

**THE EDWARD J. COLLINS, JR.
CENTER FOR PUBLIC MANAGEMENT**

**MCCORMACK GRADUATE SCHOOL
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Massachusetts Municipal Performance Management Program (MPMP)

FY15 Program Overview

February 3, 2014

A Word about the FY15 Program Overview of the MPMP

February 3, 2014

Initially intended as a six-month experiment, the Municipal Performance Management Program (MPMP) is now 18 months old and currently serving about 35 cities and towns (10% of all the municipalities in Massachusetts and including 22% of the population). Its incredible expansion has surpassed anyone's expectations. Of course, the rapid expansion and the complex nature of the partnerships have certainly provided some challenges in the MPMP's short existence. The simple fact that the work has until now crossed fiscal years has by itself made planning difficult.

The FY15 Program that we have developed is the first time we have been able to put together a full-year plan well in advance. While there is of course some risk that this first full-year attempt somehow misses the mark, we know it will make the planning and logistics for the work much easier for both the municipalities and for us.

Another important aspect of the FY15 Program is that it is our first major step toward self-sustainability. For the first six-month pilot of the MPMP, 100% of the funding came through a Community Innovation Challenge (CIC) Grant from the Executive Office for Administration and Finance (A&F) awarded to the cities of Lowell (lead), Amesbury, Somerville, Woburn, and Worcester (who collectively retained the Collins Center for the work). For the next 12 months, the MPMP has been funded by a blend of continued funding from A&F and from fees from the municipalities. Approximately 60% of the funding is from A&F and 40% from the municipalities.

The FY15 Program is based on a goal of having the MPMP funded 67% by municipal fees and 33% by A&F support, while also expanding the number of municipalities, increasing the quality of services, and continuing to fulfill the additional responsibilities included in the A&F funding (e.g., supporting StatNet, building the toolkit, etc.). We think this a challenging but doable goal.

While there are many who have contributed to the success of the MPMP, we need first and foremost to thank the Patrick Administration and in particular the Executive Office for Administration and Finance for the resources and farsightedness to launch this effort and for their continuing financial support and guidance. We also need to thank our municipal partners. Without their passion for this work, there would be little that the MPMP could do. Finally, I want to thank the MPMP team for their hard work and dedication. To put it quite simply, their extraordinary work makes it all possible.



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Vision, Mission, and Summary of Strategy

Vision

The vision of the Municipal Performance Management Program (MPMP) is a Commonwealth where local governments provide the highest quality and most efficient municipal services in the nation.

Mission

The mission of the MPMP is to make the ongoing, systematic use of data, measures, and goals a permanent feature of Massachusetts municipal government, and to accelerate the sharing of ideas among Massachusetts municipalities.

Summary of Strategy

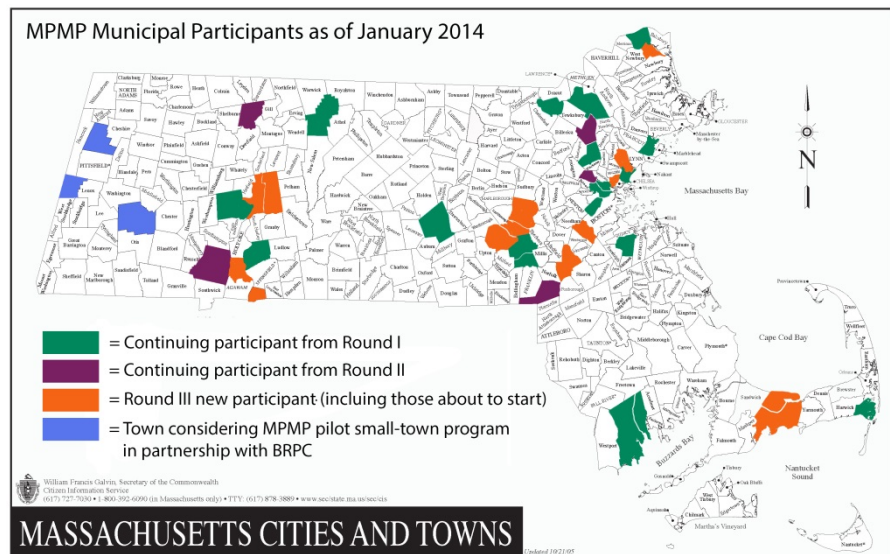
Through a team of highly-skilled Performance Management Analysts, each working directly with a portfolio of cities and towns, the MPMP provides on-the-ground support to Massachusetts municipalities on all aspects of data and analysis. Focusing on the issues most important to each municipality, the MPMP encourages an internal, collaborative approach to the work, starts with existing data, and employs a modified CitiStat methodology.

1. Background

History

Launched in August 2012 with funding from the Executive Office for Administration and Finance's (A&F) Community Innovation Challenge (CIC) Grant Program, the Massachusetts Municipal Performance Management Program (MPMP) was initially as a six-month experiment led by the City of Lowell and including the Cities of Amesbury, Somerville, Woburn, and Worcester. This initial effort also included 15 additional municipalities seeking to establish performance management programs selected from a pool of applicant cities and towns. To staff the work, the group retained the Collins Center; the Center then hired and trained five analysts, each of whom supported four municipalities. (For more about the first round of the MPMP, the final report is available on the CIC page of A&F's website.)

At the end of the trial period in February 2013, 19 of 20 municipalities opted to pay to continue at one of three levels of support. Over the course of the next 12 months, two new rounds of municipalities have been launched into the MPMP, bringing the grand total of municipalities in January (including the last few that will be starting their trial period shortly) to



over 33, not including the three Berkshire County towns that will be participating in the program through a trial partnership with the Berkshire Regional Planning Commission aimed at towns with populations under 3,000. See map for participating municipalities. (For more detail about the history of the MPMP, please see Appendix.)

The MPMP Approach

The MPMP methodology is different from the typical approach to performance management assistance offered by other public entities and private firms. Through a team of highly-skilled Performance Management Analysts, each working directly with a portfolio of cities and towns, the MPMP provides on-the-ground support to Massachusetts municipalities on all aspects of data and analysis. Focusing on the issues most important to each municipality, the MPMP encourages an internal, collaborative approach to the work, starts with existing data, and employs a modified CitiStat methodology. This is distinct from methods that operate by collecting high-level data sets from afar and submitting lengthy reports back much later. It is also different from those that focus on trying to build “dashboards” with municipal data sets.

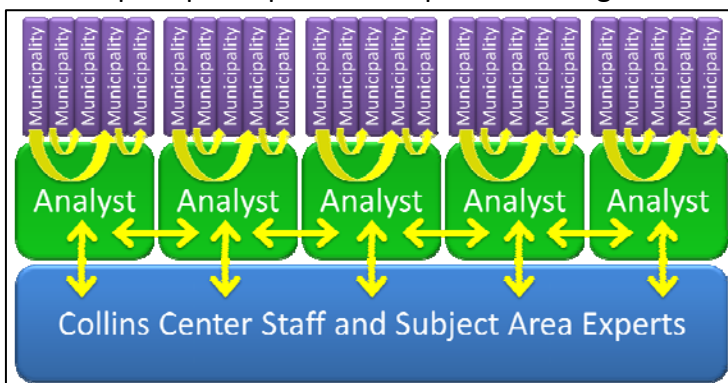
Instead, the MPMP is built around continuing, hands-on assistance customized to the priorities, needs, and situation of each individual municipality.

The methodology is also one that starts with data. Although the ultimate goal of performance management efforts is the ongoing, systematic use of data, measures, and goals in management and policymaking, the MPMP does not start with measures or goals. There are many reasons for this, but two are most important. First, the MPMP recognizes that most municipalities do not have enough data sets of sufficient quality to support valid and useful measures and goals. Second, experience has confirmed that the data sets municipalities do have are frequently not being used for management and policymaking. The highest-value impact is to fill that gap right away.

That search for “quick wins” is another hallmark of the approach. The MPMP team knows that demonstrating value of the work fast is essential to building and keeping momentum for using data. For that reason, initial efforts do not always focus on what may be considered traditional performance measurement work. Instead, the MPMP looks for ways that data can be used to improve management and policymaking immediately.

Equally essential to the approach is that it is a collaborative one. It is not a “gotcha” effort. Although the ultimate goal is for all municipalities to be making their data, measures, and goals public, the MPMP methodology focuses first on the internal use of data and actually discourages the publishing of data at the start. If department heads and others are going to be part of the effort to use data in management (as they must be), they need to see that it is not unfairly punitive. For that reason, MPMP starts as an internally-focused effort.

Also central to the MPMP methodology is to require participant municipalities to begin with a modified CitiStat model. (The MPMP defines CitiStat as “a performance management approach where municipal managers use frequent, regularly-scheduled, data-driven meetings and sustained follow-up to focus on tackling issues and improving performance.”) Municipalities are encouraged to tailor CitiStat to fit their own culture and needs, provided the chief executive commits to being an active participant. After trying out this modified CitiStat approach, municipalities that do not find it meets their needs are allowed to try other methods.



Beyond the data work itself, one of the other major benefits of the MPMP methodology is the ability of the Analysts to act as catalysts for sharing ideas and best practices. Because each Analyst works with a portfolio of cities and towns, and because there are six Analysts (and expanding), the MPMP provides a powerful engine for sharing ideas, innovations, and best practices. (See diagram, page 4, for visual representation of this.)

Finally, the MPMP methodology is at heart about experimentation. For that reason, participating municipalities are encouraged to critique and suggest improvements or experiments.

2. Overview of FY15 Services and Fees

The following is an overview of services and fees for Massachusetts municipalities. For more detailed information, please see the Appendix.

Service/Item	Price	Notes
Website - General Access	Free*	* The website launched in the second half of FY14 will be almost entirely free. There may be a small number of features available only to participants.
New England StatNet Participation	Free*	* StatNet will be free for Massachusetts cities and towns though the first half of FY15. Depending on the continuation of funds from the state, it may have a fee in the second half. Non-Massachusetts municipal officials and non-municipal officials can attend a meeting for \$50.
Five Month Trial Period for New Municipalities	\$1,000	The number of openings available will depend on the number of continuing municipalities.
Customized Data and Analysis Projects, and Performance Management Consultation	\$2,000 and up	For a list of example projects, please see Appendix.
Analytical Support for One Department and/or One Monthly CitiStat Meeting	\$15,000	The municipality may shift between departments during the course of the year, as long as advance notice is provided. This is the approximate equivalent of the FY14 Full Program Support Level.
Analytical Support for Two Departments and/or Two Monthly CitiStat Meetings	\$25,000	The municipality may shift between departments during the course of the year, as long as advance notice is provided. This is the approximate equivalent of the FY14 Intensive Program Support Level.
Analytical Support for Three Departments and/or Three Monthly CitiStat Meetings	\$35,000	The municipality may shift between departments during the course of the year, as long as advance notice is provided.
Analytical Support for Five Departments and/or Five Monthly CitiStat Meetings	\$50,000	The municipality may shift between departments during the course of the year, as long as advance notice is provided.
Diagnostic Evaluation of Data Usage and Designation of Status Level	\$2,000	Working with academic partners, the Center is developing a diagnostic evaluation on data usage and a tiered set of designations that municipalities can earn based on their sophistication in using data.

Although non-Massachusetts municipalities are unable to participate in the MPMP at this time, they are always welcome to attend StatNet (as noted above). The Center is working on ways to make the MPMP available to cities and towns outside the Commonwealth. Interested officials from non-Massachusetts municipalities should contact the Center to discuss steps that would be needed to begin an MPMP in other states.

3. How to Participate

Below are the different ways municipalities are able to participate in the MPMP. Note that all municipalities are able to participate in New England Municipal StatNet by RSVPing for a particular meeting.

Continuing Municipalities

Municipalities currently in the MPMP that are interested in continuing their participation for FY15 should plan to provide the Center with tentative plans for FY15 by **March 31st**. These plans only need to indicate which options the executive of the municipality is considering for FY15. No firm commitments are required until **May 30th**, at which time the executive of the municipality must send a letter committing to a particular level of service. This can include the caveat that the commitment is pending legislative approval if the legislative branch has not yet voted on the municipality's FY15 budget. (An executive commitment is required at this time in order to allow the Center time to plan its staffing for the coming fiscal year.) All current participant municipalities will be offered the opportunity to meet with the MPMP team to discuss plans and options between January and May. By **June 30th**, all continuing municipalities must have signed Agreements for their FY15 commitment. The FY15 Program begins on **July 1st**.

New Massachusetts Municipalities

Massachusetts municipalities not currently in the MPMP that are interested in joining in FY15 must submit applications by **April 30th**. (A sample copy of the application is included in the Appendix, but please check the Collins Center website or email Michael Ward (michael.ward@umb.edu) directly to request a copy of the final application.)

New municipalities accepted into the MPMP will be provided with the services of an Analyst one day a week for five months. Municipalities must make certain commitments about the support they will provide for the work and are allowed to select two of the following three departments to work on during their trial period in the Program: police, fire, and public works.

The number of spaces available will depend on the number of municipalities choosing to continue and at what service levels. New municipalities are accepted to fill out spaces in the portfolios of the Analysts.

New Municipalities Outside of Massachusetts

As noted, although non-Massachusetts municipalities are unable to participate in the MPMP at this time, they are always welcome to attend StatNet. The Center is working on ways to make the MPMP available to local governments outside the Commonwealth. Interested officials from non-Massachusetts municipalities should contact the Center to discuss steps that would be needed to begin an MPMP in other states.

4. Summary of Key Upcoming Dates

MPMP:

- **February 2014:** Final FY15 Program released.
- **February – May 2014:** Meetings with current municipalities to discuss plans and options for FY15.
- **March 31, 2014:** Tentative FY15 municipal plans due from continuing municipalities. *(Plans must be from the executive and must indicate options under consideration.)*
- **April 30, 2014:** Applications due from all new Massachusetts municipalities interested in participating in FY15.
- **May 30, 2014:** Final FY15 municipal commitments due from continuing municipalities. *(Commitments must be signed by the executive, pending legislative approval.)*
- **June 30, 2014:** Signed FY15 Agreements due from all continuing municipalities planning to participate in Program.
- **July 1, 2014:** FY15 Program begins for continuing municipalities.
- **July – September 2014:** The first wave of trial periods begins for new municipalities accepted into the Program.
- **December 2014:** Mid-year Program evaluation by participating municipalities.
- **January 2015:** FY16 Program released.

Municipal StatNet:

- **March 19, 2014:** Regular meeting on inspectional services.
- **May 6, 2014:** Regular meeting on public works.
- **July 2014:** Annual StatNet conference. *(Attendance required for all FY15 participant municipalities.)*
- **October 2014:** Regular meeting on topic to be determined.

Appendix

- I. Detailed Schedule of FY15 Services and Fees**
- II. Sample FY15 New Municipality Application**
- III. Key Dates in the History of the MPMP**

I. Detailed Schedule of FY15 Services and Fees

Service/Item	Price
Five Month Trial Period for New Municipalities	\$1,000
Customized Data and Analysis Projects, and Performance Management Consultation	\$2,000 and up
Analytical Support for One Department and/or One Monthly CitiStat Meeting	\$15,000
Analytical Support for Two Departments and/or Two Monthly CitiStat Meetings	\$25,000
Analytical Support for Three Departments and/or Three Monthly CitiStat Meetings	\$35,000
Analytical Support for Five Departments and/or Five Monthly CitiStat Meetings	\$50,000
Diagnostic Evaluation of Data Usage and Designation of Status Level	\$2,000

Detailed Descriptions

Five Month Trial Period for New Municipalities	\$1,000
<ul style="list-style-type: none"> • Diagnostic evaluation of state of municipal systems and data availability and use • Training and orientation for municipal executives • Assistance developing a strategic plan for implementing performance management efforts • Analyst assigned to the municipality to collect and analyze data, facilitate CitiStat meetings, and advise on performance management • Initial work in two departments (may choose any two of the following three departments: Police, Fire, and Public Works) • Analyst access to Collins Center experts for in-depth questions and to fellow analysts for data, ideas, and best practices from other municipalities • Participation in Municipal StatNet meetings, trainings, and information-sharing • Access to templates and tools • Periodic opportunities to participate in data and performance management-related projects 	
Customized Data and Analysis Projects, and Performance Management Consultation	\$2,000 and up
<p>Customized data and analysis projects will be negotiated on a case-by-case basis with interested municipalities, using standardized rates. Preference will be given to municipalities that have participated in the Municipal Performance Management Program, and requests for this work will be considered as capacity allows.</p>	

Projects might include the following, but could also include other work not listed here:

- Assistance developing and implementing tools to analyze overtime/benefit day usage;
- Provision and implementation of basic fleet database, with training on how to use it;
- Analysis of fleet, including visualization of existing fleet inventory, age, repair costs (where available), etc. to lend guidance to fleet maintenance and replacement schedules;
- Formulation of performance goals for budgeting (per department);
- Formulation of performance measures to be tracked (per department);
- Department level strategic planning (per department);
- Training of administrative staff on using spreadsheets and analyzing data;
- Creation of public-facing documents (per department);
- Assistance preparing annual budget documents; and
- Assessment of department performance management readiness.

Analytical Support for One Department and/or One Monthly CitiStat Meeting

\$15,000

- Diagnostic evaluation of state of municipal systems and data availability and use
- Analyst assigned to the municipality to collect and analyze data, facilitate CitiStat meetings, and advise on performance management, data, and analysis at a level that supports one meeting a month (the municipality may decide whether that involves multiple departments or one department repeated monthly)
- Training session for municipal staff on use of templates, software tips, and other key performance management techniques
- Continued participation in Municipal StatNet meetings, trainings, and information-sharing
- Continued access to templates and tools
- Periodic opportunities to participate in data and performance management-related projects
- Option to move to other levels of participation (depending on analyst availability and payment of pro-rated amount of appropriate fees)

Analytical Support for Two Departments and/or Two Monthly CitiStat Meetings

\$25,000

- Diagnostic evaluation of state of municipal systems and data availability and use
- Analyst assigned to the municipality to collect and analyze data, facilitate CitiStat meetings, and advise on performance management, data, and analysis at a level that supports two meetings a month
- Training session for municipal staff on use of templates, software tips, and other key performance management techniques
- Continued participation in Municipal StatNet meetings, trainings, and information-sharing
- Continued access to templates and tools
- Analyst access to Collins Center experts for in-depth questions and to fellow analysts for data, ideas, and best practices from other municipalities
- Periodic opportunities to participate in data and performance management-related projects
- Option to move to other levels of participation (depending on analyst availability and payment of pro-rated amount of appropriate fees)

Analytical Support for Three Departments and/or Three Monthly CitiStat Meetings

\$35,000

<ul style="list-style-type: none"> • Diagnostic evaluation of state of municipal systems and data availability and use • Analyst assigned to the municipality to collect and analyze data, facilitate CitiStat meetings, and advise on performance management, data, and analysis at a level that supports three meetings a month • Training session for municipal staff on use of templates, software tips, and other key performance management techniques • Continued participation in Municipal StatNet meetings, trainings, and information-sharing • Continued access to templates and tools • Analyst access to Collins Center experts for in-depth questions and to fellow analysts for data, ideas, and best practices from other municipalities • Periodic opportunities to participate in data and performance management-related projects • Option to move to other levels of participation (depending on analyst availability and payment of pro-rated amount of appropriate fees) 	
Analytical Support for Five Departments and/or Five Monthly CitiStat Meetings	\$50,000
<ul style="list-style-type: none"> • Diagnostic evaluation of state of municipal systems and data availability and use • Analyst assigned to the municipality to collect and analyze data, facilitate CitiStat meetings, and advise on performance management, data, and analysis at a level that supports five meetings a month • Training session for municipal staff on use of templates, software tips, and other key performance management techniques • Continued participation in Municipal StatNet meetings, trainings, and information-sharing • Continued access to templates and tools • Analyst access to Collins Center experts for in-depth questions and to fellow analysts for data, ideas, and best practices from other municipalities • Periodic opportunities to participate in data and performance management-related projects • Option to move to other levels of participation (depending on analyst availability and payment of pro-rated amount of appropriate fees) 	
Diagnostic Evaluation of Data Usage and Designation of Status Level	\$2,000
<p>Beginning in fall or winter of FY15, MPMP will offer a diagnostic evaluation of municipal data usage and designation of status level. Municipalities may request this at any time (once the service is ready) and will receive the evaluation in the order that they request the service (and as capacity allows). The deliverables of this service include a report detailing the strengths and areas for improvement in the municipality's usage of data and a public designation of the municipality's level of sophistication in using data. This public designation will include a press release from the Collins Center and the ability to include a graphic on the municipality's website that notes its status and links to information about how it was obtained.</p>	

II. Sample FY15 New Municipality Application

Please email this form, answers to the questions on the following page, and signature(s) to michael.ward@umb.edu by *Wednesday, April 30, 2014*. Follow-up interviews may be conducted by phone. If you do not receive confirmation of receipt of your application, please email the address above.

Contact Information

Name of Municipality			
Contact Person for Application		Title	
Email Address		Phone	
Contact Person for Project (if different)		Title	
Email Address		Phone	

Basic Information about Your Municipality

(Please leave blank any that you are unable to obtain)

Population		FY14 Operating Budget	
County		% of FY14 Budget from State Aid	
Per Capita Income		FTEs (exclude schools)	
Square Miles		Centerline Miles of Road	
Form of Government		Title of Chief Executive Officer(s)	
Bond Rating		Date of Charter (please note if none)	

Municipal Commitments

Please check the boxes to show your municipality's commitment to MPMP. Your municipality will:

- ☐ Pay the \$1,000 participation fee.
- ☐ Hold regular performance management meetings over the project period.
- ☐ Provide access to data systems and data.
- ☐ Provide a dedicated point of contact to the analyst.
- ☐ Send at least two core management leaders to the orientation and training.
- ☐ Participate in Municipal StatNet meetings for the duration of the program.
- ☐ Provide feedback throughout the course of the program.
- ☐ Agree to share data with other program municipalities, the Center, and StatNet participant municipalities.
- ☐ Take steps to support the analyst's work in the municipality.
- ☐ Analyze the feasibility of continuing the work at the end of the project period.

Continued on next page →

Response Questions

Please answer the following questions regarding your municipality and performance management. Please try to keep your answers to fewer than 200 words.

1. Have you undertaken any performance measurement/management initiatives? Please describe.
2. How would you characterize your municipality's current use of data? Please give some examples.
3. What are the primary data systems used in your municipality (including accounting/finance, CAD/RMS, work order systems, etc.)? Please list specific software programs and vendors wherever possible.
4. What are the main reasons you and your municipality are interested in participating in this program?
5. What are the major goals of the chief executive(s)? (This could be in the form of goals outlined in an inaugural speech, an annual budget letter, a statement of Selectmen's annual goals, etc.)

***** Municipalities will be selected based on their level of commitment to the work and based on the need to create a set of municipalities that reflects the diversity of the Commonwealth's cities and towns, and also that fit together geographically. (Special consideration may be given to municipalities not selected for previous rounds.) *****

*** **

Signatures: As evidence of commitment to the project, applicants must submit documentation of signoff of the chief executive(s), as well as the signatures of the two department heads whose departments will participate first. (Municipalities may choose any of two of: police, fire, and public works.) Signatures may be electronic or may be scanned and attached with the application. Attach additional signature pages, if necessary.

Signature

Print Name

Title

Signature

Print Name

Title

Signature

Print Name

Title

III. Key dates in the History of the MPMP

2012:

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

2013:

- **January:** Team works on getting commitments from current municipalities to continue in Round II
- **March:** Launch of round II, including five new municipalities
- **April:** Complete final report from Round I
- **May:** StatNet meeting on Fire Departments and Districts
- **May:** Schools StatNet meeting (not an MPMP event, although MPMP-related)
- **August:** MPMP Press conference in Somerville
- **August:** Annual StatNet training day/conference
- **September-December:** Kickoffs of Round III municipalities
- **October:** StatNet meeting on Police Departments
- **December:** Planning Session/Retreat

2014:

- **January-February:** Complete Kickoffs of Round III municipalities
- **February:** Schools StatNet meeting (not an MPMP event, although MPMP-related)
- **March:** StatNet meeting on Inspectional Services
- **March:** Schools StatNet meeting (not an MPMP event, although MPMP-related)
- **May/June:** StatNet meeting on Public Works Departments
- **May:** Commitments due from Municipalities for FY15
- **July 1:** MPMP Re-Launch
- **July:** Fourth annual StatNet training and conference on the use of data in municipal governments