



Department Source: City Manager

To: City Council

From: City Manager & Staff

Council Meeting Date: January 22, 2019

Re: Missouri Quality Award – Progress on Opportunities for Improvement

## Executive Summary

At the August 6, 2018 pre-Council meeting, City staff provided Council with the 2017 Missouri Quality Award (MQA) Feedback Report, which outlined 55 Opportunities for Improvement (OFIs). Staff prioritized OFIs based on their importance to the organization at this time. Work is proceeding as summarized in the table below and further explained in the following pages.

## Discussion

<b>Category 1: Senior Leadership, Governance, Societal Responsibilities</b>		
Opportunity	Status	Comments
Align department and City goals	Addressed	Addressed as recommended. Timing was an issue.
Need a system for frank, two-way communication	In progress	Will develop with new City Manager. The City is currently conducting focus groups (see below) and exploring strategies to connect senior leadership with employees.
Develop succession plan for senior leaders	In progress	Draft process developed by Truman School students as Capstone project. Next steps require review by new City Manager and presentation to senior staff for feedback.
<b>Category 2: Strategy Development and Strategy Implementation</b>		
Connect strategic challenges to goals of the SP, strategic priorities, core competencies and strategic advantages	In progress	Will address in next planning cycle. Steps have been built into the plan to ensure there are approaches.
Develop action plan measurement system	Not started	Work groups will address after next Strategic Plan is adopted.



### Category 3: Voice of the Customer and Customer Engagement

Add actionable social media and online input into Customer Relationship Management tool	In progress	Discuss process additions and improvements with Community Relations Department in early 2019, where Contact Center is housed.
Collect and use input from lost customers and opportunities (businesses and students who left or chose not to locate, lost conventions)	In progress	Focusing on resident and business customer groups. Will seek student data from higher education institutions.
Track all customer complaints through one system, regardless of intake point	2019 Quality Squad Goal	Will ask internal Quality Squad to help develop this process.

### Category 4: Organizational Performance: Measurement, Analysis, Improvement, Information and Knowledge Management

Factor data from key peer cities and competitors into future performance projections	Not started	Research how other high-performing cities use this data. Develop a performance management policy, implementation plan and system.
--	-------------	---

### Category 5: Workforce Environment and Engagement

Select employees and volunteers who align with City values and mission	Complete/in progress	We have a systematic process to select employees. Will include mission/vision/values in volunteer and customer service recruitment and training.
--	----------------------	--



<p>Identify engagement drivers for employee segments and City volunteers, including those on boards, commissions and active in neighborhood associations</p>	<p>In progress</p>	<p>2018 Employee Engagement Survey will identify drivers for permanent employees. Action plans for specific employee groups will be created based on the survey results. Identified drivers from annual volunteer surveys. Need to address for those serving on boards, commissions and with neighborhood associations.</p>
<p><b>Category 6: Work Processes and Operational Effectiveness</b></p>		
<p>Measure and evaluate supplier performance beyond current practice, and provide feedback to help suppliers improve</p>	<p>In progress</p>	<p>MQA team members are working with Finance - Purchasing Division staff to create a vendor survey for term and supply contracts and capital projects. Survey will allow for supplier evaluation and create a feedback tool for vendors.</p>
<p>Be sure staff are familiar with emergency preparedness and response procedures</p>	<p>In progress</p>	<p>MQA team members have met with City staff to discuss a 2019 update to business continuity plans (BCP) for departments with existing plans, creation of plans for six departments without a BCP and begin discussions about the implementation of the City of Columbia Continuity of Operations Plan (COOP).</p>
<p><b>Category 7: Documenting Results: Product and Process, Customer, Workforce, Leadership and Governance, Financial and Market</b></p>		
<p>Enhance measurement systems to demonstrate effectiveness and document performance improvement</p>	<p>Not started</p>	<p>Will resume peer city comparisons through ICMA's benchmarking data platform. Will develop process data for key work systems and customer requirements.</p>



## Category 1.1 Senior Leadership

**OFI:** “City Leaders' personal actions do not systematically model, reinforce, and recognize execution of values throughout the workforce, in interactions with 40 citizen boards and commissions, or with suppliers and partners. In addition, Some City departments (Police and Utilities) have identified departmental core values that are different than those of the City, indicating a potential lack of alignment and gap in deployment. Personal actions of all senior leaders in role modeling and reinforcing consistent values and priorities in all departments, and with all stakeholders, may assist the City in engaging the workforce, citizens and other stakeholders to achieve a vision.”

**Status - Addressed:** Staff contacted Midwest Excellence Institute to obtain additional information pertaining to this OFI. It was determined that the beginning of the OFI statement 1.1a(1) in the City of Columbia's 2017 MQA Feedback Report was apparently left over from the consensus report and inadvertently made its way into the final feedback report. The first sentence of the OFI should be disregarded. See attached email from Sherry Marshall, Midwest Excellence Institute, for additional information. An amended 2017 Feedback Report is attached.

The Columbia Police Department's (CPD) core values - Character, Professionalism and Dedication - are aligned with the City's core values of Service, Communication, Continuous Improvement, Integrity, Teamwork, and Stewardship. The core values were created in 2013 during the first Strategic Plan. They were developed around the idea to use a specific, consistent message that CPD employees could remember. Citywide core values are discussed in training blocks on the Strategic Plan and posted around the department. We will address this in our next MQA application, as all departments that have strategic missions and core values that, due to their cultures, may be different but still align with Citywide mission and core values.

At the time of the MQA review, the Utilities Department had not finalized its Strategic Plan. Although staff members were following the Citywide Strategic Plan with its core values, there were copies of an older departmental plan in their materials. The Utilities Department Strategic Plan was formed in 2015 and took effect in FY2016. The department drafted a new Strategic Plan that aligns with and includes the Citywide plan.

**OFI:** “While there are numerous processes to communicate, Senior Leaders do not have a systematic process to ensure input is frank and two-way when discussing key decisions and organizational change with the workforce, businesses, suppliers and partners. Ensuring frank two-way communication with all stakeholders may assist the City in accomplishing objectives, while meeting a citizen and workforce key requirement of two-way communication and addressing its strategic challenge of effective communication with citizens.”

**Status - In Progress:** A new City Manager working with City Council will be key to creating the next Strategic Plan that may address workforce and community engagement. The 2019-2022 Strategic Planning Process, unlike the two previous Strategic Planning Processes, includes community engagement at the beginning of the Strategic Planning Process. The City conducted five community focus groups (youth, seniors, low income, disabilities and businesses) in December 2018. Three community at large focus groups are planned for January 2019. This systematic approach will allow the results to be gathered/analyzed and placed in a report to Council in Phase II (Gathering and



Analyzing Data) of the process. Other ideas include systematic departmental “town halls” with senior leadership and a more inclusive hands on approach by the senior leadership.

## Category 1.2 Governance and Societal Responsibilities

**OFI:** “There is no succession plan for leaders appointed by City Council. Additionally, no systematic succession planning process exists for other senior leaders hired by the City Manager. Without a systematic process and culture to ensure all senior leaders within the City systematically encourage high performance, the City risks not developing a sustainable culture with achievement of plans that meet stakeholder and financial requirements when elected officials change.”

**Status - In Progress:** Human Resources worked with students at the University of Missouri Truman School of Public Affairs (TSPA) on a Capstone project. The TSPA team conducted a literature review of public sector succession planning processes and developed a draft succession plan model. That model can be used as a starting point of discussion with department directors on succession planning. Succession planning is discussed with department directors during their evaluations with senior leadership. Further study of other Baldrige organizations, e.g. Fort Collins, Coral Springs, etc. is needed.

## Category 2.1 Strategy Development

**OFI:** “The City's Strategic Planning Process does not systematically identify or prioritize changes necessary to deliver City services, meet unfunded mandates and address strategic challenges of aging infrastructure, rising demand for social services and a tax base at risk.”

**OFI:** “The City does not have a systematic process to align strategic priorities with strategic challenges, core competencies, and strategic advantages to balance the needs of all stakeholders.”

**Status - In Progress:** The next Strategic Plan cycle should not just identify strategic challenges but focus on them through goal statements. The next plan should be intentional about connecting strategic priorities with strategic challenges, core competencies and strategic advantages. These steps are being built into the upcoming Strategic Planning Process.

## Category 2.2 Strategy Implementation

**OFI:** “The City's action plan measurement system has not been deployed to all departments (Utilities). Fully deploying its action plan measurement system may strengthen organizational alignment, accountability, and enable the City to successfully achieve its SP objectives.”



**Status - Not Started:** Following the development of the next Strategic Plan, work groups will develop action plan measurement systems for use across the entire organization. Work system elements should determine what to measure. Each element should have at least one performance measure that connects back to the plan.

## Category 3.1 Voice of the Customer

**OFI:** “The City uses social media and web based technologies to directly communicate with citizens, businesses, students and visitors. Multiple departments use social media and mobile applications for real time information sharing between these departments and customers. However, there is no systematic process to collect and aggregate actionable feedback from these methods. Only calls coming through the Contact Center are entered into the Customer Relationship Management (CRM) tool, excluding potential learning gathered through social media or calls that go directly to departments. A systematic process that captures and aggregates actionable information from all sources may help the City improve processes and consistently exceed requirements.”

**Status - Not Started:** The Community Relations Department is the primary user of City social media platforms. We will connect with the department to discuss current and potential processes for improvement.

**OFI:** “The City does not have a systematic approach to listen to former, potential and competitors' customers to obtain actionable information. For example, processes to gain actionable feedback from businesses that left or selected another city, students that left Columbia, and previous conventions or conventions that did not select Columbia, may enable the City to gain customers from competitors, meet its competitiveness changes and opportunities to innovate.”

**Status - In Progress:** We recently reduced our key customer groups from five (citizens, internal customers, students, businesses and visitors) to two (residents and businesses) to better reflect community needs. Columbia's students are considered potential customers as they may not have established permanent residency in the city. Next steps include asking the University of Missouri, Columbia College and Stephens College for data related to graduating students, their employment and housing (if available). This will be used to develop a baseline measure for this potential customer group. We will discuss approaches for listening to former and potential customers.

## Category 3.2 Customer Engagement

**OFI:** “Although the City manages customer complaints through the Contact Center and a CRM tool, there is no systematic process for tracking complaints that do not come through the Contact Center. In addition, departments develop their own processes for acting on complaints. Aggregation of compliant data from all sources might enable the City to track and trend complaints, systematically improve processes and strengthen its core competency of excellent customer service.”



**Status - Not Started:** We will ask the City's Quality Squad to help develop this process. The City launched its Continuous Quality Improvement (CQI) program in 2017 in an effort to identify key work systems and processes. Development of the City of Columbia's work systems and processes grew out of the City's involvement with the MQA award. The Quality Squad will provide continuous quality improvement expertise and guidance; assist in the development of CQI activities and receive requests from staff to initiate quality improvement projects.

## Category 4.1 Measurement, Analysis and Improvement of Organizational Performance

**OFI:** "While the City uses comparative and competitive data for financial and budgetary projections, it lacks an approach to incorporating key comparative and competitive data in its projections of future performance in other departments. Incorporating such data may help extend the lead time necessary for the City to implement capabilities critical to sustaining and extending its strategic advantage of high quality City services."

**Status - Not Started:** City Departments and Divisions currently use a wide array of performance data to measure progress and compare their performance to peer cities. Outside of rates, taxes, fees, FTEs, and some operational data it is difficult to procure key operational competitive data from other cities. Currently in-house performance data, especially financial data, is widely used at the senior leadership level to project future trends and develop strategies for addressing those trends. The Category 4 work group believes that the City needs to develop a comprehensive and fully deployed performance management policy, plan, and system to be able to better use operational performance data, trend data, comparative data, and the ability to use all performance data to project future performance. We are learning from high performing cities like Fort Collins, Kansas City, Irving, and Olathe. Many of their fully deployed and integrated performance management systems took almost 10 years with the help of consultants and are supported by Performance Management Offices with dedicated full-time staff. We will be developing a performance management policy, implementation plan and, performance management system with the help of our Project Management Office. Whether a robust citywide performance management system will require staff and/or the reprioritization of current staff has yet to be determined and will ultimately be a decision made by the new City Manager and Council. We are considering cataloging and prioritizing existing measures across the organization as a first step. The Bloomberg founded GovEx with John Hopkins University has a [simple tool](#) for cataloging and prioritizing measures that could be used here (additional evaluations can be added for weighing measures ability to forecast future performance and find comparative data). All other actions taken toward 4.1 need to follow this step to insure proper deployment, alignment, and built-in opportunities for learning.

## Category 4.2 Information and Knowledge Management

There are no OFIs prioritized for this category.



## Category 5.1 Workforce Environment

**OFI:** “The City does not have a systematic process to select employees that align with City values and are driven by mission. In addition, no systematic process exists for all volunteers (including Boards, Commissions and Neighborhood Associations.) Selecting employees that align to the mission and values, and orienting volunteers to the culture, may assist the City in strengthening the City's employee engagement and core competency of opportunities for citizen involvement.”

**Status - Part Complete, Part In Progress:** We have a systematic process for selecting employees that was not explained well in the application. An orientation event for volunteers is feasible, but we intend to immediately incorporate basic information about our mission, vision and values into volunteer and customer service training, where appropriate. We will add a video that reviews mission, vision, values and basic policies to our website for all volunteers. Each volunteer position has its own requirements. If a volunteer does not fit with the position for which they've applied, we will redirect the person to another position or outside agency. As a public organization, we should be as open as possible in accepting volunteers, and we should better explain this in the next application process.

## Category 5.2 Workforce Engagement

**OFI:** “The City lists drivers of employee engagement as two-way communication, timely service and consistency. Through surveys the City has identified additional engagement drivers as valuing public service and opportunities for development. There are gaps in the process to identify key drivers of engagement and how they differ by key workforce segments, such as full-time employees, part-time or union represented employee groups such as police, firefighters and Water and Light Association. In addition, no process exists to determine drivers of engagement for volunteers, including those on Neighborhood Associations, or on volunteer Boards and Commissions. Without identifying key drivers of workforce engagement and how they differ, the City may not address the strategic challenges of workforce engagement and retention and achieving efficient government with opportunities for citizen involvement.”

**Status - In Progress:** The 2018 Employee Engagement Survey will help redefine drivers for permanent employees. Action plans for specific employee groups will be created based on the survey results. From our annual volunteer survey, we are aware of the drivers that engage volunteers. We will summarize those drivers and articulate how we use that information. At this time we are not sure how to address volunteers serving with Neighborhood Association and on Boards and Commissions. We will address how needs differ among groups, especially for employees, because walk-around interviews showed a lack of open communication.





## Category 6.1 Work Processes

**OFI:** “Vendors are placed on a poor performing list based on past performance, however, there are no systematic approaches to measure and evaluate supplier performance beyond completion of work and meeting purchasing requirements. Additionally, there are no approaches to provide feedback or help suppliers improve their performance to ensure City requirements are met. Developing and deploying systematic processes to monitor and improve supplier performance managed by different City departments may assist in delivering cost effective services.”

**Status - In Progress:** MQA team members have met with the City’s Purchasing Agent and staff to discuss the current feedback process and the ability to change the current process to create a better system to collect vendor feedback. The City’s current process asks staff, by email, if they are satisfied with a vendor and if they want to renew the contract. Requiring more extensive staff input before a contract is renewed could provide valuable feedback for both the Purchasing Division and the vendor. The Purchasing Division could send an online survey to collect feedback from City staff during the contract renewal process for term and supply vendors and also send the survey at the completion of capital projects or as service contracts are completed by vendors.

The pre-renewal survey would cover vendor communication, timeliness, budget, safety and product quality. Purchasing staff could rate responses and set a threshold score for contract renewal. A survey distributed after the completion of a capital project would provide long-term data related to a vendor doing business with the City for future reference by City departments. The information from the survey could also be supplied to the vendor to provide feedback related to their work with the City.

The Purchasing Division is currently working on the structure of the survey, scoring system and a draft for review by MQA team members. It is expected that the draft will be completed by the end of February 2019.

## Category 6.2 Operational Effectiveness

**OFI:** “While the City has comprehensive citywide and departmental plans outlining emergency preparedness and response procedures, walk around interviews with staff in three mission critical departments indicated that front line staff were not familiar with their department’s procedures or responsibilities in the case of relevant disasters. Interviews also indicated that these staff had not participated in relevant drills. The full deployment and implementation of emergency plans may strengthen the City’s ability to ensure the reliable service and public safety.”

**Status - In Progress:** MQA team members have met with City staff to discuss the current status of the Business Continuity Plan (BCP) and the need to update the BCP for each department in 2019. The City also has six departments (Community Development, Office of Cultural Affairs, Economic Development, Municipal Court, Office of Sustainability, and Columbia Convention and Visitors Bureau) that need to create a BCP for their departments. After updating the written plan, BCP committee members will discuss options for implementing a thorough training program starting with supervisors and reaching all staff members in each department. A report card could document



the number of employees present and topics covered in each training session. City University could host additional training, if needed. City Administration also needs to review a draft copy of the Continuity of Operations Plan (COOP). The plan will provide the framework for continuity of City government in the event of a disruption. This plan will bridge the gap between the Columbia/Boone County Emergency Operations Plan and each individual department's BCP. MQA team members will meet with City leadership to discuss the COOP and will begin working with individual departments to update their BCPs in early 2019.

## Category 7 Results

**7.1 Product and Process    7.2 Customer    7.3 Workforce**  
**7.4 Leadership and Governance    7.5 Financial and Market**

**OFIs, summarized:** Examiners generally noted missing data for some activities described in the City's application and a lack of data relating to process improvements, customer segments and market competitors.

**Status - Not Started:** Enhancing two measurement systems will allow the City to capture data for organizational effectiveness and improve the results it reports in future applications. After a period during which it was not supported, an ICMA benchmarking data platform will again be available to compare performance among member cities, including the City of Columbia. This is appropriate for our purposes, especially where comparative private sector measures are neither available nor relevant. The City also will develop process data for key work systems and customer requirements. Process data measure the effectiveness of organizational improvements intended to respond to customer needs.

## Fiscal Impact

Short-Term Impact: Unknown at this time.

Long-Term Impact: Additional resources will be necessary to address the OFIs. Amounts are unknown at this time.

## Strategic & Comprehensive Plan Impact

### Strategic Plan Impacts:

Primary Impact: Operational Excellence, Secondary Impact: Secondary, Tertiary Impact: Tertiary

### Comprehensive Plan Impacts:

Primary Impact: Primary, Secondary Impact: Secondary, Tertiary Impact: Tertiary



# City of Columbia

701 East Broadway, Columbia, Missouri 65201

## Legislative History

Date	Action
8/2018	City of Columbia MQA Feedback Report – Pre-Council Agenda
2/2018	Report – MQA Feedback Report
2/2010	R49-10 Setting a goal for applying for a Missouri Quality Award and the Malcolm Baldrige National Quality Award.

## Suggested Council Action

Information only.