311 - CRM - CitiStat Initiative Framework

January 2004

EXECUTIVE SUMMARY

For the past few years, Mayor Newsom has led the City and County of San Francisco (City) in customer service and technology initiatives as a member of the Board of Supervisors. The Department of Telecommunications and Information Services (DTIS) is pleased to have the opportunity to partner with the Mayor's Office to make the proposed initiatives a reality.

More than a technology initiative, 311/CRM/CitiStat is a transforming organization-wide business strategy that requires a customer-centric view to business processes and service delivery. DTIS, as the City technologist, views these systems and projects as related efforts to use powerful technology tools and new management approaches to vastly improve:

1) Customer Service
2) Accountability
3) Resource Allocation and
4) Public Safety

This document is a high-level framework for implementing these initiatives. Based on the assumption that the Mayor is only interested in a best practices approach, the framework is based on the following vision:

Foundations
Appoint a Senior CRM/311 Manager in the Mayor's Office and an Executive Steering Committee capable of making binding decisions for city departments. The Executive Team will then identify an overall Project Manager.

Service Improvement/Analytics Phase
An iterative phased process as city departments join the CRM/CitiStat process in a rolling implementation. Departments define customers, service delivery processes, best practices, job roles, risks, and metrics to report to the Mayor through CitiStat.

CRM Adoption
The three city departments completing the previous phase will "graduate" to CRM adoption. They will complete the CRM technical analysis, and then implement the CRM functionality using a selected vendor solution. City departments will use a single platform for service requests and will begin reporting performance metrics to the Mayor through the CitiStat process.

311 Call Center Implementation
Design and build the 311 Call Center/Back-up 911 Center.

This framework is based entirely on industry best practices and lessons learned from other jurisdictions. It does not take into consideration money, timeline or resource constraints. Such issues of scope, funding and budget can only be appropriately addressed once the Senior 311/CRM Manager, Executive Steering Committee, and preliminary Project Team are in place.

BACKGROUND

As a member of the Board of Supervisors (BOS), Mayor Newsom has led and supported 311 and a Customer Relationship Management (CRM) strategy for nearly two years. Citistat is a separate but related management strategy and technology tool that the Mayor embraced after learning about the Baltimore Citistat system. Please see Appendix A for a comprehensive history of 311/CRM and Citistat in San Francisco.

DESCRIPTION OF SERVICES

Customer

For the purposes of this document, the use of the word "customer" refers to any citizen, business, or visitor who requests services from the City. This includes everything from e-mail inquiries from outside the City to a family in Hunter's Point requesting the City to fill a pothole.

311

In the late 1990's, the Federal Communications Commission (FCC) designated 311 for local governments to use as a non-emergency telephone number. By calling 311, citizens are able to access government information, resources, and receive assistance to non-urgent services. Many cities have implemented 311 with a variety of business models. This document assumes that the City will establish a physical 311 Call Center that will also service as a back-up 911 Call Center.

Customer Relationship Management (CRM)

A management philosophy, NOT merely a technology, CRM is the method that organizations use to manage all interaction with their customers. DTIS views and promotes CRM as a comprehensive customer-centric business process philosophy supported by software technology. CRM provides the tools to effectively manage information and resources (human and physical) and significantly improves customer satisfaction with the City's citizen services.

CRM includes an e-government component, linking access methods such as the City's website, kiosks, and interfaces to mobile phones and PDAs, among other things. CRM provides performance measurement and quantitative analysis of valuable data for request tracking, response times, and ultimately, clear indicators of customer satisfaction.

CRM tools provide the foundation for 311 services. When citizens call 311, the 311 operator will use a CRM software tool to establish the customer service request (i.e. fill the pothole, remove abandoned car, etc.), provide information, and track the resolution of the request. CRM tools also provide the capability for citizens to track their request on-line.

Citistat

CitiStat is an internal management and accountability strategy based on the CompStat crime analysis program pioneered in the New York City Police Department. Citistat was first implemented by Baltimore in 2000 and applies the CompStat data collection and service delivery analysis tools to city agencies. CitiStat technology integrates database, spreadsheet, and mapping software to collect and report essential data about delivery of city services. The management process includes data analysis of service delivery, meetings with key stakeholder to review department performance and planning for better resource allocation.

Initiative Framework

Initiative Overview

As the experience of other jurisdictions indicates, 311/CRM is a daunting and complex initiative because of the level of business change it imposes on an organization. A successful implementation requires four large scale projects:

a. The implementation of **CRM (Customer Relationship Management)** system that aims to standardize the customer service-related process.

b. The delivery of an organization-wide **performance reporting tool (Citistat**, to use Baltimore's terminology) able to standardize metrics collection and reporting.

c. The creation and building of **311 Call Center facilities** dedicated to housing the centralized customer service operations and enabled by state of the art telephony technologies.

d. The **System Integration** efforts necessary to integrated the CRM system with the many disparate back-end systems that the business units use. Without this integration work, the CRM implementation cannot provide accurate data and will fall short of delivering on the substantial promised cost savings.

To approach such a large scale initiative without a specific business strategy is a risky and costly exercise. In addition, organizations that consider CRM a technology project rather than a business strategy have historically failed to meet their objectives for implementing the program. This pervasive misconception, business strategy vs. technology, explains why multiple CRM customer surveys show a substantial lack of satisfaction about return on investment (ROI). The City can avoid this pitfall through best practice business planning and project organization.

Citistat and CRM

Building on best practices and lessons learned from Baltimore, DTIS recommends that CitiStat, as the internal management tool, be part of the entire CRM initiative in order to avoid multiple business processes analysis and ensure that the data gathering is as accurate as possible. Baltimore found that manually provided data was usually inaccurate – departments had incentive to tweak data to their benefit. However, a Citistat-like project could be conceived separately from the full CRM implementation.

Framework Overview

This section outlines a framework to take 311/CRM and Citistat from a strategy suitable to the City to the actual implementation. The framework includes four major phases:

Phase 1 - Business Strategy definition

Phase 2 - Business Design specification

Phase 3 - Technology Roadmap and RFP planning

Phase 4 - Implementation

Framework Methodology

Methodology is based on industry best practices and lessons learned from other jurisdictions. The framework outlines the very high level tasks that must be performed to ensure success.

Phase 1 - Business Strategy

1) Establish Governance (Mayor's Office)

- Appoint a **Senior CRM/311 Manager** within the Mayor's Office to oversee the initiative and execute the strategy.
- Create an **Executive Steering Committee** (ESC) to sponsor the initiative citywide and ensure that it meets the predefined objectives. The Mayor will act as the Chairman of the ESC.
- Identify and empower a dedicated Project Manager to create the cross-functional Project Team and coordinate the day-to-day operations.
- Partner with a management consulting firm to assist the City with a business strategy, outline funding needs and create a roadmap (Phases 1, 2 and 3).
- Communication from Mayor to department announcing the initiative, requiring cooperation, and requesting key contacts for the project.

2) Determine Strategic Fit (Project Team)

- Verify business drivers
  - improve customer service, back-up 911 center, accountability, etc.
- Outline opportunities for becoming more customer-centric
- Develop business model
- Identify critical success factors
- Develop business strategy

3) Outline Customer Processes (Project Team partnering with City Agencies)

- Identify current service offerings and channels for delivering these services
- Define customer processes
  - how do customers currently do business with the City?
  - how should customers do business in the future?
- Outline new customer lifecycle management
- Map business processes to customer lifecycle
- Map new customer lifecycle to CRM technologies
- Determine channel impact
  - impact of moving constituent from face-to-face interaction to web portal or Interactive Voice Response (IVR).
  - impact on employees, agencies and partners

4) Perform Financial and Risk Analysis (Project Team/Finance)

- Determine financial metrics
- Calculate return on investment (ROI)
- Identify and categorize risks
- Develop Risk Mitigation Plan
- Determine program budget

5) Create Business Vision Deliverable (Project Team)
- Plans, budgets, and reports become building block of Phase 2.

Phase 2 - Business Design

1) Situation Assessment (Project Team with City Agencies/Customer Service)

- Review existing city personnel assigned to telephone operator services
- Survey all existing city information telephone numbers
- Inventory all existing city web sites with government services
- Inventory all city walk-in information services
- Catalogue existing systems and equipment used to track and manage existing government information delivery

2) Identify High Level Requirements (Project Team with City Agencies)

- Collect requirements (services, channels, roles, skills, performance metrics)
- Determine requirements priorities
- Assess staffing and service redundancy and/or fragmentation across agencies
- Develop staffing study to transition existing staff into 311 service model
- Develop and design training program for 311 operators
- Identify legal and regulatory impacts

- Develop public information campaign to introduce 311 services to public
- Set standards or benchmarks for service performance
- Develop customer satisfaction surveys to assess performance

3) Facilities Planning (Project Team with DTIS and ECD)

- Develop cost estimates for facilities
- Develop cost estimates for equipment
- Develop implementation plan – construction schedules, equipment acquisition plan, system rollout

4) Gap Assessment (Project Team with DTIS and ECD)

- Assess service, channel, skills, roles gaps
- Assess governance structures
- Assess business process and organization gaps
- Determine strategies to address gaps

4) Create Business Design Deliverable (Project Team)
- Resource analysis, business needs, facilities and gaps between existing and desired services become foundation for Phase 3.

Phase 3 - Technology Roadmap

1) IT Planning (Project Team with DTIS and ECD)

- Review 311 service models (decentralized, centralized, call center, etc.) and recommend San Francisco model.
- Develop scope of work and specifications for 311 information systems (CRM, CitiStat and system integration)
- Map business requirements to information technology requirements
- Develop specification for facility and equipment requirements
- Define CRM Project Portfolio (define priorities and applications for CitiStat, data mining, etc)

2) IT Gap Analysis (Project Team with DTIS)

- Determine application portfolio gaps
- Determine technology infrastructure gaps
- Determine project portfolio gaps
- Prioritize gaps
- Identify sourcing alternatives for gaps
- Determine strategies to address gaps

3) IT Vendor Evaluation (Project Team with DTIS)

- Identify top CRM vendors
- Prepare evaluation criteria
- Evaluate vendor solutions

4) RFP Management (DTIS and ECD)

- Identify and establish the RFP project team
- Prepare and Issue RFP
- Assess RFP responses and select vendor partner
- Assemble external resources
- Procure technology components

5) Create Technology Roadmap Deliverable (Project Team)
- Technology roadmap is the last step before Phase 4 – Implementation.

Phase 4 - Initiative Implementation

1) Implementation Plan (Project Manager, Selected Vendor and DTIS)

- Outline roles and responsibilities
- Create project plan with milestones
- Determine department phased rollout schedule
- Resource assessment to support execution and rolling implementation

2) Implementation Roll-out (Project Manager, Selected Vendor and DTIS)

- Implement vendor CRM solution customized to fit each department and City's needs
- Train personnel to use the system

3) Call Center Facilities Build-out

APPENDIX A

311/CRM/Citistat BACKGROUND

March 2002   ***Original 311/CRM Proposal***

Former DTIS Director Liza Lowery and former ECD Director Thera Bradshaw researched and developed a proposal for a 311 call center and CRM strategy. DTIS and ECD presented the proposal to the BOS Neighborhood Services Committee chaired by Supervisor Newsom. The proposal called for a standalone 311 call center/back-up 911 center and a full citywide CRM implementation. The proposal also included a City Attorney opinion on options to fund a 311/CRM project.

April 2002   ***311 Budget Proposal***

DTIS and ECD submitted a budget request for $378,000 to develop a 311 proposal. The proposal covered DTIS resources for a preliminary technology roadmap, facilities planning and RFP development as well as one FTE Project Manager and consultant services.

Sept/Oct 2002   ***AB 1477 Designating 311 Non-emergency Number***

The City formally supported state legislation AB 1477 sponsored by Assemblyman Hertzberg. The bill designated "311" as the non-emergency number for every local jurisdiction and required the Department of General Services to aid local governments in developing 311 plans as well as establish technical standards. Further, this bill called for the adjustment of the 911 surcharge to fund a Nonemergency Telephone System. The bill was passed by both houses of the legislature on September 27, 2002 and vetoed by the Governor on October 14, 2002.

Oct 2002   ***311/CRM/Customer Service Legislative Analyst Report***

BOS Legislative Analyst released a report (OLA#: 019-02) in response to a request from Supervisor Mark Leno under File #0201047 analyzing the use of 311 services in other jurisdictions. This report recommended that the Board support DTIS and ECD in improving customer service and studying the possibility of a 311 call center. One of the key findings of this report was the significant investment required to implement a robust 311 solution.

Feb 2003   ***BOS 311 Status Memo***

DTIS and ECD responded to BOS Request Nos. 20030113-019 and 20030116-18 regarding the feasibility of establishing a customer service line for all departments as well as the status of 311. Based on the budget situation and resource constraints at the time, the staff response recommended the following strategy:

1) Implement web-based citizen request tools in the short term
2) Pilot with select departments and add departments in phased approach
3) Conduct public survey
4) Complete 311/CRM detailed implementation plan and RFP.

June 2003   ***Intro to Citistat***

Supervisor Newsom and other officials visited Washington, D.C. and learned about Baltmore's Citistat program.

Aug 2003   *DTIS 311/CRM Seminar*

DTIS held a 311/CRM seminar Constituent-Centric Government: Enhancing Customer Service via 311 and CRM for all interested parties to share knowledge and discuss best practices for CRM.

Sept 2003   *BOS City Services 311/CRM/Citistat Hearing*

Board of Supervisors City Services Committee held a hearing regarding Citistat and 311 pending resolutions. DTIS staff presented overview of Citistat. Because the two resolutions are related they were heard together and, therefore, Citistat became closely connected to 311/CRM, although the projects are somewhat different.

Oct 2003   *Citistat and 311/CRM Resolutions*

Board of Supervisors adopted Resolutions 694-03 and 695-03 urging DTIS "to investigate the feasibility of implementing a Citistat management strategy" and "to pursue all options necessary to develop a 311/Customer Relationship Management System."

Nov 2003   *CrimeMAPS*

DTIS, in partnership with the San Francisco Police Department and the Mayor's Office, implemented CrimeMAPS crime analysis and mapping tool. CrimeMAPS is similar to the Comstat crime analysis system implemented in other cities upon which Citistat is based. CrimeMAPS can serve as a model and foundation for San Francisco Citistat implementation.

Dec 2003   *Citistat Legislative Analyst Report*

The Legislative Analyst released Citistat Technology Systems report (OLA#: 021-03) in response to a request from Supervisor Newsom under File No. 031154. The OLA reviewed performance measurement systems in Baltimore, Chicago, New York, and Phoenix. The report found that a Citistat-type implementation in San Francisco would require strong executive support and a full assessment of current systems in order to determine feasibility. The Legislative Analyst also suggested that "San Francisco may set up a dedicated CitiStat office with a designated city official to oversee the management process and analysis."