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Audit Report

**Performance Audit of the
311 Customer Service Initiative**

May 25, 2010

Office of the City Auditor
Austin, Texas

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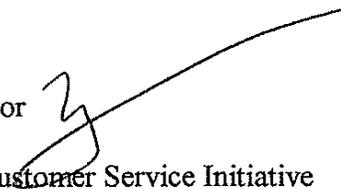


City of Austin



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Date: May 25, 2010
To: Mayor and Council
From: Kenneth J. Mory, City Auditor 
Subject: Performance Audit of 311 Customer Service Initiative

I am pleased to present this audit report on the City's 311 Customer Service Initiative. The City's 311 Call Center (the Center) provides citizens with a single point-of-contact for the City of Austin. 311 representatives are available 24 hours a day, 7 days a week to provide information on City programs and events and to enter service requests for a variety of issues.

We found that Citywide and AE surveys indicate that the majority of external customers are satisfied with the 311 Call Center; however, additional coordination and oversight are necessary to ensure effective completion of service requests. Based on our work, we recommend that the City Manager establish an executive-level sponsor of the 311 initiative and institute relevant performance measures to track resolution of service requests. We also recommend that 311 Call Center management standardize processes for departments to provide updates to the Center and increase coordination between the Center and other departments to ensure that citizens receive timely and accurate information.

We appreciate the cooperation and assistance we received from staff in the City Manager's Office and the 311 Call Center during this audit.

cc: Marc Ott, City Manager
Robert Goode, Interim General Manager, Austin Energy
Jawana Gutierrez, Vice President of Customer Care, Austin Energy
Joe Calabrese, Process Manager 311 Citywide Information Center, Austin Energy
Rolando Fernandez, Assistant to the City Manager

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COUNCIL SUMMARY

This report includes the results of our performance audit of the City's 311 initiative. Representatives at the City's 311 Call Center are responsible for responding to citizen inquiries, as well as entering and sending electronic service requests to the appropriate department for a variety of City services.

We found that City of Austin satisfaction surveys indicate that the majority of citizens are satisfied with the 311 Call Centers.

Because we found that inaccurate or incomplete information in the 311 system limits 311 representatives' ability to provide information to citizens regarding service requests, we recommend that management of the 311 Call Center:

- Establish guidelines for what departments should include when updating service requests;
- Develop standard definitions for service requests status options and periodically review departmental practices to ensure that practices align with definitions; and
- Work with Communications and Technology Management and departments to initiate, for frequent request areas, additional automated interfaces to reduce opportunity for errors, achieve near real time data availability, and increase staff efficiency.

Further, in order to increase effectiveness of the 311 initiative, we recommend that the City Manager establish accountability and coordination mechanism, such as:

- a. assigning an executive-level sponsor of 311;
- b. designating departmental liaisons for 311 matters;
- c. establishing a forum for liaisons to discuss 311-related issues and needs; and
- d. instituting performance measures to hold departments accountable for resolution of service requests.

Finally, because we observed that not all service requests created through the 311 system are resolved timely and effectively by departments, we recommend that the City Manager or designee work with 311 Call Center management and departments to develop interdepartmental controls and procedures for service request tracking.

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ACTION SUMMARY 311 CUSTOMER SERVICE



Recommendation Text	Management Concurrence	Proposed Implementation Date
01. Management of the 311 Call Center should establish and share guidelines for what departments should include when updating service requests in the 311 system, to ensure that 311 representatives have adequate information to update citizens on the progress of service requests.	Concur	December 2010
02. Management of the 311 Call Center should develop standard definitions for service request status options and periodically review departmental practices to ensure that practices align with definitions to ensure that information in the 311 system provides an accurate depiction of the status of service requests.	Concur	March 2011
03. Management of the 311 Call Center should work with Communications and Technology Management (CTM) and departments to initiate, for frequent request areas, additional automated interfaces to achieve a single point of entry for service request information to reduce opportunity for errors, achieve near real time data availability, and increase staff efficiency. Automated improvements should be designed to minimize upgrade costs and impact to citizen services.	Concur	December 2011

Recommendation Text	Management Concurrence	Proposed Implementation Date
04. The City Manager or designee should establish additional accountability and coordination mechanisms to improve effectiveness of the 311 initiative, potentially including: <ul style="list-style-type: none"> a. designating a liaison to 311 from the City Manager’s Office; b. designating departmental liaisons for 311 matters; c. establishing a forum for liaisons to discuss 311-related issues and needs; and d. instituting performance measures to hold departments accountable for resolution of service requests. 	Concur	December 2010
05. The City Manager or designee should work with 311 Call Center management and departments to develop interdepartmental controls and procedures to ensure that all requests received through 311 are addressed timely and accurately by departments.	Concur	October 2011

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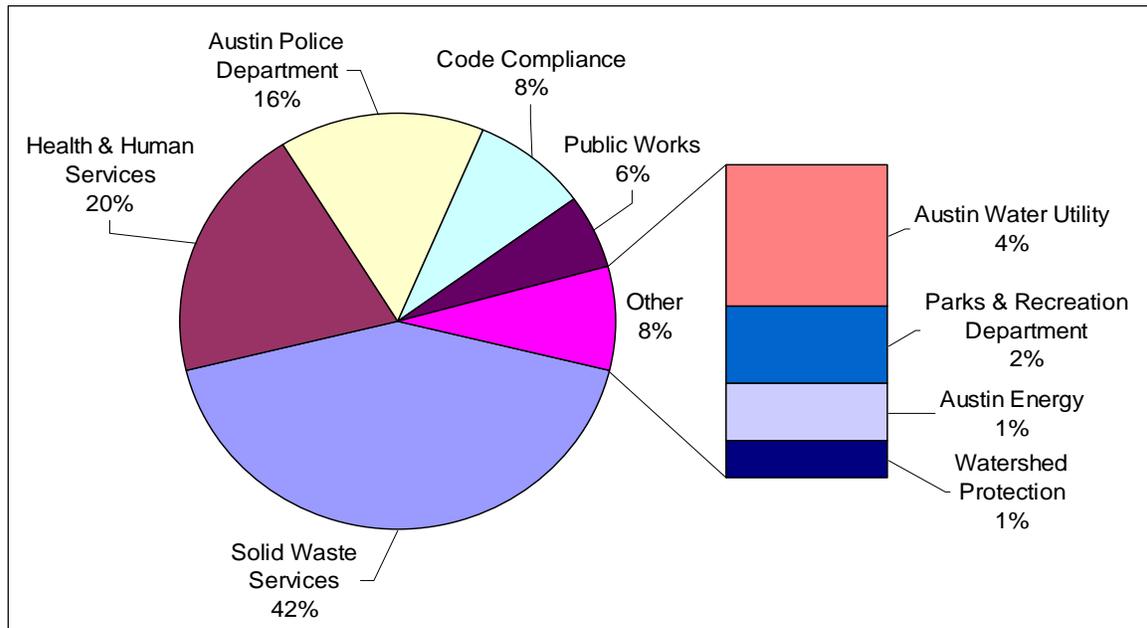
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BACKGROUND

Austin 311 Call Center (the Center), managed by Austin Energy, offers service 24 hours a day, 7 days a week to provide information on City programs and events. This group is responsible for responding to customer inquiries, as well as entering and sending electronic service requests to the appropriate department for a variety of City services.

Currently, the Center employs nearly 85 temporary and permanent employees (on varied shifts) that manage on average nearly 96,000 calls monthly and generate appropriately 25,700 service requests monthly. During FY 09, the Center handled nearly 1.2 million calls and generated over 198,000 service requests. Exhibit 1 shows that the majority of the services requests are created for Solid Waste Services, Health and Human Services, Austin Police Department and Public Works.

EXHIBIT 1
311 Service Requests by Department for FY 09



SOURCE: OCA Analysis of 311 Data for FY 09

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OBJECTIVES, SCOPE, AND METHODOLOGY

The 311 Customer Service Audit was conducted as part of the Office of the City Auditor's FY 09 Service Plan, as accepted by the Council's Audit and Finance Committee.

Objectives

Our audit objective was to determine whether 311 efforts are coordinated with other departments to provide effective and timely resolution of citizen requests.

Scope

The audit focused on current 311 Call Center operations and service requests received in FY 09. This audit also followed up on relevant high-risk recommendations from a prior 311 Citywide CIC Implementation OCA Audit related to the implementation and operation of the 311 Call Center.

Methodology

To accomplish our audit objectives, we performed the following steps:

- Analyzed applicable policies, regulations, and best practices;
- Conducted interviews of 311 Call Center and departmental staff;
- Analyzed a statistically valid sample of service requests (attribute sample of 144 service requests from 9 departments, based on a 90 percent confidence level);
- Reviewed adequacy of script and training for 311 Call Center representatives;
- Inventoried relevant systems interface with the 311 system; and
- Contacted 311 call center operations in other cities for comparative information.

We conducted this performance audit in accordance with Generally Accepted Government Auditing Standards (GAGAS). Those standards require that we plan and perform the audit to obtain sufficient, appropriate evidence to provide a reasonable basis for our findings and conclusions based on our audit objectives. We believe that the evidence obtained provides a reasonable basis for our findings and conclusions based on our audit objectives.

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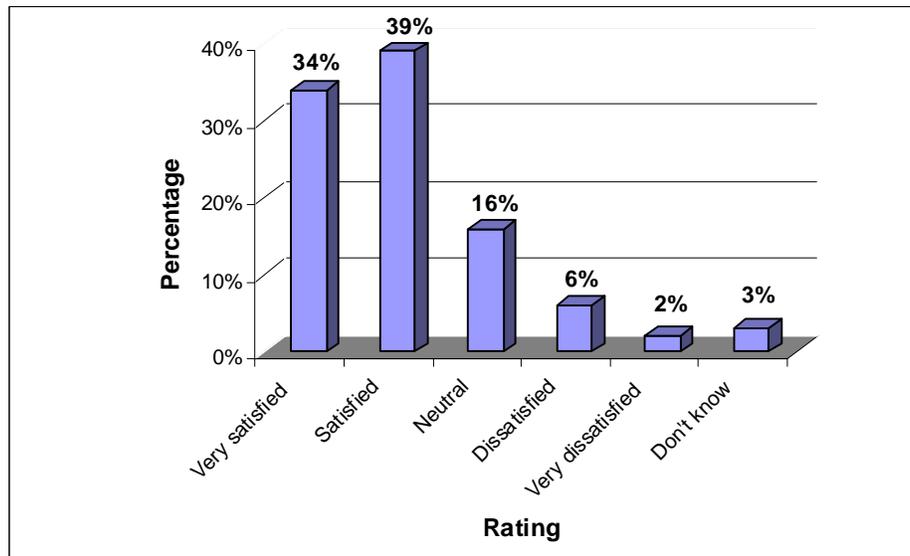
AUDIT RESULTS

While the majority of external customers are satisfied with the 311 Call Center, additional coordination and oversight are necessary to ensure effective completion of service requests and optimize 311 service.

FINDING 1: City of Austin satisfaction surveys indicate that the majority of citizens are satisfied with the 311 Call Center.

We reviewed two surveys that assessed customer satisfaction with the 311 Call Center. First, the 2009 City of Austin Citizen Survey was administered during the spring of 2009 by ETC Institute. The survey revealed that over a 12 month period, the majority (73%) of respondents were very satisfied (34%) or satisfied (39%) with the level of service provided by 311. Exhibit 2 below shows the survey responses.

EXHIBIT 2
City of Austin 2009 Citizen Satisfaction Survey Results for Austin 311



SOURCE: City of Austin Budget Office Website, July 2009

In 2009, Austin Energy conducted quarterly surveys of inbound callers to determine satisfaction with both inquiry and service requests during May through December 2009. These surveys indicated that on average 85 percent of surveyed callers were satisfied with results of call. In addition, results showed that 33 percent of calls were forwarded for resolution. Of those forwarded, 95 percent were forwarded to the correct department and 83 percent were resolved once forwarded. Issues cited for lack of resolution included not resolving the issue properly; never getting in touch with the person to which call was forwarded; or no one calling back about the issue.

FINDING 2: Inaccurate or incomplete information in the 311 system limits 311 representatives' ability to provide information to citizens regarding service requests.

Departments do not always update the 311 system with status information for service requests, so 311 representatives cannot always provide accurate and complete information to citizens about their requests.

According to a Government Finance Officers Association (GFOA) report¹ on constituent relationship management, the "operating department must report the status of the service request to the contact center so that the constituent can be updated..." and "reports should be made at predetermined periodic intervals (such as hourly or daily update) and whenever significant progress has been made in completing a step in the resolution process." In addition, according to a report on customer service and 311 technology by the International City/County Management Association (ICMA)², "quality customer service involves not only taking a call for service, but providing feedback to the customer about the status of the request."

While Austin 311 Call Center representatives provide customers with a tracking number to enable them to obtain status reports on their request, representatives are not always able to provide up-to-date information to citizens regarding requests because not all departments update 311 with detailed information about the request status. We analyzed a sample of 144 service requests and determined that 31 (22%) did not contain sufficient information for follow-up purposes. These are shown by department in Exhibit 3 below.

**EXHIBIT 3
Sampled Service Requests Without Sufficient Information for Follow-up Purposes**

Department	Not Enough Info for Follow-up
Solid Waste Services	24
Austin Water Utility	3
Austin Police Department	2
Austin Energy	1
Code Compliance Department	1
Total for All Departments	31

SOURCE: OCA sample of FY 09 311 service requests.

In addition, we found that some departments close service requests in the 311 system once the request has been assigned but before the work is completed. More specifically, the Austin Police Department, Parks and Recreation Department, Code Compliance

¹ *Revolutionizing Constituent Relationships: The Promise of CRM Systems for the Public Sector*, Government Finance Officers Association, 2007.

² *Customer Service and 311/CRM Technology in Local Governments: Lessons on Connecting with Citizens*, International City/County Management Association, 2008.

Department, and Watershed Protection Department, which constitute 27 percent of all FY 09 service requests, close service requests in 311 when they manually enter them into their departmental systems. This is done primarily because these departments' work order systems do not interface with the 311 system. This results in duplication of work and the inability to track the service request through the various stages from beginning-to-end of the request. With these service requests, if a citizen calls about the status of their request they may be told the request has been closed when the work has not actually been completed. Alternatively, some departments complete the work promptly but do not update 311 to reflect completion.

We also identified a few instances where information in a departmental system did not match information in the 311 system. This may also result in citizens receiving inaccurate or outdated information about their service requests.

Inaccurate and incomplete information in 311 results from departments not being held accountable for keeping information updated in the system, as well as lack of automated interfaces between some department systems and 311. As a result, citizens may be frustrated with complaints not being addressed or not having complete information in the 311 system. In addition, inaccurate or incomplete information may result in multiple requests being entered for the same issue. In our sample, we observed at least 5 (16%) of the 31 service requests without complete information were related to a prior request for the same issue.

Scripts and flex questions are not always aligned with departmental processes or designed to gather complete information, which may result in citizens having unrealistic expectations regarding service requests and additional calls to citizens for further information.

According to GFOA³ accuracy of scripts is critical to avoid dispatching the incorrect people or resources for the job. In addition, scripts help 311 representatives to correctly diagnose service requests and gather complete information by leading the representative through a series of questions pertaining to the request type. Austin's 311 system contains scripts developed by departments for various types of inquiries and service requests. The 311 system also contains flex questions for service requests which are designed to collect additional information to help the department respond to the request.

We found that scripts and flex questions are not always aligned with departmental processes and policies. More specifically, we identified three service request types for which scripts and flex questions do not provide or elicit sufficient information:

- Code Compliance – Flex questions indicate that the request will be closed in two days while internal procedures allow more time to close the request based on the type of compliance issue.
- Solid Waste Services (SWS) Litter Abatement (Dead Animal Collection) – The flex questions do not gather information about whether the dead animal to be collected is

³ *Revolutionizing Constituent Relationships: The Promise of CRM Systems for the Public Sector*, Government Finance Officers Association, 2007.

on private property, even though SWS does not collect animals on private property (only collects from the City's right of way).

- Health & Human Services (Animal Services) – The service request states that a lost card will be created for lost animals; however, the department does not create a lost card or track lost animal reports. Other information that could be provided to citizens regarding lost animal procedures is not included in the 311 script.

We also identified a few service requests where the flex questions do not elicit sufficient information for the department to respond appropriately:

- Austin Water Utility (AWU) Water Conservation – AWU staff reported that the service request does not have enough questions to determine exactly what the citizen is requesting and the dropdown list in 311 does not provide the correct categories for the staff to select once a disposition has been determined.
- Public Works New Sidewalks – Public Works staff reported that there are not enough questions on the service request to determine exactly what the customer wants, so the department routinely contacts the citizen to get more information.

Finally, through interviews with departments, we identified some areas where departments reported that 311 representatives did not always document flex question responses appropriately. For example, Public Works sometimes has difficulty locating the parking meters based on information in the service request.

Currently, there is not a standardized process for updating and reviewing scripts and flex questions. In addition, there is no forum in place for departments to surface and discuss issues with wording on scripts or flex questions. Further, department processes may not be clearly documented internally which prevents the department from providing clear information to 311 representatives for addressing customer requests. Inadequate scripts and flex questions can lead to frustration for citizens who may receive incorrect information and for departmental staff who may need further information to complete the request. Inadequate scripts may also result in duplication of work for 311 and departmental staff.

FINDING 3: Not all service requests created through the 311 system are resolved timely and effectively by departments, which can result in multiple calls from citizens, unnecessary staff time spent, and dissatisfied citizens.

We found that departments do not always respond to service requests generated through the 311 system within expected timeframes.

According to ICMA⁴, agreements between departments and 311 that define timeframes for when services will be completed need to be established and monitored periodically. Further, periodic review of the established timeframes offers managers an opportunity to

⁴ *Customer Service and 311/CRM Technology in Local Governments: Lessons on Connecting with Citizens*, International City/County Management Association, 2008.

examine trends in service provision, assess whether existing processes are working, and determine if additional resources are needed, among other considerations.

Due to previously described issues with departments closing requests in the 311 system before work has been completed, we reviewed departmental data to determine the actual number of days it took to complete the request and compared that to departmentally established targets within the 311 system. Based on our sample of 144 service requests, approximately 18 percent of these requests were not completed within timeframes specified by departments.

There is not currently a standardized process for creating and updating targets to reflect actual response times. In addition, there is no mechanism in place whereby reports on timeliness are reviewed to identify timeliness issues and used to hold departments accountable for timely responses. When requests are not completed within expected time frames, citizens are dissatisfied with the City's level of response and may call back for additional service requests which create additional work for 311 Call Center and departmental staff.

We determined that 311 and departmental responses to citizen service requests are not always effective in resolving the identified issue.

Per ICMA⁵, established timeframes enable call takers to inform citizens when they can expect work to be completed or service request fulfilled; however, during this audit we observed a few instances where services may have not been delivered. First, we noted 3 (2%) of the 144 service requests we reviewed were directed to the incorrect department by 311 representatives. In one case the department receiving the request provided information directly to the citizen that resolved the request and in the other two cases the receiving department forwarded the request to the appropriate department. However, for the two forwarded requests, we were unable to locate any information indicating the request had been addressed. Because departments forward the requests outside of the 311 system, the requests may not be properly captured or tracked to ensure resolution.

Second, 2 of the 18 (11%) sampled service requests that should have had billing charges added within the utility billing system did not. For example, if citizens do not put out their garbage by a specified time but want Solid Waste Services staff to pick up their garbage later in the day, they can pay an additional fee. However, we saw an example in our sample in which the customer agreed to the fee when talking to the 311 Call Center representative, but was never assessed the additional charge. The current process for adding and removing charges to accounts involves multiple departments and manual processes which could result in not applying charges appropriately. When charges are not assessed the City forgoes related revenue even though the City provides the requested service.

⁵ *Customer Service and 311/CRM Technology in Local Governments: Lessons on Connecting with Citizens*, International City/County Management Association, 2008.

In addition, as previously mentioned, insufficient status information in the 311 system may result in multiple calls for the same issue. In our sample, 17 percent of service requests made reference to a prior service request for the same issues. Repeat calls for the same issue result in spending additional resources in terms of time spent by 311 representatives and departmental staff.

Recommendations:

1. Management of the 311 Call Center should establish and share guidelines for what departments should include when updating service requests in the 311 system, to ensure that 311 representatives have adequate information to update citizens on the progress of service requests. (Finding 2)

MANAGEMENT RESPONSE: Concur

This recommendation would be most effectively achieved in conjunction with recommendations #4 and #5 because this requires executive level partnerships with 311 to have information updated daily. Guidelines, definitions and processes must be developed by partnership with the departments.

2. Management of the 311 Call Center should develop standard definitions for service request status options and periodically review departmental practices to ensure that practices align with definitions to ensure that information in the 311 system provides an accurate depiction of the status of service requests. (Finding 2)

MANAGEMENT RESPONSE: Concur

This recommendation would be most effectively achieved in conjunction with recommendation #4 and #5 because this requires executive level partnerships with 311 to have information updated daily. Guidelines, definitions and processes must be developed by partnership with the departments

3. Management of the 311 Call Center should work with Communications and Technology Management (CTM) and departments to initiate, for frequent request areas, additional automated interfaces to achieve a single point of entry for service request information to reduce opportunity for errors, achieve near real time data availability, and increase staff efficiency. Automated improvements should be designed to minimize upgrade costs and impact to citizen services. (Finding 2)

MANAGEMENT RESPONSE: Concur

Interfaces to existing systems will be developed within the scope new 311 system project planned to start in September of this year. However, those that fall into a lower priority may have to be placed in future phases if current funding is not sufficient.

4. The City Manager or designee should establish additional accountability and coordination mechanisms to improve effectiveness of the 311 initiative, potentially including:
 - a. designating a liaison to 311 from the City Manager's Office;
 - b. designating departmental liaisons for 311 matters;

- c. establishing a forum for liaisons to discuss 311-related issues and needs; and
- d. instituting performance measures to hold departments accountable for resolution of service requests. (Findings 2 & 3)

MANAGEMENT RESPONSE: Concur

Will be implemented as part of a departmental team that includes a CMO representative, 311 management and a representative from each department. The team will be charged with establishing the operating procedures to accomplish parts b-d of this recommendation.

- 5. The City Manager or designee should work with 311 Call Center management and departments to develop interdepartmental controls and procedures to ensure that all requests received through 311 are addressed timely and accurately by departments. (Finding 3)

MANAGEMENT RESPONSE: Concur

This will be most effectively implemented with the design of the new 311 system and the new reporting tools available that the system provides. This effort will require cross departmental teams that will establish performance targets and reports for departments.

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APPENDIX A
MANAGEMENT RESPONSE



To: Corrie Stokes, Assistant City Auditor
From: Robert D. Goode, Interim General Manager *rdg*
Date: May 24, 2010
Subject: Management Response for the Performance Audit of the 311 Customer Service Initiatives

Austin Energy's management response to the 311 Customer Service performance audit report is attached for your review. The audit report contained a very positive finding for the services that this organization provides to the citizens of Austin on behalf of the nine City departments that we represent. The audit report validated our commitment to delivering quality services and states that for our 1.2 million calls handled in FY09, customer satisfaction levels measured 85% for the May through December time period. The report also validated our commitment to the delivery of accurate information and cited a 95% accuracy rate for the calls forwarded for resolution.

The findings from this audit provided further information to help us improve the 311 operations and its collaboration with partnering City departments. We have reviewed the audit results, and agree that internal process improvements can be made to further raise the customer satisfaction level and increase operational efficiency.

We concur with the five recommendations and with the assistance of the City Manager's Office, we have provided our strategy and implementation plan to address each recommendation.

Please do not hesitate to contact me if you should have any questions.

cc
Rolando Fernandez Jr., Assistant to the City Manager
Kerry Overton, Deputy General Manager Shared Services, Austin Energy
Elaine Hart, Chief Financial Officer, Austin Energy
Joseph Calabrese, Process Manager 311 Citywide Information Center, Austin Energy

ACTION PLAN
Performance Audit of the 311 Customer Service Initiatives

Rec #	RECOMMENDATION TEXT	Concurrence	Proposed Strategies for Implementation	Status of Strategies	Responsible Person/ Phone Number	Proposed Implementation Date
01	Management of the 311 Call Center should establish and share guidelines for what departments should include when updating service requests in the 311 system, to ensure that 311 representatives have adequate information to update citizens on the progress of service requests.	CONCUR	This recommendation would be most effectively achieved in conjunction with recommendations #4 and #5 because this requires executive level partnerships with 311 to have information updated daily. Guidelines, definitions and processes must be developed by partnership with the departments.	Planned	Joe Calabrese/ CMO Representative 974-9801	December 2010
02	Management of the 311 Call Center should develop standard definitions for service request status options and periodically review departmental practices to ensure that practices align with definitions to ensure that information in the 311 system provides an accurate depiction of the status of service requests.	CONCUR	This recommendation would be most effectively achieved in conjunction with recommendation #4 and #5 because this requires executive level partnerships with 311 to have information updated daily. Guidelines, definitions and processes must be developed by partnership with the departments	Planned	Jawana Gutierrez / CMO Representative 322-6596	March 2011

Rec #	RECOMMENDATION TEXT	Concurrence	Proposed Strategies for Implementation	Status of Strategies	Responsible Person/ Phone Number	Proposed Implementation Date
03	Management of the 311 Call Center should work with Communications and Technology Management (CTM) and departments to initiate, for frequent request areas, additional automated interfaces to achieve a single point of entry for service request information to reduce opportunity for errors, achieve near real time data availability, and increase staff efficiency,. Automated improvements should be designed to minimize upgrade costs and impact to citizen services.	CONCUR	Interfaces to existing systems will be developed within the scope new 311 system project planned to start in September of this year. However, those that fall into a lower priority may have to be placed in future phases if current funding is not sufficient.	Planned	Joe Calabrese 972-9801	December 2011
04	The City Manager or designee should establish additional accountability and coordination mechanisms to improve effectiveness of the 311 initiative, potentially including: a. designating a liaison to 311 from the City Manager's Office; b. designating departmental liaisons for 311 matters; c. establishing a forum for liaisons to discuss 311-related issues and needs; and d. Instituting performance measures to hold departments accountable for resolution of service requests.	CONCUR	Will be implemented as part of a departmental team that includes a CMO representative, 311 management and a representative from each department. The team will be charged with establishing the operating procedures to accomplish parts b-d of this recommendation.	Planned	CMO	December 2010

Rec #	RECOMMENDATION TEXT	Concurrence	Proposed Strategies for Implementation	Status of Strategies	Responsible Person/ Phone Number	Proposed Implementation Date
05	The City Manager or designee should work with 311 Call Center management and departments to develop interdepartmental controls and procedures to ensure that all requests received through 311 are addressed timely and accurately by departments.	CONCUR	This will be most effectively implemented with the design of the new 311 system and the new reporting tools available that the system provides. This effort will require cross departmental teams that will establish performance targets and reports for departments.	Planned	CMO	October 2011