

CITY OF

BROKEN ARROW

Where opportunity lives

Strategic Action Plan
FY 2014-2016

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THE CITY OF BROKEN ARROW



(Top Row) **Councilman Johnnie Parks, Councilman Richard Carter**
(Front Row) **Mayor Craig Thurmond, Councilman Mike Lester,**
Councilman Jill Norman

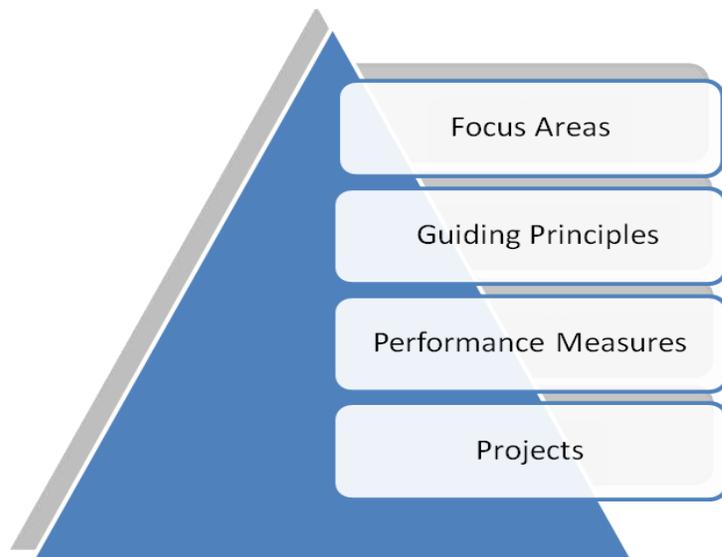
Thomas M. Moton
City Manager



Jeff Jenkins
Assistant City Manager

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INTRODUCTION

The City of Broken Arrow has received an exceptional rating from its citizens for the services it provides and the city organization. These results have been accomplished in an environment that has operated with staffing levels significantly below its comparable peers. The City's lean environment has provided very little time to plan strategically and address specific operational needs for improvement. City leadership has not had a tool for "managing the horizon" and looking at its long term needs for staffing, projects, policies and other key measures to continue its excellent record of providing services to citizens.

This Strategic Action Plan establishes a road map for activities and initiatives that will achieve the vision for the City and ensure that Broken Arrow is poised to capitalize on opportunities to advance key initiatives. This plan is a flexible tool to guide and assist decision-makers with proactive policy development, and to achieve results that will be enjoyed by current residents and future generations. The plan is designed to highlight key activities and goals for the city over a period of three fiscal years.

This action plan is aligned with many other planning documents used by the City. These current and future plans of the city can be linked to the focus areas, guiding principles and projects included in the strategic plan.

The Strategic Action Plan focuses specifically on activities outside of the day-to-day operational services that the City provides. The tactics included in the Strategic Action Plan are specific, measurable, on a timetable, and assigned to a responsible department/division within the City. The Action Plan may also be used as a mechanism to provide status updates on the progress of activities at regular intervals.

As the economy stabilizes and improves, the City now has a strategic compass to continuously make strategic decisions on maintaining and improving its Core Functions, City Organization, Employee Development, Financial Sustainability, and Sustainable Growth Opportunities.

THE STRATEGIC PLANNING PROCESS

The goal of the strategic plan is to build an alignment of strategies, projects and performance measures to address focus areas and core principles that are included in the this document. The development of a new strategic plan for the City of Broken Arrow has the following goals:

1. Focus on citizen expectations and priorities.
2. Build on the City's strengths and address opportunities for improvement.
3. Continue to provide an organizational environment committed to delivering exceptional service to citizens, promoting best practices, innovation and cost effectiveness.
4. Valuing employees and creating an exceptional work environment.
5. Evaluating "life cycle" costs of city initiatives and impacts on core services.

INTRODUCTION

6. Measuring city services for results.
7. Improving development, financial, human services and infrastructure policies, procedures and practices.

ENVIRONMENTAL SCAN

The key foundation to developing the strategic action plan was the Environmental Scan. An environmental scan was conducted from March 24 – April 7, 2014, to judge the current “condition” of the City and to provide important information and data from the Mayor and Council, and the Leadership Team to set the alignment and foundation for building the strategic plan.

Individual meetings were held with the Mayor, Council and the Leadership Team on Wednesday April 23 and Thursday April 24 to discuss the results of the Alignment, Strengths, Weaknesses, Opportunities and Threats (SWOT) surveys; Vision, Mission and Values Statements; and the Baldrige survey results. A confidential online survey was sent to the Mayor, Council and Leadership Team prior to these meetings to analyze the strengths and opportunities to improve the City, set priorities for the City, and to suggest strategic projects and performance measures.



LEADERSHIP TEAM

“the bad leader is he who the people despise; the good leader is he who the people praise; the great leader is he who the people say, “We did it ourselves”

— Peter M. Senge, *The Fifth Discipline: The Art & Practice of The Learning Organization*

The development of the City of Broken Arrow’s strategic plan was an inclusive process that involved extensive levels of leadership in the organization. Typically, strategic plans are developed in concert with the elected Board and senior leadership of the city. This excludes mid-level management that is critical for the success of the plan when “the rubber meets the road” and projects have to be successfully implemented. The disconnect that can sometimes develop between the goals of upper management and the implementation at the middle management and first line supervisor levels can result in significant time and energy to communicate the importance of the plan, in relation to other day to day priorities and inevitable emergencies that arise from time to time.



The Mayor and Council and City Manager Thom Moton recognized the need to make the city’s strategic plan a document all levels of leadership in the organization own. They involved the Leadership Team, comprised of senior managers, mid-level managers and first line supervisors, to develop the strategic plan. The Leadership Team was approximately 60 individuals that worked on developing the Focus Areas, Guiding Principles and the projects that are included in this document. In developing this document the Leadership Team of the city, for potentially the first time, started to recognize their connectivity with one another. Seeing the complete landscape of projects in this plan and what it will take to get them done was an excellent opportunity for the Leadership Team to build cohesion as a “real team”. In this process, the team discovered that they were no longer limited by the barriers of departments, but instead were able to work across these boundaries to continue to make Broken Arrow a premier community.



Broken Arrow is a lean organization, and the time commitment of the Leadership Team in developing this document is a real testimony to their desire to not just settle for being good, but to strive to be a great, organization. The “true north” on the compass has been set by the strategic plan for this journey. The Mayor and Council and City Manager’s support for this effort will ensure that the Leadership Team will reach the destination.

LEADERSHIP TEAM

Name	Title
James Annas Jr.	Assistant Chief, Fire
Steve Arant	Director, Street and Stormwater
Olen Bailey	Utilities Supervisor, Sewer
Rick Baker	Traffic Signal Manager, General Services
Scott Bennett	Police Major, Police
Brandon Berryhill	Deputy Chief of Police
Jeff Bigby	Stormwater Manager
David Blue	Events Coordinator
David Boggs	Chief of Police
Mike Bradley	Fleet Manager, General Services
Liza Bryce	City Clerk & Municipal Court Clerk
Derriel Bynum	Team Leader, Utilities - Water
Bill Cade	Sanitation Manager, General Services
Tom Caldwell	Director, Finance - Accounting
Barney Campbell	Assistant Utilities Director, Utilities - Water
Tom Cook Jr.	Controller, Finance - Accounting
Anthony Daniel	Utilities Director, Utilities - Water
Farhad Daroga	City Planner, Development Services - Planning
Larry Dearing	Construction Division Manager, Eng Construction
Roger Edwards	Building Maintenance Manager, General Services
Scott Esmond	Director of Parks & Recreation, Parks - Park & Rec
Tom Evans	Utilities Supervisor, Utilities - Water
Richard Fisher	Fire Training Major, Fire
Russell Gale	Human Resources Director, HR
Russell Gray	Development Services Manager - One Stop

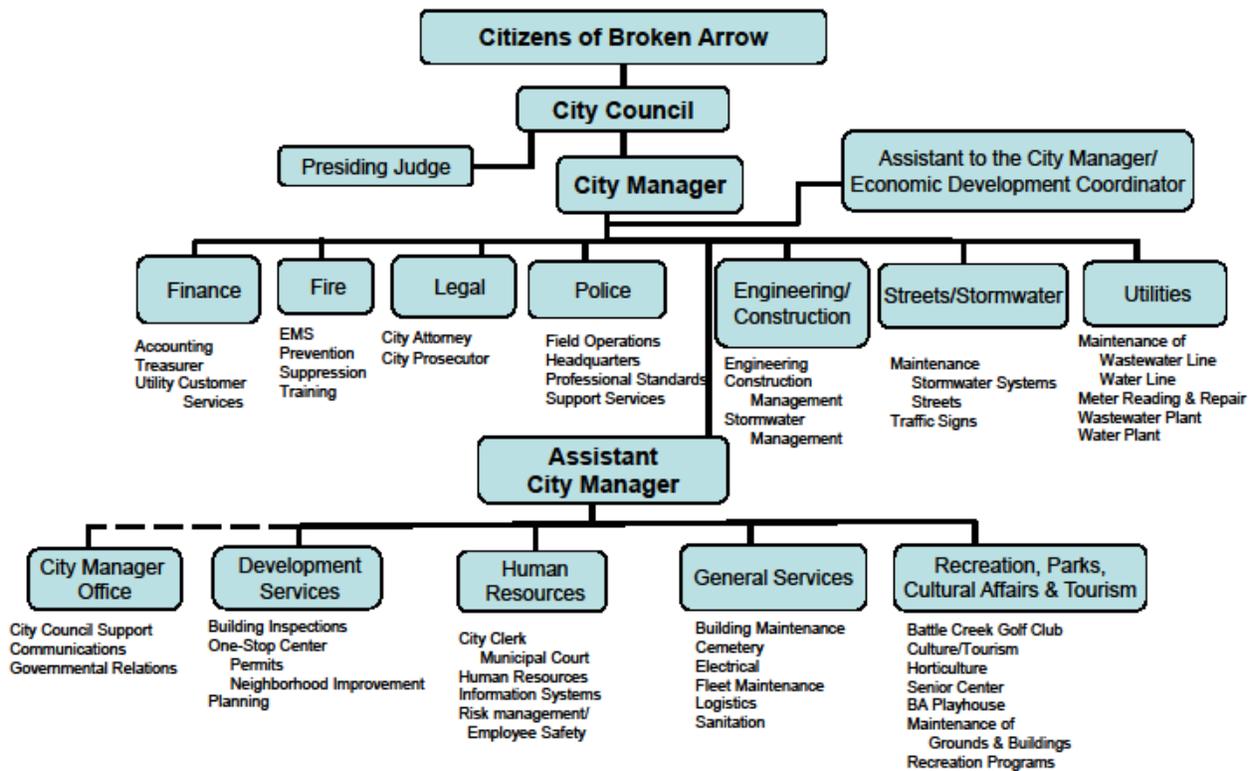


LEADERSHIP TEAM

David Handy	Waste Water Plant Manager, Utilities - Waste Water
Jerry Hanewinkel	Utilities Supervisor, Utilities - Sewer
Pat Harrison	Purchasing Manager, General Services
Jay Heinrichs	Finance Services Manager, Finance - Accounting
Jimmy Helms	Water Plant Manager, Utilities
Tom Hendrix	Acting City Engineer, Eng_Construction
Lori Hill	Director of Tourism, Parks - Farmer's Market
Phil Hink	Parks Maintenance Manager, Parks - Park & Rec
Lindi Hoyt	Deputy Court Clerk
Roger Hughes	Acting City Engineer, Eng Construction
Mark Irwin	Major, Police Officer, Police
Steven Jarrett	Acting Chief, Fire
Jeff Jenkins	Assistant City Manager
Tom Kimbrough	Crew Supervisor, Utilities - Sewer
Deano Klein	Sexton, General Services - Cemetery
Ryan Lawson	EMS Training Major, Fire
Kevin Marks	Police Major, Police
Jannette McCormick	Compensation and Benefits Manager, HR
Shannon McKee	Plant Mechanic, Utilities - Waste Water
Thomas Moton Jr.	City Manager
John Myers	Stormwater Superintendent, Stormwater
Lesli Myers	Deputy City Attorney, Legal
Philip Reid	Acting Assistant Fire Chief, Fire
Thor Rooks	Acting Recreation Division Manager
Michael Skates	Director of Development Services - One Stop
Larry Springs	Street Superintendent, Street
Norman Stephens	Economic Development Director, City Manager
Stephen Steward	Director of Information Services
James Suddath	Deputy Chief, Fire
Paul Thompson	Fire Marshal, Fire
Steven Torres	Risk/Safety Manager
Beth Anne Wilkening	City Attorney, Legal
Joe Williford	Chief Building Inspector, Development Services
Lauren Wilson	Pretreatment Coordinator, Utilities - Waste Water
Lee Zirk	General Services Director, General Services - Admin

ORGANIZATION CHART

**City of Broken Arrow Organization Chart
FY 2014-15**



General

The City of Broken Arrow, Oklahoma is primarily located in southeastern Tulsa County, the second most populated county in Oklahoma. A portion of the City also lies in Wagoner County adjacent to Tulsa County. The 2010 Census reports the population of the City at 98,850, an increase of 32.05% over the 2000 population of 74,859, making Broken Arrow one of the fastest growing incorporated municipalities in the state. The 2010 Census populations for Tulsa County and Wagoner County were 603,403 and 73,085, representing an increase over the 2000 population of 7.1 2% and 27.12%, respectively.

Broken Arrow was originally platted as a township in 1903 and operates under a Council-Manager form of government. The City is located adjacent and southeast of Tulsa, Oklahoma, along the Broken Arrow Expressway that connects Tulsa with the Muskogee Turnpike, the main route to Interstate 40 and points eastward. Broken Arrow encompasses approximately fifty-five square miles.

The legislative and policy-making body consists of a five-member City Council, elected by wards with staggered terms for a period of four years. The Mayor is elected within the Council membership. The City Manager is responsible for the day-to-day operations of City government.

The major public school system in the City is the Broken Arrow School District (Tulsa County Independent School District No.3) with an enrollment of just over 16,700 students. The school system is comprised of fourteen elementary schools, five middle schools, two intermediate high schools and a senior high school. A portion of the City also overlies the Union Public School District that has approximately 15,000 students. Higher educational opportunities are available nearby in the City of Tulsa, including the University of Tulsa, Tulsa Junior College, Oral Roberts University as well as branches of other Oklahoma colleges and universities. In August 2001, Northeastern Oklahoma State University opened its Broken Arrow Campus.

Medical facilities available to the community include the recently opened St. John Broken Arrow Hospital. The facility is affiliated with St. John Health system in Tulsa, a major regional medical facility.

The major area employers for the City of Broken Arrow are presented below.

CITY OF BROKEN ARROW

Major Area Employers

	TYPE OF BUSINESS	# EMPLOYED
1. Broken Arrow Public Schools	Public Education Services	2,090
2. Walmart Stores	Retail	900
3. Flight Safety International	Flight Simulators	715
4. City of Broken Arrow	Government Services	661
5. Zeeco	Industrial Gas Burners	487
6. Oklahoma Healthcare Services	Home Health & Infusion	460
7. Exterran Inc.	Gas Processing & Treating Plants	350
8. MicahTek, Inc.	Data Processing & Preparation	350
9. McDaniel Technical Services	Engineering Services	325
10. AG Equipment Company	Wholesale Industrial Machinery & Equip	322

Source: Broken Arrow Economic Development Corporation

VISION STATEMENT

The City of Broken Arrow will set the standard by providing the best municipal programs and services in our region, while promoting a positive environment for families, businesses, community organizations and visitors. Broken Arrow will continue to be a community that we are proud to call home.

Explanation:

The City's *Vision Statement* focuses the effort of the entire organization on a desired direction. The *Vision Statement* can serve as a strong motivational tool for managers and employees so that all see the purpose and meaning of our jobs. It is a future-oriented statement that provides a goal to reach for.

The City of Broken Arrow will set the standard by providing the best municipal programs and services in our region...

The leaders of the Broken Arrow municipal organization desire to set a lofty standard. We want to establish goals that will take hard work and perseverance to attain. Some of our programs and services are already judged at or nearly the best in the State of Oklahoma. In order to set high expectations, we want to be the best not only in Oklahoma, but also in the region.

...while promoting a positive environment for families, business, community organizations and visitors.

It is important that the City serve all sectors of the community. The City will provide a healthy and safe environment that continues to attract more families. Business will be encouraged to start up, locate or grow here. The City will support community organizations such as social service agencies, clubs and churches in their efforts at community betterment. Visitors to Broken Arrow will find a variety of attractions and will be welcomed to our community.

Broken Arrow will continue to be a community that we are proud to call home.

Broken Arrow is currently home to over 102,000 residents. It is attractive for many reasons, some of which are low crime, good schools and affordable housing. Broken Arrow has a downtown, is easy to get around in and is clean. There are many reasons to like living in Broken Arrow. As Broken Arrow continues to grow, and its population, housing mix and land uses diversify, it will retain the characteristics that make it an attractive residential community.

MISSION STATEMENT

The Mission of the City of Broken Arrow is:

- To lead with Character and Excellence;
- To provide Exceptional Services in a Responsive, Caring Manner with a Professional Attitude;
- To establish an environment that fosters growth and enhances the quality of life for all citizens.

Explanation:

Our *Mission Statement* captures the purpose of the organization today. The Statement represents a commitment to our stakeholders and communicates the ideals of the City organization. The Statement will help guide "internal" decisions and focus the efforts of the entire organization.

To lead with character refers to all the traits that make up good character and that the City will be incorporating a character program within the organization. Excellence is an attitude that is pervasive in the organization. We strive to excel in all we do.

We provide services that exceed expectations in terms of quality and quantity. We listen and respond to the needs of the community. We care about and serve our citizens. Our demeanor is always professional: we know our jobs and perform them according to City policies and standards.

Growth is a key element in the character of Broken Arrow. We see as a primary responsibility maintaining Broken Arrow as an attractive place to live and work and raise a family. We need to continue to provide an environment that encourages different types of growth, that is, office, commercial and industrial development in addition to residential. Enhancing the quality of life for all citizens means listening to and understanding citizen's wide ranging needs and issues and being responsive in addressing them.

CORE VALUES



EXCELLENCE



CHARACTER



LEADERSHIP

Our *Core Values* describe what the City organization values. They define our ethical behavior and represent criteria upon which decisions can be evaluated.

Excellence refers to an attitude that is pervasive in all we do. We strive to excel in our provision of programs and services, to do and be the best we can. Superior quality is our goal.

Character encompasses all the many traits that make up good character. It also refers to the Character program that the City adopted several years ago and incorporated into everyday work habits.

Leadership relates to the value of striving to be the organization that others look to for solutions. We want to be on the cutting edge in terms of resolving problems, finding innovative and creative solutions. The City government organization will take charge and guide the community into the future.

STRATEGIC FOCUS AREAS AND GUIDING PRINCIPLES

Definitions

Strategic Focus Area – This is the intersection of the City’s Mission, Vision and Values with the needs of its residents and the City’s organizational competency. These focus areas are designed to keep the organization’s priorities from getting distracted by what may appear to be competing opportunities. This strategic focus will drive policy decisions and priorities for the city.

Guiding Principles – The strategies guiding the consistent execution of projects, policies and programs that continuously work toward achieving the goals expressed in the strategic focus areas.

Strategic Focus Areas and Guiding Principles



Strategic focus is a systems view that is consistent with several similar concepts such as: Peter Drucker's *theory of business*, Gary Hamel and C.K. Prahalad's *strategic intent*, Jim Collin's *Hedgehog Concept*, and Michael Porter's *fit and position*. The four “systems” views that should drive every organization are: purpose, function, process, and structure.

The strategic focus areas will tie to three of these – The city’s Mission, Vision and Core Values, one of the foundations for the focus areas, tie to **Purpose**; the needs of the city, which are articulated in the focus areas are linked to **function**, and the organizational competency expressed in the focus areas are aligned with **Process**. **Structure** is not related to an element of the strategic focus areas or goals, because structure answers the "how" question. The purpose, function, and process elements are essentially ""what"" questions. In strategy development, the “what” questions drive the "how" question. The “How” is represented by the guiding principles under focus area. Although an organization can operate without this strategic focus, there is strong evidence to indicate that organizations that develop and have the discipline to adhere to a strategic focus have significant long-term sustainability.

STRATEGIC FOCUS AREAS AND GUIDING PRINCIPLES

City of Broken Arrows Strategic Action Plan was created by using the information contained in the environmental scan to create five strategic focus areas to serve as a foundation for specific initiatives and activities over a three-year period to advance these priority areas. The Strategic Focus Areas were developed through consensus of the Leadership Team in May, 2014. While there are many existing programs and practices that support these focus areas and goals, the Strategic Action Plan is intended to highlight key elements and activities of City's operational plans.

Strategic Focus Areas



1. Fiscal Sustainability

The City of Broken Arrow will maintain a strong financial environment that is structurally balanced and transparent to all stakeholders. The city shall bolster financial policies, procedures and practices that support core services that provide an outstanding quality of life and a rewarding and productive work environment for its employees. In order to effectively manage its fiscal and human resources, the City will implement recognized best practices and policies and benchmark its financial condition and metrics to peer communities for evaluation and continuous improvement.



2. Economic Growth

The City of Broken Arrow will seek to develop a sustainable, diverse, high quality destination community, and will foster local job growth through the strategic pursuit of high-paying industries consistent with its economic development goals. Business investments and sustainability will be fostered through streamlined development processes and procedures. The City will continue to provide an environment that encourages growth.



3. City Organization

The City of Broken Arrow will implement programs and develop projects aimed at providing exceptional municipal services that rival comparable, benchmark cities. Elected officials and city leadership value city employees and will provide compensation, benefits and a working environment sufficient to attract and retain a professional, honest, and dedicated workforce. The City of Broken Arrow and its employees are committed to providing excellent service at an exceptional value to its citizens.



4. Community Quality of Life

The City of Broken Arrow will provide a healthy and safe community that continues to attract citizens in various stages of life, foster growth, and enhance the quality of life for all citizens. The City will implement programs and projects that create a clean, safe, and sustainable environment while providing gathering places and events where the community can come together. Sustainable relationships with the community will be cultivated through citizen engagement, outstanding customer service, and clear, open communication.

STRATEGIC FOCUS AREAS AND GUIDING PRINCIPLES



5. Infrastructure

The City of Broken Arrow will identify and implement programs and projects for maintaining our existing infrastructure. The City will strategically plan for future infrastructure needs that support the community's quality of life and economic development goals. Future and existing infrastructure needs will consider short and long term goals and sustainability.

The following pages reflect the principles and actions under each strategic focus area. The Responsibility column reflects the division or manager to oversee the project. The Time Frame column reflects when the initiative will be underway and not intended to reflect a completion date.

FISCAL SUSTAINABILITY



Guiding Principle 1: Demonstrate fiscal responsibility through sound financial policies, procedures and budgeting practices. The city will maintain financial standards of excellence that meet the benchmark for financial reporting requirements established by the Governmental Finance Officer Association (GFOA) and the Government Accounting Standards Board (GASB).

Action Item	Description	Responsibility	Timeframe
a. Implement GFOA standards for budget and financial reporting	Improve transparency of city financial condition and benchmarking	Finance	FY 15-16
b. Review current practices and revise to provide maximum transparency to stakeholders	Improved transparency model to meet sunshinereview.org ratings	Communications Dir. (CM)	FY 15-17
c. Global review and update of fees and income. Manual of fees	Improved revenue streams	City Manager	FY 15
d. Establish a policy regarding fee waivers	Review current practices and update	City Manager	FY 15
e. Develop and Implement best practices and financial policies	Research and adopt best practices & policies	Finance	FY 15-16

Guiding Principle 2: Implement business processes and efficiencies to streamline the costs of government. Identify the cost of services and implement cost recovery policies.

Action Item	Description	Responsibility	Timeframe
a. Identify new revenue streams. Improve transparency of city financial condition and benchmarking	New revenue sources are needed	City Manager - All	FY 14
b. Consider flat rate utility fee for food establishments	Fees on fats, oils and grease and go to BAMA for costs	Utilities	FY 15
c. Study EMS cost of service	Evaluate current EMS cost of service	Finance	FY 15
d. Evaluate internal cost savings opportunities	Evaluate current practices and revise - program evaluation	Human Resources	FY 15-16
e. Implement project based budgeting	Budgeting by projects and/or budgets	City Manager	FY 17



Guiding Principle 3: Implement a proactive staffing plan that allows the city to maximize recruiting, training, development and retention of a highly skilled workforce.

Action Item	Description	Responsibility	Timeframe
a. Plan for employee recruiting, development, retention & evaluations	Review legal aspects, current practice, and revise to meet community demands	Human Resources	FY 16

Guiding Principle 4: Implement innovative technology initiatives to support city business processes, customer service and encourage public-private partnership investments and opportunities.

Action Item	Description	Responsibility	Timeframe
a. Evaluate feasibility of creating broad range utility provision including solar, windmill, etc.	Seeking to off-set municipal utility use	City Manager/General Services	FY 16-17

Guiding Principle 5: Maximize city resources and address regional issues by creating and pursuing opportunities for collaboration and partnerships.

Action Item	Description	Responsibility	Timeframe
a. Garnish tax refunds and attach to other civil processes for unpaid civil penalties	Legislative change to allow practice	Legislative Liaison	FY 16-17





Guiding Principle 1: Establish a long-range planning vision e.g., comprehensive plan, water and sewer master plan, transportation master plan, land use plan, that incorporates citizen and stakeholder input for strategic economic development, infrastructure and budget planning.

Action Item	Description	Responsibility	Timeframe
a. Storm water management	“Stoneridge”/Elm drainage	Engineering & Construction	FY 15-16
b. Develop East BA water system policy/legislation	Meet fire suppression needs	City Council	FY 18-19
c. Update Comprehensive Plan	Current data from 1995, adopted 1997	Development Services	FY 17-18
d. Water/Sewer Study	“Old Town” district and identify other life cycle challenges	Utilities/Engineering & Construction	FY 14-15
e. Enhance Regional Collaboration	Water, tourism, development	Economic Development (CM)	FY 19-20

Guiding Principle 2: Focus on strategic economic development pursuits that will increase local jobs, create demand for supporting businesses and generate additional revenue.

Action Item	Description	Responsibility	Timeframe
a. Design and construct a conference center	Enhanced Tourism/Econ Development	C.M. office	FY 15-16
b. Continued implementation of Master Plan for access, cultural and recreational aspects	Chisholm Trail Park	RPCAT	FY 17-18
c. Recruitment	Regional Retail Destination	Economic Development	FY 15-16
d. Study the extension of Main St.	North to BA Exp.	Economic Development	FY 19-20



Guiding Principle 3: Foster support of local businesses through the quality service program, to ensure city policies and priorities support their long-term success.

Action Item	Description	Responsibility	Timeframe
a. Focus on Rose District	Increase outreach	Economic Development/CM	FY 15-16
b. Focus on Large Employers/Manufacturing	Increase outreach	Economic Development/CM	FY 15-16

Guiding Principle 4: Refine and expand the economic gardening strategy with local Main Street businesses to ensure economic sustainability through the creation and implementation of a Main Street business district.

Action Item	Description	Responsibility	Timeframe
a. Pursue Main St. Sustainability through business improvement district	Main St. Business District	Economic Development /BAEDC	FY 15-16
b. Design & Construction	Streetscape IV	Engineering & Construction	FY 18-19

Guiding Principle 5: City departments will collaborate to actively encourage and support local economic growth through efficient policies and procedures.

Action Item	Description	Responsibility	Timeframe
a. Develop, refine and improve internal departmental interaction.	Facilitate new development policies and procedures to aid development	Economic Development (CM)	FY 14-15



Guiding Principle 1: Establish and develop initiatives to foster clear, effective, and transparent communication.

Action Item	Description	Responsibility	Timeframe
a. Establish quarterly meetings with employees from City Management (CM, Dept Dir)	Improve communication with employees to update them on current events	All	FY 14-15
b. Install Electronic Message Boards	Install and utilize Electronic Message Boards for communication of information to employees	Human Resources	FY 15-16
c. Survey employees to determine preferred methods of communication	Conduct an in-depth analysis and survey of employees to determine which methods of communication are most effective	Human Resources Department	FY 14-15
d. Evaluate technology resources	Analyze and evaluate technology resources to determine multiple, effective methods of communicating with employees	Human Resources	FY 15-16
e. Communicate changes and trends in the law	Provide oral and written information to employees on changes and trends in the law through periodic department-specific training and newsletters	Legal Department	Ongoing
f. Institute an employee newsletter	Provide employees with a monthly newsletter	Director of Communications	FY 15
g. Develop a comprehensive employee communication plan	Improves employee knowledge and awareness	Director of Communications	FY 14-15



Guiding Principle 2: Ensure employees have the necessary intellectual and physical resources to efficiently and effectively perform their jobs and provide excellent customer service by empowering employees to make decisions and create and maintain a culture of ownership.

Action Item	Description	Responsibility	Timeframe
a. Empower employees	Train managers on effective methods to empower employees	Human Resources	FY 15-16
b. Evaluate the City's organizational structure and resources to ensure effectiveness	Evaluate the structure of the City to ensure that depts are operating effectively	City Manager– perhaps outside consultant	Ongoing
c. Evaluate City Wide Training Programs	Mandate formal and informal training opportunities for employees to meet or exceed minimum standards	Human Resources	FY 15-16

Guiding Principle 3: Implement programs and develop projects that create a professional, safe, value-oriented, responsive work environment with opportunities for education, advancement, job fulfillment, and accountability.

Action Item	Description	Responsibility	Timeframe
a. Develop and Implement a succession planning program	Obtain independent consultation and follow through with recommendations for succession planning	Human Resources	FY 15
b. Update the classification and compensation system	For non-union employees. Last study conducted in 2006	Human Resources	FY 15
c. Develop and Implement a new performance evaluation system	Implement a new performance evaluation system, train all employees and managers on its use, and require implementation	Human Resources	FY 15



Guiding Principle 4: Provide programs, gatherings, and opportunities to create a sense of community cultivated through effective communication, employee and citizen engagement.

Action Item	Description	Responsibility	Timeframe
a. Provide funding for employee activities	Host quarterly events and activities to bolster employee morale	Human Resources	FY 16-17
b. Enhance participation in public events between city leaders and the public	Provide opportunities for elected officials, department directors, and managers to interact with the public	Communications (CM)	FY 15-16

Guiding Principle 5: Promote a climate of mutual understanding and respect. Articulate clear management objectives to employees and promote a culture of trust, ethical behavior and cooperation between all work groups.

Action Item	Description	Responsibility	Timeframe
a. Re-evaluate the City's ethics policy	Re-evaluate the City's ethics policy and ensure compliance	Legal	FY 15
b. Encourage employee participation in professional organizations	Encourage employee participation in professional organizations that provide opportunities for access to information and training	All	Ongoing





Guiding Principle 6: Develop systems, policies and training that promote continuously improving governance and teamwork between the council and city manager, and between the city manager and the leadership team.

Action Item	Description	Responsibility	Timeframe
a. Encourage teamwork within all aspects of City government	Encourage an environment of teamwork, professionalism and responsiveness	All	Ongoing
b. Ensure continuity of operations through Standard Operating Procedures, policies and administrative procedures	Written documentation of “how” the work is completed in the event of unplanned vacancies	All	Ongoing





Guiding Principle 1: Support and create partnerships with all educational institutions and local school leadership. Provide youth development programs to ensure quality educational and recreational opportunities for local youth.

Action Item	Description	Responsibility	Timeframe
a. Initiate dialog with Coweta, Union and Bixby School Districts	Shared resource opportunities through building relationships	City Manager /Recreation, Parks and Culture	FY 15-16
b. Explore Tulsa and Wagoner County Parks Partnership	Regional park planning	City Manager /Recreation, Parks and Culture	FY 14

Guiding Principle 2: Create an enhanced connection with neighborhoods through focused outreach and strategic utilization of various communication methods.

Action Item	Description	Responsibility	Timeframe
a. Develop Marketing plan to promote City services and programs	Create marketing plan that utilizes social media, website, and public television station to communicate City services and programs	Communications (CM) Human Resources (IS)	FY 15-16

Guiding Principle 3: Identify and improve city business processes, methods and programs that ensure a safe community.

Action Item	Description	Responsibility	Timeframe
a. Develop Seasonal Education awareness programs	Proactively communicate upcoming community needs	Fire Department	FY 14-15



Guiding Principle 4: Support initiatives, programs, and events that enhance the quality of life for all citizens.

Action Item	Description	Responsibility	Timeframe
a. Enhance trail system	Connect trails throughout region and to local gathering places by incorporating INCOG and City Parks Master Plan	Recreation, Parks and Culture	FY 15-16 main trail plan (INCOG) FY 19-20 establish internal trail system
b. Attain Certified Healthy Community Designation	The OK Turning Point Council awards this certification to communities that strive to enhance the quality of life for its citizens	Human Resources (Tulsa Transit)	FY 15-16
c. Update the Parks Master Plan	Last plan was conducted in 2008	Recreation, Parks and Culture	FY 17-18

Guiding Principle 5: Foster environmentally conscious initiatives, city regulations and operations, which support a clean, well-maintained and sustainable community.

Action Item	Description	Responsibility	Timeframe
a. Graduated implementation of a recycle program (curbside and green waste)	Promote expanded recycling efforts, implement policies to reward businesses for recycling efforts and offer recycling program to citizens	General Services	FY 16-17 recycle center and business rewards 3+ for citizen program



Guiding Principle 1: Utilize best practices and industry standards to maintain the existing infrastructure assets to meet the requirements.

Action Item	Description	Responsibility	Timeframe
a. Conduct an Asset Condition/Value Assessment	Inventory Capital Assets & Condition. Consider ongoing program when complete	City Manager	FY 16
b. Conduct a Cost of Maintenance Analysis	Cost associated with Infrastructure Maintenance (sanitation)	General Services	FY 16
c. Create an Asset Maintenance Plan Update the Parks Master Plan	Identify Maintenance Requirements & Cost	Steering Committee	FY 16
d. Maintenance Plan Implementation	Maintain Assets	Individual Departments	FY 17-19
e. Conduct Risk Assessment	Predicting impact of not maintaining Asset	All	FY 15

Guiding Principle 2: Identify and adopt successful programs, technologies or resources to complement current operational practices that ensure the sustainability of existing and future infrastructure.

Action Item	Description	Responsibility	Timeframe
a. Incorporate into the CIP and budget an Asset Preservation Plan	Aggressive Preventive Maintenance Plan prevents premature life cycle end	General Services	FY 15
b. Implement and develop a “Complete Streets” policy to include all Applicable Infrastructure	Policy direction is needed to implement the program. Applicable infrastructure includes bike, pedestrian access, water, Sewer & Utilities	City Council – policy Engineering & Construction – implement	FY 15-17



Guiding Principle 3: Establish long-term planning, prioritization and replacement strategies for existing and future infrastructure while being financially sustainable.

Action Item	Description	Responsibility	Timeframe
a. Plan for including dark fiber conduit throughout the city	Increased capabilities for use of technology for city facilities	Informational Services	FY 14-15



PERFORMANCE MEASUREMENTS

A performance measure is a numeric description of an organization's work and the results of that work. Performance measures are based on data, and tell a story about whether an organization or activity is achieving its objectives and if progress is being made toward achieving policy or organizational goals. In technical terms, a performance measure is a quantifiable expression of the result of activities that indicate how much, how well and/or at what level services are provided during a given time period. Quantifiable means the description can be counted more than once or measured using numbers while results are what the city's work is intended to achieve or accomplish for its residents.



There are several reasons to measure, monitor and report performance of our work. There's an old saying, "if it's not measured it's not done". Performance measurement tells managers something important about the organization's services and processes. Performance measures are a tool to help understand, manage, and improve. In short, performance measurement provides data and information necessary to make informed decisions while providing a snapshot of current performance capabilities and the ability to track whether actual performance is getting better staying the same or getting worse over time. The best performance measures start

conversations about organizational priorities, the allocation of resources, ways to improve performance, and offer an honest assessment of effectiveness.

Although performance measures may have a number of characteristics, these have been established by the Governmental Accounting Standards Board and are used in almost every kind of performance audit. Performance Measures should be:

- **Relevant** measures matter to the intended audience, and clearly relate to the activity being measured. Logic models are a way of establishing relevant measures.
- **Understandable** measures are clear, concise, and easy for a non-specialist to comprehend. This applies to language used in the title and description, and to technical aspects of the measure.
- **Timely** measures have information available frequently enough to have value in making decisions.
- **Comparable** measures have enough data to tell if performance is getting better, worse or staying about the same. They also provide the reader with a frame of reference or context to tell if current performance meets or exceeds expectations.
- **Reliable** measures have data that is verifiable, free from bias, and an accurate representation of what it is intended to be.
- **Cost-effective** measures justify the time and effort to collect, record, display, and analyze the data given the measure's value. Another aspect of cost-effectiveness is feasibility. For instance, an ideal metric may require data collection, the scope and scale of which is far beyond its potential usefulness.

PERFORMANCE MEASUREMENTS

Performance measures may have other desirable characteristics, too:

- **Useful** measures help people doing the work understand what is happening with their business process, and how to get better results for customers.
- **Influence** relates to the ability of an agency to influence a measure, to “move the needle on the dial when they push on the pedal.” Some measures are important enough to society that we want to track them, even though a single agency’s influence on them may be difficult to discern. These are often called indicators.
- **Significant** measures are those that are most important to representing performance. For instance, we can measure an almost infinite number of things about our body (weight, bicep size, body mass, resting heart rate, etc.) but medical science has identified a significant few that are appropriate to use under given circumstances.
- **Feasible** measurable data is on hand or the department can reasonably expect to collect it.

Reference:

Government Accounting Standards Board (GASB), *Performance Reporting for Government, Characteristics Performance Information Should Possess*, adapted from GASB Concepts Statement No. 2, *Service Efforts and Accomplishments Reporting* (2008):
<http://www.seagov.org/aboutpmg/characteristics.shtml>

There are four types of typical performance measures that are quantifiable and results oriented:

- **Output Measures** (workloads)
 - The amount of work performed (bean counting)
- **Efficiency Measures**
 - Work performed vs. resources needed to do it
- **Outcome Measures** (effectiveness)
 - “Quality of performance” or achieving objectives
 - Response times, citizen satisfaction are examples
 - Productivity Measures
- **Combined efficiency and effectiveness** – rarely used

The Leadership Team will develop 3-5 performance measures for each department that meet the characteristics described above and tell the story of what they do for the city. Departments should focus on developing their own measures while keeping in mind the proposed strategic focus areas and guiding principles previously agreed upon. Below are examples of performance measurements for each strategic focus area to assist departments in developing their performance measures.

PERFORMANCE MEASUREMENTS

Fiscal Sustainability

- Compliance with newly established financial policies
- Five Year Revenue and Expenditure Projections, updated Annually
 - Monitor accuracy of projections
- GFOA Financial and Budget Reporting Awards – Annually
- Maintain City Reserve Fund Balance – Annually (Fund balance per capita)
- Cost of service and cost recovery policies

Economic Growth

- Sales tax revenues quarterly
- Number of new business licenses quarterly
- Processing time of plan reviews and permits
- Number of new prospects opened compared to success rate

City Organization

- Annual Baldrige Survey Results
- Annual compliance with mandated training
- Number of internal communications to maintain “open book” management
- Bi-annual Citizen Satisfaction Survey and EE Satisfaction Survey (select metrics from surveys)

Community Quality of Life

- Types of calls for Public Safety services and location within city
- Cost effectiveness of Emergency Medical Services
- Crime statistics by FBI type
- Types and participation of recreational programs
- Readership of City generated communications
- Effectiveness of environmental (including sanitation) programs
- Number of inspections – fire, building, code, etc.

Infrastructure

- Annual roadway condition reports
- Annual water loss
- Number, location and severity of water main breaks
- Cost effectiveness of each city owned building
- Cost effectiveness of city owned vehicle maintained roads-Annually
- Water service disruptions
- Sanitary sewer overflows (# of unpermitted discharges)

FOUR SQUARE MANAGEMENT

Building Collaborative Leaders Using Four Square Management

The City of Broken Arrow will be using the Four Square Management as a project-planning tool to implement strategic plan projects. The tool is designed to provide a checklist for the city management to use to make sure all aspects of implementing the projects successfully have been covered. The role of leaders has changed significantly. From the early days of Fredrick Taylor to the ground breaking works of Tom Peters and Jim Collins, defining leadership has been an evolving and difficult road to fully navigate. This evolution of leadership continues. Leadership for the 21st Century requires a focus on building collaborative strategies, systems and structures to address complex problems that are not completely linear in nature. Leaders in the past relied more on hierarchy and predictable approaches to address problems. As an example, the building of the infrastructure for the explosive urban and suburban growth after the Second World War was far less complicated than today's problem of balancing sustainability with the need for economic growth in communities. Problems leaders confront today require more collaboration success than in the past.

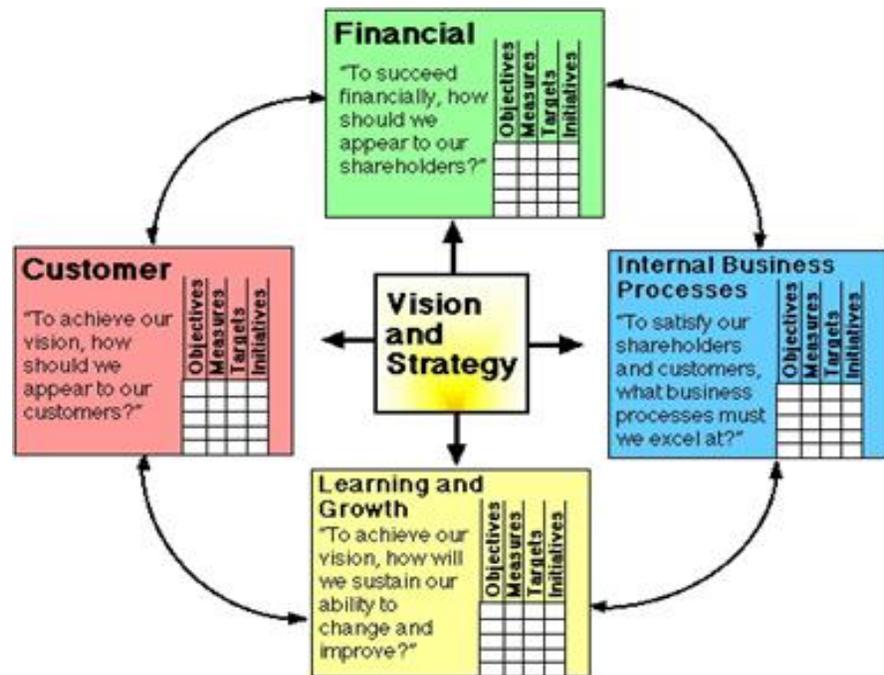
Making Leadership Work

Management and leadership are complicated and involve both strategic and tactical execution on new initiatives for success. In the early 1990s, private sector companies started to use the balanced scorecard to develop a more strategic approach to their operations. The balanced scorecard helps organizations improve the articulation and understanding of their strategies. The balanced scorecard provides a framework for building strategies, for addressing financial issues, customer service perspectives, creating internal processes aligned to customer needs and creating an environment supporting technology, organizational learning, and continuous change. The components of the balanced scorecard are:

- ❖ **Financial** – The strategy for improving revenue diversification and excellence in financial reporting.
- ❖ **Customer** – The strategy for improving customer service.
- ❖ **Internal Business Processes** – The strategy for creating efficient and effective internal processes focused on customer satisfaction.
- ❖ **Learning and Growth** – The strategy for creating an organizational climate that promotes change, innovation, and continuous learning.

FOUR SQUARE MANAGEMENT

Leaders in the public sector need a scorecard tailored to their unique needs and challenges. The scorecard should serve as a compass for aligning strategy with tactical implementation of new initiatives and promote collaborative decision-making. The vacuum that is often created without this alignment can result in new initiatives that create unexpected consequences when implemented. A



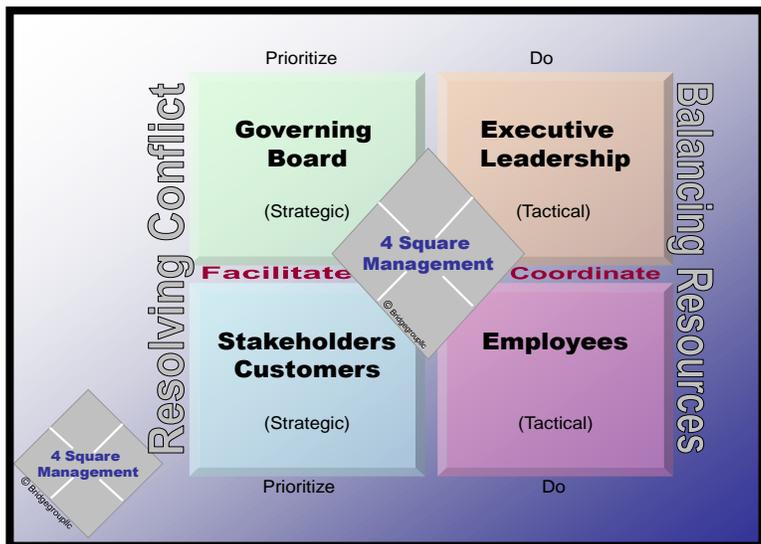
simple, but impactful example of unexpected consequences is when a governing board acts on a policy, but the staffing and long-term financial resources to effectively implement the policy are not considered. Using a tool that provides a clear compass to guide an organization through avoiding the potential pitfalls of these unintended consequences is critical to more effective governance.

Staying on course is not easy in the public sector. Public sector environments have significantly more transparency than the private sector. The actions of governing boards that direct management are conducted in a proverbial "fish bowl" of public opinion, which is increasingly being shaped by print and social media. This can result in reactionary, instead of strategic decisions. Four Square Management provides a checklist for public sector leaders to use as a compass when developing and implementing new initiatives. The key to success when implementing new initiatives is finding the balance among:

- ❖ Stakeholder/customer expectations
- ❖ Governing Boards desire to meet those expectations through policy direction
- ❖ Capacity to implement the policy
- ❖ Capacity of members to execute the policy for the stakeholders/customers

FOUR SQUARE MANAGEMENT

Four Square Management is a tool to strategically and tactically guide the city through a measured process of improving the effectiveness of implementing new initiatives or projects. How does Four Square Management work? Prior to implementing any new initiatives, the following questions should be addressed under each of the categories:



Stakeholder/customer expectations

- ❖ Is this initiative consistent with our Vision and Mission statement?
- ❖ Is it one of our stated priorities or strategic focus areas?
- ❖ Does it resolve an immediate and pressing problem that is appropriate for the organization to address?
- ❖ If funding is involved, can this initiative be sustained over the next five years with other competing budget priorities?

Governing Board's desire to meet those expectations through policy direction

- ❖ What are the outcomes we will use to determine if this initiative is successful?
- ❖ When will the initiative be reviewed to determine how it is being implemented?
- ❖ Do we have existing policy direction from an approved plan to undertake this initiative?
- ❖ What are the best practices for this initiative?

Management capacity to implement the policy

- ❖ Do we have the necessary operational procedures to implement the initiative?
- ❖ If the initiative requires technology, is it in place or do we have to purchase it?
- ❖ Is a performance measurement system in place to track the outcomes or results of the initiative?
- ❖ Do we have the necessary structure and supervisory capacity to implement the initiative?
- ❖ Do we need a field trip to an organization that has developed and implement the initiative?
- ❖ What are contingency plans if the initiative has problems while being implemented?
- ❖ What is our communication strategy for the initiative and the spokesperson?

FOUR SQUARE MANAGEMENT

Capacity of employees to execute the policy for the stakeholders/customers

- ❖ Has input from first line members been received on how to implement the initiative effectively?
- ❖ Is member training required to implement the initiative?
- ❖ How will implementing this initiative impact current work cycles for services?
- ❖ How will implementing this initiative affect timelines on implementing any other initiatives directed by the governing board?

The Four Square Management model can provide the platform for implementing a more collaborative approach for leaders. This simple template for governing boards and management to use should not delay the development of new initiatives. It will help to make sure the initiative has run the gauntlet for its successful implementation.

INTEGRATED STRATEGIC PLAN



The Mercer Group, Inc.
Consultants To Management

Innovative Approach for Developing Strategic Plan

Integrated Strategic Plan for:

- ✓ Linking the budget, staff work plan and performance measures to the plan.
- ✓ Using performance measures and any other unanticipated issues to update and adjust the plan annually

Integrated Strategic Plan



The strategic plan should be updated and reviewed annually during the budget development process. Projects in strategic plan requiring funding over the next fiscal year should be identified. Strategic work plan projects should also be updated and reviewed at this time. New strategic projects should also be identified and included in the work plan for the fiscal year or subsequent year. City performance measures should be reviewed and updated during this process.

In adopting the budget for future fiscal years, the City should include:

- ❖ Any strategic projects requiring funding
- ❖ The strategic staff work plan for the year included in the updated Strategic Action Plan
- ❖ Performance measurement adjustments included in the updated Strategic Action Plan

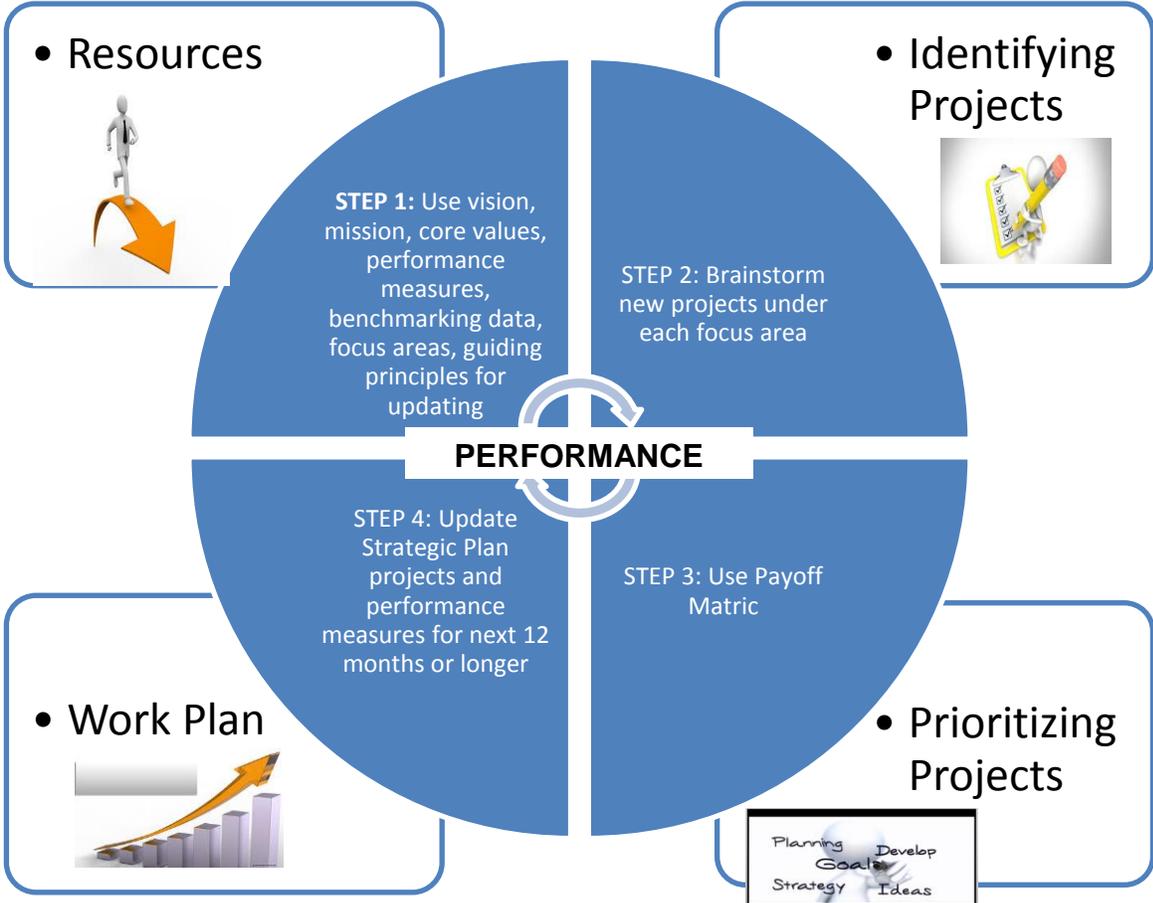
SUSTAINABLE STRATEGIC PLAN

The annual updating of the Strategic Action Plan is necessary to ensure continuous improvement that is aligned with the city’s Focus Areas and Guiding Principles. The Strategic Action Plan is a living document that can be sustained over time by the city as part of its annual budgeting process. The Sustainable Strategic Plan procedures provide a process for annually updating the plan.

The sustainable strategic plan relies on four simple steps.

- Resources- Use the vision and mission statements, focus areas, and performance data to provide information for brainstorming new projects under the plan.
- Identifying Projects- Under each one of the focus areas, potential projects for the next 12 months or longer should be identified through brainstorming. At this point all projects will be considered until they are prioritized.
- Prioritizing Projects- Using the Payoff Matrix and to prioritize the list of identified projects and determine the work plan for the next 12 months or longer.
- Work Plan- Projects in the work plan and current or new performance measures are finalized for the annual strategic plan update.

SUSTAINABLE STRATEGIC PLAN



SUSTAINABLE STRATEGIC PLAN

THE PAYOFF MATRIX

The “Payoff Matrix” provides a tool for identifying projects that are either easy or difficult to implement, but result in a high impact on the organization. The purpose of the matrix is to stay in quadrants 1 and 2.

	Easy to Accomplish	Difficult to Accomplish
High impact on the organization/community	1	2
Low impact on the organization/community	3	4