



Program Prioritization Report

March 25, 2011

Prepared by Shockey Consulting Services

Shockey Consulting Services

7914 Quivera, Suite A, Lenexa, KS 66215 913.248.9585

441 Alice Ave., Kirkwood, MO 63122 314.497.3126

www.shockeyconsulting.com • www.facebook.com/shockeyconsultingservices • www.twitter.com/shockettes

Table of Contents

Executive Summary.....	1
Priority Summary Matrix.....	2
Methodology.....	3
Priority Matrix: Detail by Quadrants	
Quadrant 1: High Basic Service Attributes/High Guiding Principles.....	5
Quadrant 2: High Basic Service Attributes/Low Guiding Principles.....	7
Quadrant 3: Low Basic Service/Low Guiding Principles.....	9
Quadrant 4: Low Basic Service/High Guiding Principles.....	11
Comparison of Prioritization Results and Guiding Principles Survey	13
Public Safety.....	14
City Maintenance	15
Code Enforcement	16
Parks.....	17
Appendix	
Guiding Principles Survey	
Guiding Principles	
Prioritization Workshop, Instructions to Department Directors	
Prioritization Workshop, Department Director Scoring Sheet	

Executive Summary

Like many cities and state governments across the country, O’Fallon faces difficult decisions regarding its budget. In an effort to prepare for an uncertain financial future and manage existing resources effectively, management staff took the proactive step of identifying and prioritizing its programs.

Two sets of criteria were used to prioritize programs, basic service attributes and guiding principles. Basic service attribute analysis may be thought of as “budget logic” because the parameters applied help to identify what is most flexible in the budget and what is less flexible. Guiding principles may be thought of as “policy logic,” focusing on the questions, of “what should we do?” and “what is most important to us?” The source for the guiding principles was a survey of aldermen. Combined, the basic service attributes and the guiding principles provide a framework to examine O’Fallon’s priorities and how to budget strategically to support them.

Prioritization results are summarized in the Priority Summary Matrix (right). Each dot on the matrix represents a program. The matrix is labeled with four quadrants, each discussed below.

Quadrant 1: High Basic Service Attribute Scores/High Guiding Principles Scores. Programs receiving the highest combined scores tended to be those that supported maintenance of public infrastructure and development. With the exception of Police Patrol, these programs are supported by user fees or dedicated taxes, i.e., sources other than the General Fund.

Quadrant 2: High Basic Service Attribute Scores/Low Guiding Principles Scores. With the exception of two programs in the Police Department (Communications and Detention/Jail), the programs in this quadrant are not funded by the General Fund alone and many are associated with public safety including all EMS programs; Fire Safety and Prevention and Fire Training; and the Police programs mentioned previously. Several Public Works programs are also in this quadrant though none provide infrastructure maintenance directly. Other departments represented include Parks and Library.

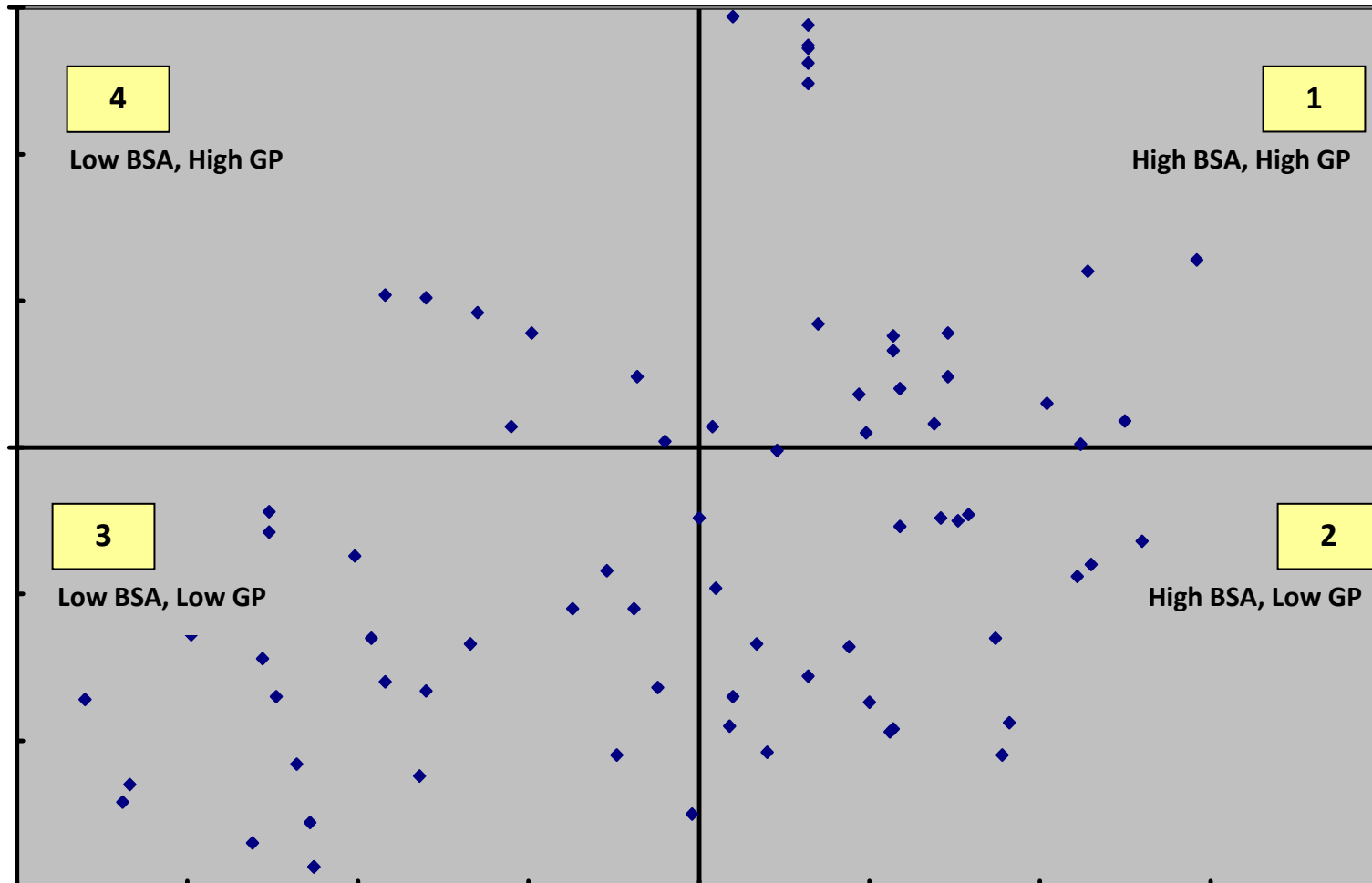
Quadrant 3: Low Basic Service Attribute Scores/Low Guiding Principles Scores. Programs in this quadrant are candidates for further discussion and evaluation. Receiving low scores does not mean a program is not worth doing, but the programs in this quadrant are lower priorities *relative to* other programs that were evaluated. Largely, these programs are those that the City does not *have to do*, such as provide holiday decorations or support special events in the community or provide crossing guards for schools. These programs in particular warrant further discussion to determine if the resources used to support them should be reallocated to other higher priority programs. Most of the programs in Quadrant 3 are supported by the City’s General Fund.

Quadrant 4: Low Basic Service Attribute Scores/High Guiding Principles Scores. Programs in this quadrant reflect the guiding principles of maintaining infrastructure and economic development. Basic attribute scores are lower because overall, these programs tend to rely on the City’s General Fund and they are not essential to safety, health and welfare.

Other findings:

- An individual department can contain both high scoring and low scoring programs. For example, Police Patrol was among the highest scoring programs but other programs in the same department, such as DARE and school crossing guards, received low scores.
- Results of the Guiding Principles survey for specific service areas are quite consistent with prioritization results for code enforcement, city maintenance and some Parks programs. Public Safety results were less consistent.

Priority Summary Matrix



Methodology

KEY INDICATORS AND RESULTS

Nine indicators were used to evaluate each program. The indicators were divided into two categories – Basic Service Attributes and Guiding Principles.

Basic Service Attributes

Basic Service Attributes (BSA) are the significant, fact-based characteristics for each program. Basic service attribute analysis may be thought of as “budget logic” because the parameters applied help to identify what is most flexible in the budget and what is less flexible. The BSA indicators that were considered during prioritization were: whether the program is mandated and by whom; whether the program is supported by dedicated revenue such as a property tax; the impact on health, safety, and welfare; cost recovery; and, demand for service. For additional detail, see “Instructions to Department Directors” in the Appendix to this report.

At the prioritization workshop, Directors provided a composite score (total of all five indicators) for each program. The composite scores were averaged for a final BSA score. “Department Director Scoring Sheet” is provided in the Appendix as reference.

Guiding Principles

In November/December 2010, the Guiding Principles Survey was administered to council members. A copy of the survey can be found in the Appendix. The guiding principles were developed based on themes revealed in responses to the following survey questions:

- What would you like to accomplish for the City of O’Fallon as a Council person?
- What city services should receive the most emphasis over the **next two years**? *Respondents could choose from a series of responses or add their own.*
- What three issues should receive the most attention in **long range planning**? *Respondents could choose from a series of responses or add their own.*

The Guiding Principles that emerged from responses to these questions include: 1) Encouraging Economic Development; 2) Maintaining Infrastructure, 3) Protecting and Preserving Downtown O’Fallon; and 4) Fiscal Responsibility. A copy of the Guiding Principles is available in the Appendix.

At the prioritization workshop, Directors provided a composite score (total of all four indicators) for each program. The composite scores were averaged for a final GP score.

Results

The final BSA and PG scores were plotted on a matrix. The matrix shows each program’s *relative* priority against other programs. The following pages show each quadrant of the matrix and list the associated programs.

[PAGE BLANK]

Quadrant 1: HIGH Basic Service Attributes, HIGH Guiding Principles

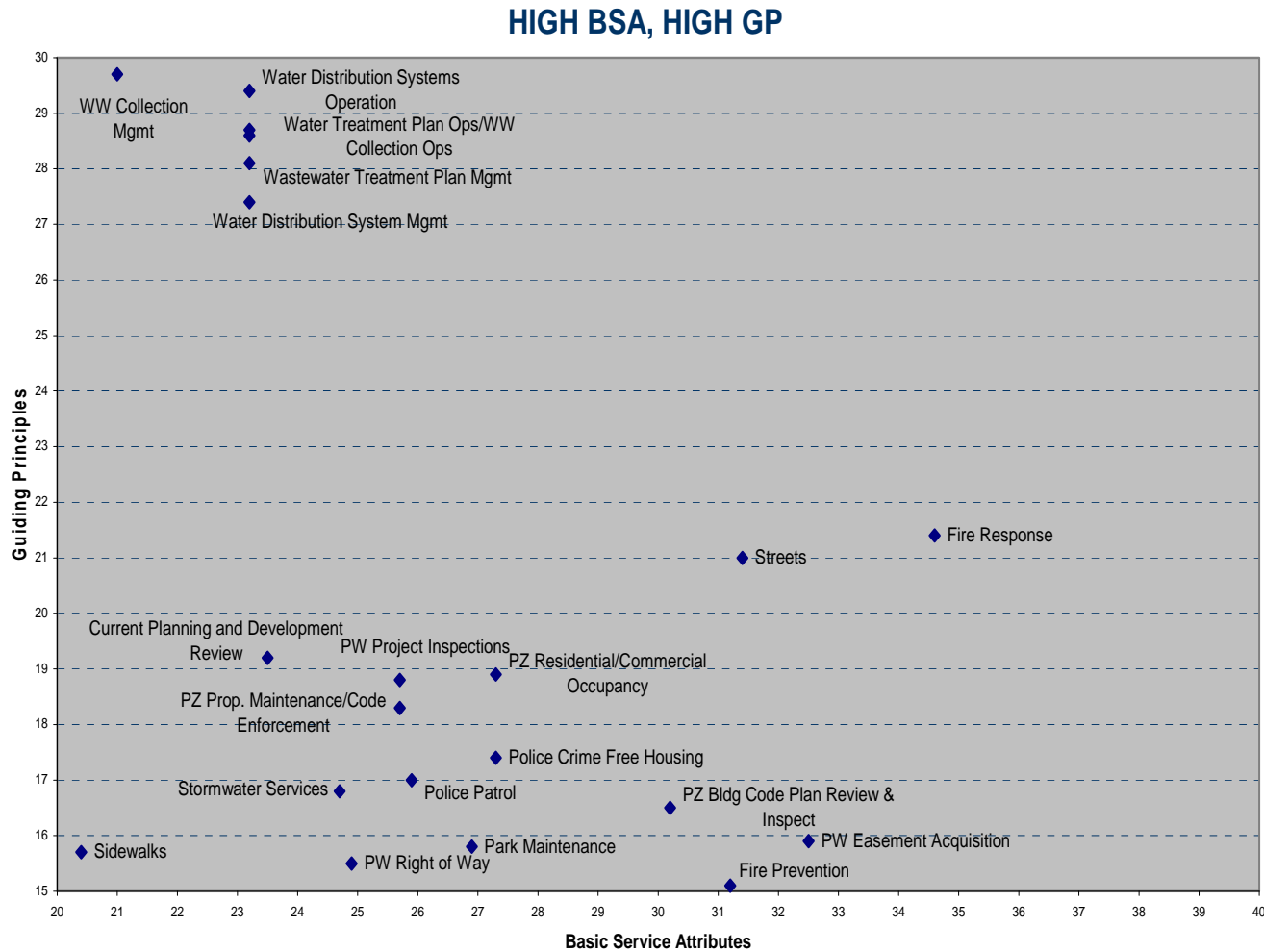
The BSA Average is represented on the graph on the horizontal axis and the GP Average on the vertical axis.

Department	Program Name	BSA AVERAGE	GP AVERAGE
Fire	Fire Prevention	31.2	15.1
Fire	Fire Response	34.6	21.4
Parks and Recreation	Park Maintenance	26.9	15.8
Planning & Zoning	Building Code Plan Review & Inspections	30.2	16.5
Planning & Zoning	Current Planning & Development Review	23.5	19.2
Planning & Zoning	Property Maintenance/Code Enforcement	25.7	18.3
Planning & Zoning	Residential/Commercial Occupancy	27.3	18.9
Police	Crime Free Housing	27.3	17.4
Police	Patrol	25.9	17.0
Public Works	Easement Acquisition	32.5	15.9
Public Works	Project Inspections	25.7	18.8
Public Works	Right of Way	24.9	15.5
Public Works	Sidewalks	20.4	15.7
Public Works	Stormwater Services	24.7	16.8
Public Works	Streets	31.4	21.0
Public Works	Water Distribution System Management	23.2	27.4
Public Works	Water Distribution System Operations	23.2	29.4
Public Works	Water Treatment Plant Operations	23.2	28.7
Public Works	Wastewater Collection Management	21.0	29.7
Public Works	Wastewater Collection Operations	23.2	28.6
Public Works	Wastewater Treatment Plant Management	23.2	28.1

Quadrant 1: HIGH Basic Service Attributes, HIGH Guiding Principles

Discussion

Programs in this quadrant received comparatively high scores for both basic service attributes and guiding principles. Programs receiving the highest combined scores tended to be those that supported maintenance of public infrastructure and development. With the exception of Police Patrol, these programs are supported by user fees or dedicated taxes, i.e., sources other than the General Fund.



Quadrant 2: HIGH Basic Service Attributes, LOW Guiding Principles

The BSA Average is represented on the graph on the horizontal axis and the GP Average on the vertical axis.

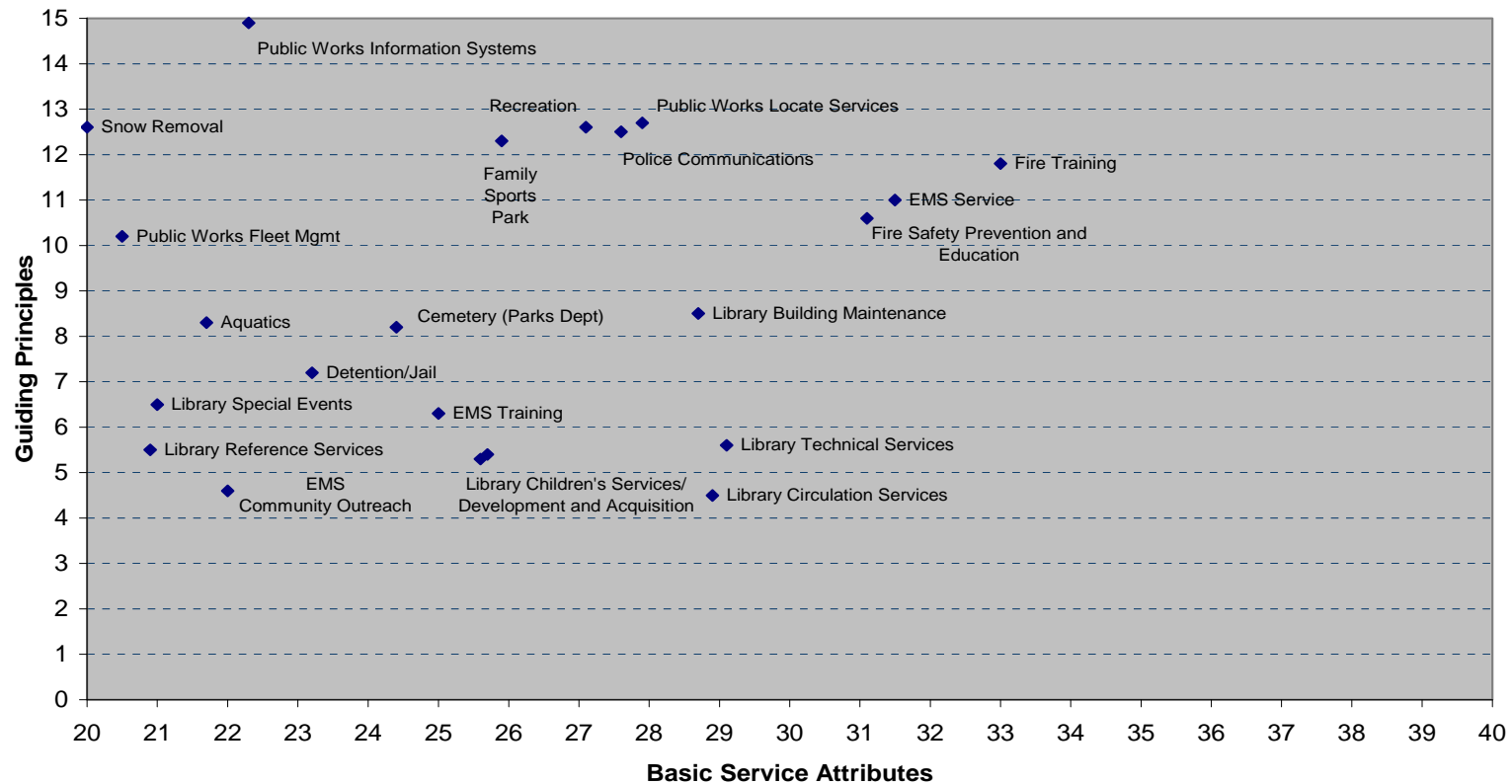
Department	Program Name	GP AVERAGE	BSA AVERAGE
EMS	EMS Community Outreach	4.6	22.0
EMS	EMS Service	11.0	31.5
EMS	EMS Training	6.3	25.0
Fire	Fire Safety Prevention and Education	10.6	31.1
Fire	Fire Training	11.8	33.0
Library	Building Maintenance	8.5	28.7
Library	Children's Services	5.3	25.6
Library	Circulation Services	4.5	28.9
Library	Development & Acquisition	5.4	25.7
Library	Reference Services	5.5	20.9
Library	Special Events	6.5	21.0
Library	Technical Services	5.6	29.1
Parks and Recreation	Aquatics	8.3	21.7
Parks and Recreation	Cemetery	8.2	24.4
Parks and Recreation	Family Sports Park	12.3	25.9
Parks and Recreation	Recreation	12.6	27.1
Police	Communications	12.5	27.6
Police	Detention/Jail	7.2	23.2
Public Works	Fleet Management	10.2	20.5
Public Works	Information Systems	14.9	22.3
Public Works	Locate Services	12.7	27.9
Public Works	Snow Removal	12.6	20.0

Quadrant 2: HIGH Basic Service Attributes, LOW Guiding Principles

Discussion

Programs in this quadrant received comparatively high scores for basic service attributes and comparatively low scores for guiding principles. With the exception of two programs in the Police Department (Communications and Detention/Jail), the programs in this quadrant are not funded by the General Fund alone and many are associated with public safety including all EMS programs; Fire Safety and Prevention and Fire Training; and the Police programs mentioned previously. Several Public Works programs are also in this quadrant though none provide infrastructure maintenance directly. Other departments represented include Parks and Library.

HIGH BSA, LOW GP



Quadrant 3: LOW Basic Service Attributes, LOW Guiding Principles

The BSA Average is represented on the graph on the horizontal axis and the GP Average on the vertical axis.

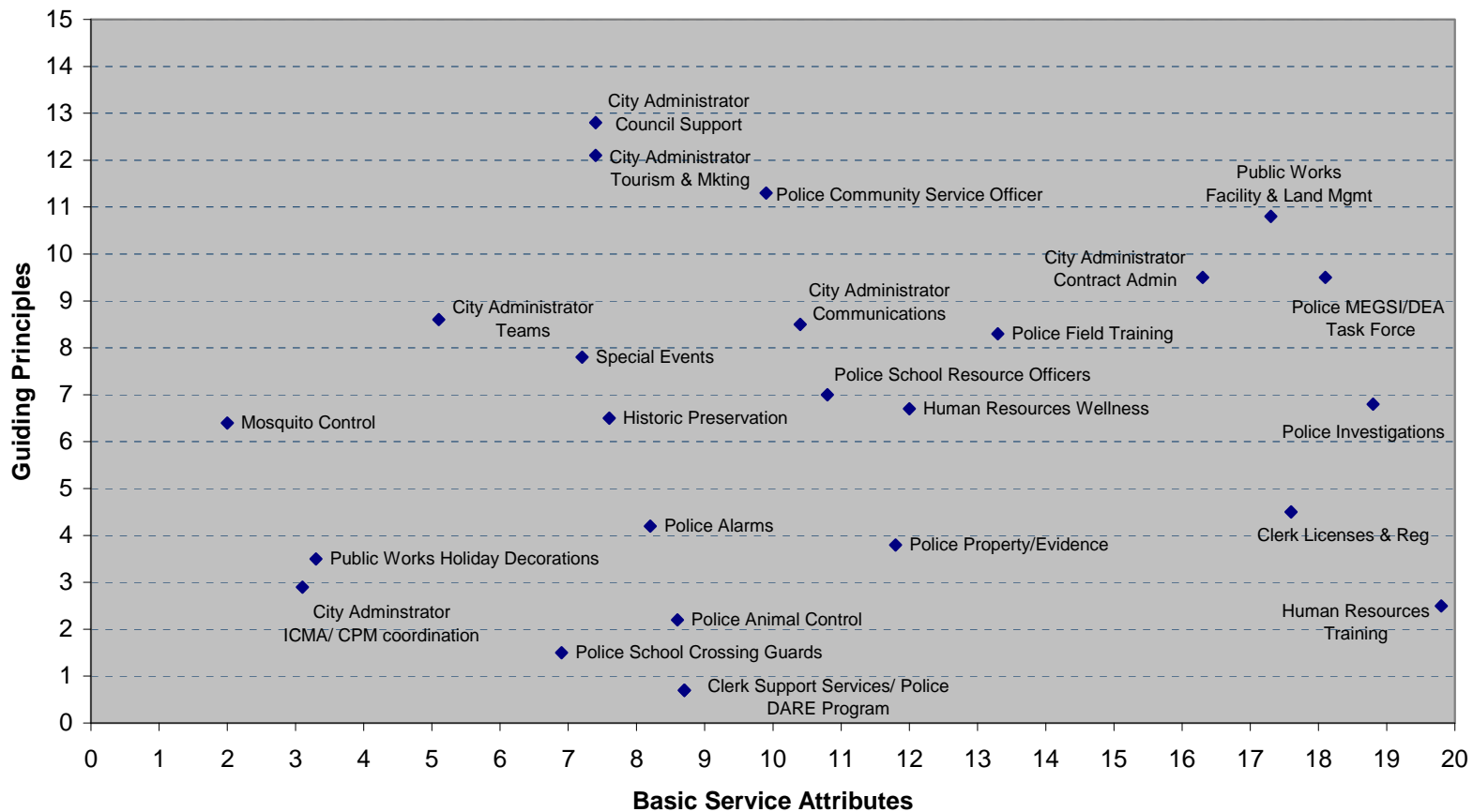
Department	Program Name	BSA AVERAGE	GP AVERAGE
City Administrator	Communications	10.4	8.5
City Administrator	Contract Admin	16.3	9.5
City Administrator	Council Support	7.4	12.8
City Administrator	Special Events	7.2	7.8
City Administrator	Teams	5.1	8.6
City Administrator	Tourism & Marketing	7.4	12.1
City Clerk	Licenses & Reg.	17.6	4.5
City Clerk	Support Services	8.7	0.7
Finance	ICMA/CPM coordination	3.1	2.9
Human Resources	Training	19.8	2.5
Human Resources	Wellness	12.0	6.7
Planning & Zoning	Historic Preservation	7.6	6.5
Police	Alarms	8.2	4.2
Police	Animal Control	8.6	2.2
Police	Community Service Officer	9.9	11.3
Police	DARE	8.7	0.7
Police	Field Training	13.3	8.3
Police	Investigations	18.8	6.8
Police	MEGSI/DEA Task Force	18.1	9.5
Police	Property/Evidence	11.8	3.8
Police	School Crossing Guards	6.9	1.5
Police	School Resource Officers	10.8	7.0
Public Works	Facility & Land Management	17.3	10.8
Public Works	Holiday Decorations	3.3	3.5
Public Works	Vector Control	2.0	6.4

Quadrant 3: LOW Basic Service Attributes, LOW Guiding Principles

Discussion

Programs in this quadrant received comparatively low scores for both basic service attributes and comparatively low scores for guiding principles. Programs in this quadrant are candidates for further discussion and evaluation. Receiving a low score does not mean a program is not worth doing, but the programs in this quadrant are lower priorities *relative to* other programs that were evaluated. Largely, these programs are those that the City does not *have to do*, such as provide holiday decorations or support special events in the community or provide crossing guards for schools. These programs in particular warrant further discussion to determine if the resources used to support them should be reallocated to other higher priority programs. Most of the programs in Quadrant 3 are supported by the City's General Fund.

LOW BSA, LOW GP



Quadrant 4: LOW Basic Service Attributes, HIGH Guiding Principles

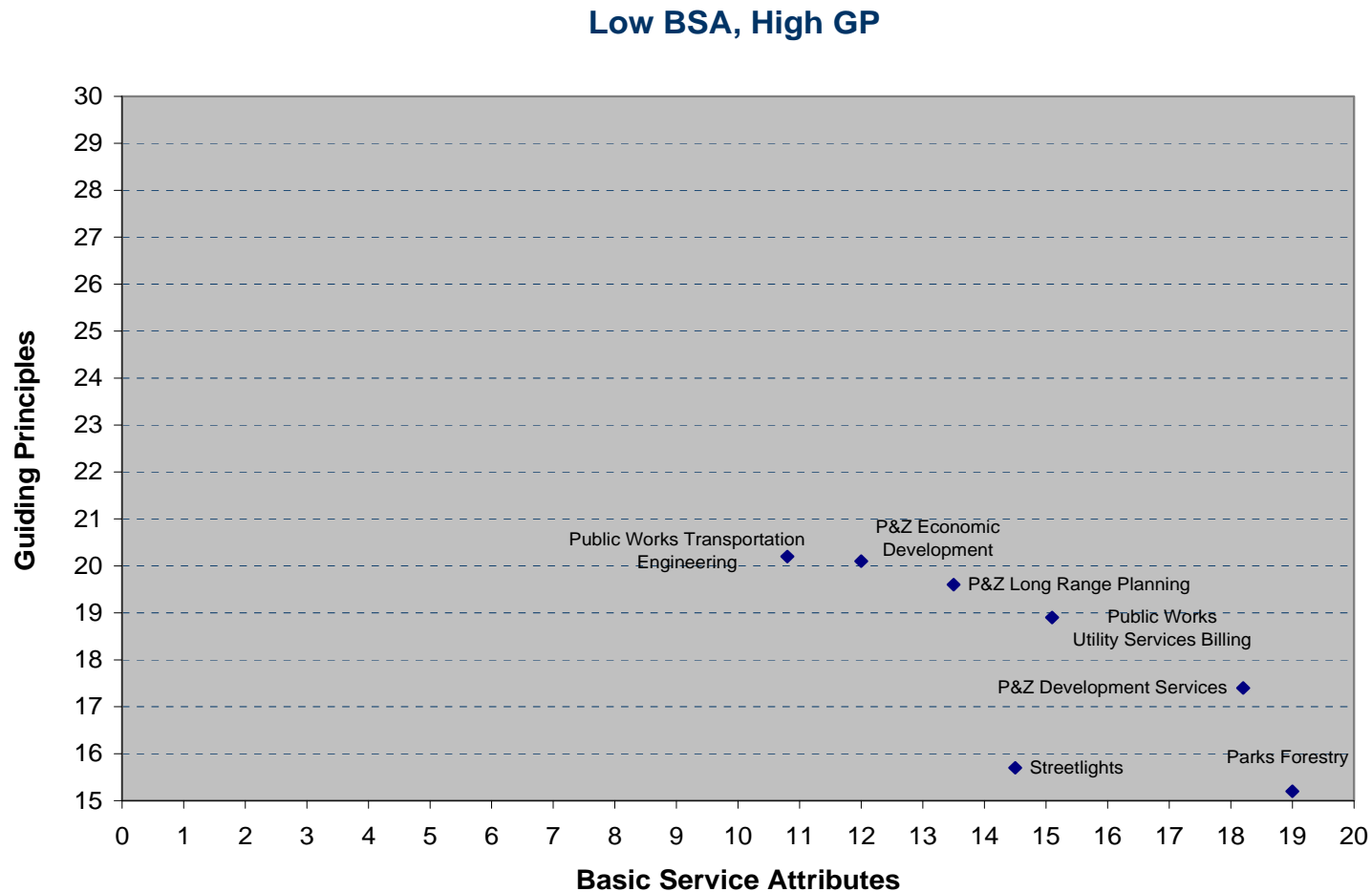
The BSA Average is represented on the graph on the horizontal axis and the GP Average on the vertical axis.

Department	Program Name	BSA AVERAGE	GP AVERAGE
Parks and Recreation	Forestry	19.0	15.2
Planning & Zoning	Economic Development	12.0	20.1
Planning & Zoning	Long Range Planning	13.5	19.6
Public Works	Development Services	18.2	17.4
Public Works	Streetlights	14.5	15.7
Public Works	Transportation Engineering	10.8	20.2
Public Works	Utility Services Billing	15.1	18.9

Quadrant 4: LOW Basic Service Attributes, HIGH Guiding Principles

Discussion

Programs in this quadrant received comparatively low scores for basic service attributes and comparatively high scores for guiding principles. Programs in this quadrant reflect the guiding principles of maintaining infrastructure and economic development. Basic attribute scores are lower because overall, these programs tend to rely on the City's General Fund and they are not essential to safety, health and welfare.



Prioritization Scoring and Council Survey Results, Specific Service Areas

The next section of this report compares results of the Council survey to the prioritization scoring. Four service areas will be addressed: Public Safety, City Maintenance, Code Enforcement and Parks.

Comparison Summary

City Maintenance and Code Enforcement

The results of the prioritization scoring are very consistent with the priorities expressed in the Council survey.

Public Safety

Public Safety programs rated higher in the prioritization exercise than they did on the Council survey, so there was less consistency in this service area. Perhaps this is because aldermen are satisfied with the current level of Public Safety services in O'Fallon so they did not identify it as an area of emphasis. Since the prioritization process did not limit itself to a specific timeframe, public safety services received higher scores.

Parks

The Parks service that rated at the top in the Council survey as well as the prioritization exercise was Park Maintenance, followed by Athletic programs. Beyond these programs, comparison is difficult because the Council survey did not include specific responses for Forestry or for the Cemetery activities performed by the Parks Department.

Public Safety

The public safety question in the Guiding Principles Survey included services provided by three departments: Fire, Police and EMS. In the Guiding Principles Survey the following were identified as the top three public safety priorities over the next 2 years:

- The City’s overall efforts to prevent crime
- The overall quality of local police protection
- Visibility of police in neighborhoods/how quickly police respond to emergencies

Since service areas are made up of multiple programs, the top ten programs as determined by their combined BSA and GP score are shown below. Bold text indicates service area priorities from the Council survey. While Council priorities focused on Police Services, top scoring programs through the prioritization process also included Fire Services and EMS. Department directors were not limited to a two-year timeframe as the Council was in the survey so their scoring reflects a longer time horizon. In addition, the basic service attribute score reflects whether a program is revenue generating (Crime Free Housing pays for itself for example) and receives dedicated revenue (as does the Fire Department). Half of the programs listed below are in Quadrant 1 of the Priority Summary Matrix and half are in Quadrant 2.

Department	Program Name	BSA AVERAGE	GP AVERAGE	TOTAL
Fire	Fire Response	34.6	21.4	56.0
Fire	Fire Prevention	31.2	15.1	46.3
Fire	Fire Training	33.0	11.8	44.8
Police	Crime Free Housing	27.3	17.4	44.7
Police	Patrol	25.9	17.0	42.9
EMS	EMS Service	31.5	11.0	42.5
Fire	Fire Safety Prevention and Education	31.1	10.6	41.7
Police	Communications (Dispatch)	27.6	12.5	40.1
EMS	EMS Training	25.0	6.3	31.3
Police	Detention/Jail	23.2	7.2	30.4

City Maintenance

The city maintenance question in the Guiding Principles Survey included services provided by Public Works as well as Park Maintenance. In the Guiding Principles Survey the following were identified as the top three city maintenance priorities over the next 2 years:

- Streets
- Maintenance of stormwater infrastructure
- Maintenance of water/sewer infrastructure

The top ten programs as determined by their combined BSA and GP score are shown below. Bold text indicates service area priorities from the Council survey. Water and Wastewater programs received the highest scores because they are fee supported and they are critical to health, safety and welfare, both attributes included in the basic services scores. In addition, maintenance of infrastructure and fiscal responsibility are guiding principle so GP scores are high as well for water infrastructure. Overall, top rated programs are very consistent with the priorities expressed by aldermen in the survey. All of the programs listed below are found in Quadrant 1 of the Priority Summary Matrix.

Department	Program Name	BSA AVERAGE	GP AVERAGE	TOTAL
Public Works	Water Distribution System Operations	23.2	29.4	52.6
Public Works	Streets	31.4	21.0	52.4
Public Works	Water Treatment Plant Operations	23.2	28.7	51.9
Public Works	Wastewater Collection Operations	23.2	28.6	51.8
Public Works	Wastewater Collection Management	21.0	29.7	50.7
Public Works	Water Distribution System Management	23.2	27.4	50.6
Public Works	Easement Acquisition	32.5	15.9	48.4
Public Works	Project Inspections	25.7	18.8	44.5
Public Works	Stormwater Services	24.7	16.8	41.5
Public Works	Locate Services	27.9	12.7	40.6

Code Enforcement

The code enforcement question in the Guiding Principles Survey included services provided by Planning and Zoning. In the Guiding Principles Survey the following were identified as the top three code enforcement priorities over the next 2 years:

- Enforcing building codes
- Enforcing clean up of litter/debris on private property
- Enforcing property maintenance on residential property

The top programs as determined by their combined BSA and GP score are shown below. Bold text indicates service area priorities from the Council survey. In both the prioritization exercise and the Council survey, enforcement of building codes received the most emphasis. The other two Council priorities for this service area, involving clean up and maintenance of private property, fall under the Property Maintenance and Code Enforcement program. All programs listed are found in Quadrant 1 of the Priority Summary Matrix.

Department	Program Name	BSA AVERAGE	GP AVERAGE	TOTAL
Planning & Zoning	Building Code Plan Review & Inspections	30.2	16.5	46.7
Planning & Zoning	Residential/Commercial Occupancy	27.3	18.9	46.2
Planning & Zoning	Prop. Maintenance/Code Enforcement	25.7	18.3	44.0
Planning & Zoning	Current Planning & Dev. Review	23.5	19.2	42.7

Parks

In the Guiding Principles Survey, the following were identified as the top three parks priorities over the next 2 years:

- Maintenance of City parks
- Youth athletic programs
- Walking/Biking Trails

The top programs as determined by their combined BSA and GP score are shown below. Bold text indicates service area priorities from the Council survey. For Parks services, comparison between the Council survey and the prioritization exercise is problematic because the Council survey did not include all Parks programs. However, we can conclude with confidence that both the Council survey and the prioritization exercise, emphasized Park Maintenance the most followed by athletic programs. Support for Athletic programming (both youth and adult) is included in three programs listed below: Recreation, Family Sports Park and Aquatics. The Council survey also identified walking/biking trails among the top priorities. Support for walking and biking trails is included in the park maintenance program.

Department	Program Name	BSA AVERAGE	GP AVERAGE	TOTAL
Parks and Recreation	Park Maintenance	26.9	15.8	42.7
Parks and Recreation	Recreation	27.1	12.6	39.7
Parks and Recreation	Family Sports Park	25.9	12.3	38.2
Parks and Recreation	Forestry	19.0	15.2	34.2
Parks and Recreation	Cemetery	24.4	8.2	32.6
Parks and Recreation	Aquatics	21.7	8.3	30.0

APPENDIX