements are focused on accomplishments that will be attained within the current fiscal year. All objectives are measured by the performance indicators supplied.



Code Enforcement

Mission

To maintain safe, attractive neighborhoods and commercial/industrial districts by ensuring compliance with the City's codes and ordinances.

1 Core Services

Assures physical conditions related to health, safety and general welfare are maintained throughout the City. Includes the enforcement of the housing code, codes prohibiting nuisances (overgrowth, trash, open storage and abandoned vehicles), and various zoning and land development regulations. Code Enforcement is responsible for the administration of sign and news-rack regulations, administering contracts for regular maintenance of City-owned vacant infill properties and performs private property lot clearing and demolition activities through the special assessment process. Code Enforcement also manages the Community Clean-Up Fund by performing periodic neighborhood cleanups in conjunction with the Neighborhood Planning area of the Community Development Department and the Public Works Department including the Lakeland Clean and Beautiful volunteer group.

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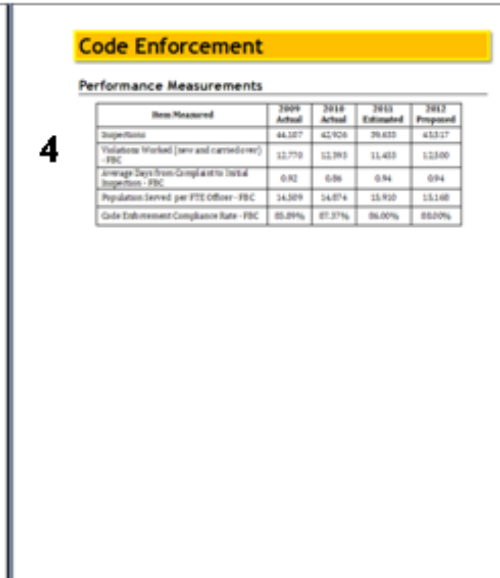
Building Code/Permitting Enforcement
Enforcement of building code compliance related to construction activity initiated without proper building permits and/or undertaken by unlicensed contractors. Includes building construction and sign installations.

Property Maintenance
Enforcement of the various codes and ordinances related to the maintenance of private property, including housing, care of premises, and derelict vehicles. Includes administration of Code Enforcement Board and Hearing Officer proceedings for property maintenance violations, as well as the special assessment lot clearing and clearing program.

Sign Code Enforcement and Compliance
Enforcement of the City's sign regulations, notably prohibited signs including banners, pennants, streamers, inflatable's, and signs placed illegally in public rights-of-way. Includes administration of Code Enforcement Board and Hearing Officer proceedings for sign code violations.

Zoning Code Enforcement and Compliance
Enforcement of the City's land development regulations, including but not limited to permitted and conditional uses, fences, parking and storage of recreational vehicles and boats, parking and storage of commercial vehicles and construction equipment, and news racks. Includes administration of Code Enforcement Board and Hearing Officer proceedings for zoning code violations.



Code Enforcement

Performance Measurements

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Item Measured	2009 Actual	2010 Actual	2011 Estimated	2012 Proposed
Inspections	44,107	42,926	39,633	43,517
Violations Worked (new and carried over) - FBC	12,770	12,393	11,433	12,500
Average Days from Complaint to Initial Inspection - FBC	0.92	0.86	0.94	0.94
Population Served per FTE Officer - FBC	14,309	14,874	15,910	15,168
Code Enforcement Compliance Rate - FBC	85.89%	87.37%	86.00%	86.00%

Performance Budget Format

Code Enforcement

Core Service	FTEs	Personnel Cost	Operational Cost	Internal Charges	Total Expenditures	Total Revenues	Net Cost
Building Code/Permitting Enforcement	3.25	253,070	53,056		306,126	5,025	301,101
Property Maintenance	8.35	479,715	326,533	-	806,248	811,768	(5,520)
Sign Code Enforcement and Compliance	1.52	94,347	32,769		127,116	9,010	118,106
Zoning Code Enforcement and Compliance	1.80	110,015	38,594	-	148,609	94,130	54,478
Total:	**14.91**	**$ 937,147**	**$ 450,952**	**$ -**	**$ 1,388,098**	**$ 919,933**	**$ 468,166**

Lessons Learned

- **This is hard stuff!**
- Connect with the *Center for Priority Based Budgeting*
  - www.pbbcenter.org
- Senior Leadership and Governing Body buy-in is essential
- Be prepared for internal Departmental concerns with prioritization of their services
- Don’t get carried away with too much detail at the start
- Don’t worry if the process is not perfect to start with - it will evolve over time
- Collaborate with other local governments that have adopted PBB for new ideas
- Remember that PBB is recognized as a leading practice and help spread the word!

STRATEGIC GOVERNMENT RESOURCES

For more information contact Doug Thomas at:

DouglasThomas@GovernmentResource.com

(863) 860-9314

www.GovernmentResource.com

"Lakeland – A Vibrant, Culturally Inclusive World-Class Community"

Questions?

SGR

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