

MC311 Performance and Data

Stephanie Bryant

Natalia Carrizosa

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MC311 provides the public with a single point of contact for non-emergency information on County services and programs. MC311 customers can make two types of requests: (1) general information, which are handled directly by MC311 representatives, or (2) service requests, which are forwarded to County departments.

This Office of Legislative Oversight report responds to the Council's request to review best practices in 311 performance measurement, how MC311 uses performance data, the responsiveness of County departments to service requests, and the use of MC311 performance data as part of the County's budget process. In sum, OLO finds that the Executive's approach to MC311 performance measurement is consistent with best practices. However, opportunities exist to track additional information and improve the quality of performance data.

Customer Service Center Operations

MC311 information and service requests can be made by phone, web, and Twitter. On average, MC311 receives 40,000 phone calls per month and a total of 50,000 requests for services and information. This compares to Boston handling approximately 26,000 calls per month and Miami-Dade handling 140,000 calls.

Characteristics of 311 Systems Examined by OLO

Jurisdiction	Year Started	Hours of Operation	Approx. # of Calls/Month	Public Access
Montgomery County, MD	2010	Mon – Fri, 7 am – 7 pm	40,000	Phone, Website, Twitter
Miami-Dade, FL	2005	Mon – Fri, 7 am – 7 pm	140,000	Phone, Website, Mobile App, Email, In-person
Dallas, TX	1997	24 hours, 365 days	80,000	Phone, Website, Mobile App, In-person
San Francisco, CA	2007	24 hours, 365 days	72,000	Phone, Website, Mobile App, Twitter
Philadelphia, PA	2008	Mon – Fri, 8 am – 8 pm	56,000	Phone, Website, Mobile App, In-person, Twitter, Facebook
Boston, MA	2015	24 hours, 365 days	26,000	Phone, Website, Mobile App, Twitter, In-person

Customer Service Center Performance Measures

MC311 uses industry standard performance metrics to monitor the performance of its Customer Service Center. In 2015, MC311 met all performance targets except for one: average call handle times. Moreover, MC311 generally has more stringent "Call Answering" performance metrics than case study jurisdictions. For example, MC311's speed of answer target of 20 seconds is faster than targets in the other jurisdictions, which ranged from 30 seconds (Boston) to 150 seconds (Miami-Dade). MC311's abandoned call rate of 4% was also lower than the five other jurisdictions, which ranged from 7.5% (Dallas) to 24% (Miami-Dade).

MC311 Performance and Data

Rate of First-Call Resolution. In 2015, 83% of MC311 requests were resolved by representatives during the initial call to MC311. However, MC311 data on first-call resolution by department or division are not available. Other jurisdictions disaggregate their first-call resolution data by department to determine whether 311 representatives have difficulty answering department-specific questions. If so, 311 performance may be improved by transferring call center duties back to the department.

Key MC311 Customer Service Center Performance Metrics

Performance Metric	2014	2015	Met Target in 2015?
Call Answering			
Abandoned Call Rate (target <5%)	2.9%	3.6%	Yes
Average Speed of Answer (target of 20 seconds or less)	23 sec.	20 sec.	Yes
Customer Service Representative Actions			
Average Call Handle Time (target of 240 seconds or less)	243 sec.	242 sec.	No
Average After Call Work (target of 1 minute or less)	1.03 min.	.97 min.	Yes
Occupancy Rate (target = available to take calls at least 85% of the day)	88%	87%	Yes
Service Request Accuracy Rate (target of 98% or more)	97%	>99%	Yes
Average Rate of First-Call Resolution (requests resolved in one call)	79%*	83%*	N/A

*Starred data are reported for the fiscal year rather than the calendar year

Sources: Siebel CSC Scorecard and CountyStat Website

Internal and External Customer Surveys

MC311 surveys internal customers. In FY16, 27% of department respondents reported the quality of service requests transmitted to them by MC311 representatives be in “fair” or “poor” condition. The most common quality issues cited were incomplete/incorrect information and unclear summary notes. MC311 policy encourages departments to return inaccurate service requests to 311 representatives. Yet, less than half of survey respondents reported following this policy.

MC311 surveys external customer satisfaction. In a July 2015 survey, MC311 web users reported a higher satisfaction rate than phone users (87% v. 82%). Yet, MC311’s survey sample is limited to customers who provide an email address and communicate in English. OLO found that some other jurisdictions use different methods to sample 311 customers, including post-call surveys and follow-up calls. Of note, Dallas and San Francisco administer community surveys on a broad range of government services, including 311, to measure satisfaction.

Service Request Performance Measures

Similar to other jurisdictions, MC311 measures department performance against targets for the number of days it should take to complete specific types of service requests. MC311 collaborates with department staff and CountyStat to review targets on an annual basis. MC311 data show that approximately 91% of service requests opened in 2015 met target timeframes for fulfillment. CountyStat’s FY15 Annual Review of MC311 found that for the vast majority of high-volume requests (e.g. bulk trash pick-up, Ride-On complaints, or scheduling permitting inspections), departments met targets at least 80% of the time. CountyStat identified three outliers - pothole repair, road repair and housing complaints - as high-volume request topics that met their performance targets less than 80% of the time.

Complex Request Topics. A few 311 service request topics encompass a broad range of issues that can require investigations and additional actions by department staff as well as third parties (e.g., DHCA housing complaints). Because MC311 uses the same target timeframe for all requests under the same topic, tracking performance against a targeted timeframe may offer an incomplete picture of department performance. Additional metrics, such as the time it takes departments to initially respond to these types of requests, may be useful in understanding departmental performance. A similar approach is currently being implemented to measure the Department of Permitting Services' performance in each stage of the permitting process.

Quality of MC311 Performance Data

Department staff report that MC311 provides objective data that was not previously available, including request volumes and timeliness of service delivery. OLO, however, found system issues that result in data entry errors and omissions, incomplete or duplicate data, and miscategorized requests.

MC311 System Issues that Affect Data Quality

Data Entry Errors and Omissions	<ul style="list-style-type: none">• Staff in some departments must manually update both internal case management systems and the MC311 system when managing requests, which can result in delays, omissions, and errors.• Field staff in some divisions rely on pen and paper to record actions in the field that must then be manually input into the MC311 system, creating additional potential for error.
Incomplete or Duplicate Data	<ul style="list-style-type: none">• Customers can bypass MC311 and submit requests directly to departments, and these requests are not captured in MC311 data.• Unlike 311 systems in case study jurisdictions, MC311 does not automatically identify duplicate requests, resulting in the potential for duplicate data on the same issue (i.e., pothole request).
Miscategorized Requests	<ul style="list-style-type: none">• MC311 website functionality does not allow customers to check whether a road is maintained by the County, resulting in DOT receiving requests for which the State or another party is responsible.

Data-Driven Decision Making and Results-based Budgeting

Department staff report utilizing MC311 performance data to understand customer demands and department workflows. They further note that departments have utilized MC311 data to observe whether divisions/sections are meeting expectations, to identify resource planning concerns and trending issues, and to develop strategies to address spikes in customer complaints.

The use of performance data to inform budgeting decisions is referred to as results-based budgeting. Several departments report using MC311 data to inform staffing changes and other decisions. In recent years, the Office of Management and Budget, CountyStat, and County departments have worked to implement changes to the County's budget process to focus on results. During the budget cycle, departments have the opportunity to submit performance data to support specific budget requests. However, since responsibility for utilizing MC311 data in budgeting requests falls on the departments, the application of MC311 data varies by department.

Customer Communication and Public Access to MC311 Data

MC311 offers customers a variety of channels to submit and track service requests. In contrast to other jurisdictions, however, MC311 does not offer a mobile app. MC311 does offer a mobile-enabled website - a pared down version of the MC311 website - that enables users to attach a location to their requests. Yet the

functionality of 311 mobile apps in use in other jurisdictions exceed the capabilities of MC311's mobile-enabled website. 311 mobile apps allow customers to review 311 requests submitted by other customers and to submit requests in multiple languages. For example, Philadelphia's 311 app is offered in 17 different languages.

Additionally, the Executive has made MC311 data public via the CountyStat website and dataMontgomery. These data are at least as extensive as data published in the five case study jurisdictions. OLO notes, however, that these data do not currently include geographic point data (e.g., street/address). In each case study jurisdiction, the public can view 311 requests made by others on a map. OLO found that offering this information promotes transparency in the 311 system.

OLO's Recommendations

1. **Request that the County Executive provide additional data on service request accuracy, first-call resolution rates, and data from the new Workforce Optimization tool when it is available.** Three data points additional to existing metrics may assist both the County Council and the Executive Branch in better understanding opportunities for improvement in MC311 request intake:
 - First-call resolution rates by department area and sub-area;
 - Manual returns of inaccurate requests from departments to MC311 by department area and sub-area; and
 - Call quality data from the Workforce Optimization Tool planned for implementation in 2016.
2. **Request that the County Executive review whether additional metrics or revised targets may be useful for assessing service request performance on complex topics.** In a few complex request topics, performance can be impacted by the time required to investigate multiple issues, the speed of third parties responding to requests, and/or whether legal action is necessary to compel performance. Additional performance metrics, such as department response times, can assist in monitoring performance and managing customer expectations.
3. **Request that the County Executive explore ways to reach a wider audience when measuring MC311 customer satisfaction, including a formal community survey of residents.** OLO found examples in other jurisdictions of different methods to sample a 311 audience, including post-call surveys, policies to call customers at request closure, and formal community surveys.
4. **Request that the County Executive report on the technical feasibility and cost of implementing MC311 system enhancements, including increased system integration, tracking duplicate requests, GIS and field access capabilities, and a mobile app.** Staff indicate that long-term, strategic investment would be necessary to modernize the MC311 system and implement enhancements, including increased system integration, tracking duplicate requests, GIS and field access capabilities, and a mobile app.
5. **Request that the Executive explore ways to standardize the use of the MC311 performance data in the budget process.** MC311 data can serve to help frame discussions around the resources needed to provide specific levels of service along with other sources of program data. Currently, responsibility for utilizing MC311 data in budgeting requests falls on the departments, and the application of MC311 performance metrics varies by department.

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Introduction

311 systems provide citizens with a single point of contact for non-emergency services and information. MC311, the County Government's 311 system, was established in June 2010. Office of Legislative Oversight (OLO) Report 2016-8, requested by the Council in OLO's FY16 work program, reviews how MC311 uses data to measure the performance of the MC311 Customer Service Center and the timeliness of service delivery by departments. This report also examines how MC311 data may be used to inform the County's budget process. In particular, this report:

- Reviews practices in other jurisdictions for collecting and using 311 data to measure performance and communicate with customers;
- Examines MC311's performance measurement approach;
- Reviews receiving departments' processes for responding to a sample of common service requests; and
- Examines the potential for MC311 data to inform the County's budget process.

OLO staff members Stephanie Bryant and Natalia Carrizosa conducted this study, reviewing performance data, and gathering additional information through interviews with staff from MC311, CountyStat, Executive Branch departments. OLO also interviewed staff from 311 systems in other jurisdictions. OLO received a high level of cooperation from everyone involved in this study. In particular, OLO thanks:

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G.A. Corrick
Stan Edwards

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Joe Beach
Michael Coveyou
Candice Prather

Department of Health and Human Services

Mary Anderson
Yvonne Iscandari
Maria Paganini

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Dan McHugh

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Belinda Fulco
Karen Bass

Department of Permitting Services

Diane Schwartz-Jones
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Ehsan Motazed
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Department of Transportation

Al Roshdieh
Carolyn Biggins
Richard Dorsey
Will Kenlaw
Jeffrey Knutsen
Brett Linkletter
Greg Shipley

Other Jurisdictions

Niall Murphy, City of Boston
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Chapter 1. Lessons From Case Study Jurisdictions

OLO reached out to several jurisdictions to obtain information on their 311 performance measurement and other data practices. OLO spoke with 311 system staff in Boston (Massachusetts), Dallas (Texas), Miami-Dade (Florida), Philadelphia (Pennsylvania) and San Francisco (California). OLO also reviewed recommended practices from several organizations with subject matter expertise including the National League of Cities, the International City/County Management Association (ICMA), and Pew Charitable Trusts.

This chapter provides an overview of performance measurement and examines how other jurisdictions measure 311 performance relative to their call centers, completion of service requests, and customer satisfaction. Additionally, it describes how other jurisdictions use data to communicate with customers and the public about 311 requests. The chapter is organized as follows:

- **Section A** describes how performance measurement can improve service delivery;
- **Section B** examines how other jurisdictions measure 311 performance; and
- **Section C** describes how other jurisdictions use 311 data to communicate with customers.

A. Performance Measurement Overview

Performance measurement refers to the, “ongoing monitoring and reporting of program accomplishments, particularly progress toward established goals.”¹ Performance information includes the following measures:

- **Inputs or costs:** the human, financial, organizational and community resources expended;
- **Processes:** how program activities are conducted;
- **Outputs:** direct products or services delivered; and
- **Outcomes:** the results of those products or services, including both intermediate and end results.²

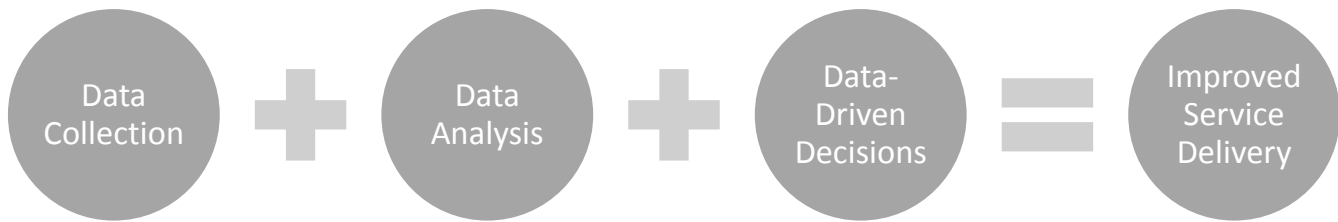
Performance measurement is a key element of performance management, the process of using performance information to inform decision-making.³ While performance measurement can serve many purposes, the ultimate goal is usually to improve government performance.⁴ Based on a National League of Cities (NLC) framework, Exhibit 1 outlines that data collection, data analysis, and data-driven decisions can lead to improved service delivery.

¹ “Performance Measurement and Evaluation: Definitions and Relationships,” United States Government Accountability Office, GAO-11-646SP, May 2011, < <http://www.gao.gov/new.items/d11646sp.pdf> > accessed 1/20/2016.

² *Ibid.*

³ Robbins, Emily, and McFarland, Christiana, “Performance Management: A Guide for City Leaders,” National League of Cities: Center for City Solutions and Applied Research, 2014, < <http://www.nlc.org/Documents/Find%20City%20Solutions/City-Solutions-and-Applied-Research/CSAR%20Performance%20Management%20Report%202014.pdf> > accessed 3/1/2016.

⁴ Behn describes eight purposes of performance measurement by public managers: evaluation, control, motivation, celebration, promotion, learning, improvement and budgeting. Behn, Robert, “Why Measure Performance? Different Purposes Require Different Measures,” Public Administration Review 63, no. 5 (2003): 586-600.

Exhibit 1. How Performance Data Can Lead to Improvement

Source: Robbins, Emily, and McFarland, Christiana, "Performance Management: A Guide for City Leaders," National League of Cities: Center for City Solutions and Applied Research, 2014, p. 9.

The use of performance data to inform budgeting decisions is commonly referred to as results-based budgeting. This particular example of data-driven decision-making is described in the text box below.

Results-Based Budgeting

Results-based budgeting, or performance-based budgeting, refers to efforts to use performance data to inform budget decisions. Results-based budgeting is often contrasted with traditional budgeting approaches that focus primarily on year-to-year incremental changes to program resources and do not consider program outcomes. In its most strict interpretation, results-based budgeting would tie resource allocation directly to performance measures. However, in practice, governments that have implemented results-based budgeting typically do not establish a mechanistic link between budgets and performance, but rather use performance information along with other factors to inform the budget process.⁵

B. Performance Measurement in Five Jurisdictions

As noted above, 311 systems represent an important source of data for performance measurement. 311 performance encompasses both a 311 customer service center's performance in receiving requests from customers via phone, the web and other channels, and the government's performance in fulfilling services requested via 311. This section describes the primary metrics that 311 systems in five jurisdictions use to assess performance in three areas: (1) the customer service center; (2) service request fulfillment; and (3) customer satisfaction. This section also details how these jurisdictions use 311 data for decision-making and results-based budgeting.

The table on the following page provides an overview of the case study jurisdictions. It is important to note that 311 systems can differ in important ways, including funding levels and the types of services and information provided. For example, not all of the 311 systems in jurisdictions reviewed provide information on public transit, which is a major driver of 311 call volumes in Montgomery County. Thus, comparisons of performance on specific metrics between different jurisdictions may have limited value in assessing a given jurisdiction's performance.

OLO interviewed staff from 311 systems in five cities/counties – Boston, Dallas, Miami-Dade, Philadelphia, and San Francisco. For a more detailed description of each jurisdiction's 311 system, please refer to Appendix A.

⁵ "Performance Budgeting: States' Experiences Can Inform Federal Efforts," United States Government Accountability Office, GAO-05-215, February 2005.

Table 1. Overview of Case Study Jurisdictions

Jurisdiction	Year Started	Hours of Operation	Number of Calls/Month	Public Access
Montgomery County, MD	2010	Monday – Friday, 7 a.m. – 7 p.m.	40,000	Phone, Website, Mobile-Enabled Website, Twitter
Boston, MA	2015	24 hours, 365 days	26,000	Phone, Website, App, Twitter, In-person
Dallas, TX	1997	24 hours, 365 days	80,000	Phone, Website, App, In-person
Miami-Dade, FL	2005	Monday – Friday, 7 a.m. – 7 p.m.	140,000	Phone, Website, App, Email, In-person
Philadelphia, PA	2008	Monday – Friday, 8 a.m. – 8 p.m.	56,000	Phone, Website, App, In-person, Twitter, Facebook
San Francisco, CA	2007	24 hours, 365 days	72,000	Phone, Website, App, Twitter

Sources: Interviews with staff from MC311 and 311 systems in case study jurisdictions

1. Customer Service Center Performance

OLO found that 311 systems use a variety of metrics to assess the efficiency and effectiveness of their contact centers in serving customers. Call wait times are a common performance metric. 311 customer service centers typically establish a target for the amount of time a customer should wait to reach a call representative and measure the percentage of time the target is met. Additional measures include total call volume, numbers of requests made via self-service options, and call scoring data. Table 2, on the following page, lists 311 customer service center performance metrics published by case study jurisdictions.

Table 2. Performance Metrics for 311 Customer Service Centers

Jurisdiction/Measure	Result	Data period
Boston⁶		
% of calls answered within 30 seconds	97%	FY2014
Total calls answered	261,698	FY2014
% of service requests made online	19%	FY2014
% of service requests made via mobile app	30%	FY2014
Dallas⁷		
% of caller hang-ups	7.5%	FY2015
% of calls answered within 90 seconds	79%	FY2015
Salary cost per call	\$3.45	FY2015
Miami-Dade⁸		
Average speed of answer in seconds (target 150 sec.)	144	FY2015
Average abandoned call rate (target 15%)	24%	December, 2015
Call volume	1,800,000	FY2015
311 Service Center Walk-Ins	5,626	FY2016 Q1
Philadelphia⁹		
% of calls answered within 45 seconds	70%	FY2015
Average call wait time (min:sec)	1:26	FY2015
San Francisco¹⁰		
% of calls answered within 60 seconds	52%	FY2015
Average # of daily 311 contacts, all channels	5,106	FY2015
% of calls handled without a transfer	94%	FY2014
Quality assurance percentage score	95%	FY2014

Call scoring. 311 staff from Dallas, Miami-Dade and San Francisco reported that they record 311 calls and score a sample of them to assess call quality as part of call representatives' performance appraisals. For example, Dallas 311 aims to score eight calls for each representative per month for agents' performance evaluations, which assess technical skills and "soft skills" such as customer service. San Francisco also reports average call scores as a performance metric for the customer service center.

⁶ "Civic Engagement Cabinet," City of Boston Operating Budget FY 2016, and Capital Plan FY 2016-2020, < http://www.cityofboston.gov/images_documents/03%20Civic%20Engagement%20Cabinet_tcm3-52157.pdf > accessed 3/8/2016.

⁷ "311 Customer Service Center," Approved City of Dallas Annual Budget for Fiscal Year 2015-2016, General Fund, p. 140, < http://www.dallascityhall.com/Budget/adopted_1516/adopted-fy15-16-GeneralFund.pdf > accessed 3/8/2016.

⁸ "Communications," Miami-Dade County FY 2015 - 16 Adopted Budget and Multi-Year Capital Plan, p. 230, < <http://www.miamidade.gov/budget/library/fy2015-16/adopted/volume-3/communications.pdf> > accessed 3/8/2016; and Miami-Dade County Communications Department, FY 2015-2016 Q1 Scorecard Performance Report, < http://www.miamidade.gov/performance/library/quarterly-reports/FY2015-16/Q1/enabling-strats_communications.pdf > accessed 3/8/2016

⁹ "Philly311 Program," PhillyStat Presentation by Rosetta Carrington Lue and Sheryl Johnson, City of Philadelphia, August 24, 2015, < http://www.phila.gov/MDO/phillystat/Reports/Philly311_v11_web.pdf > accessed 3/8/2016.

¹⁰ City and County of San Francisco Mayor's 2015-2016 & 2016-2017 Proposed Budget, p. 240 < http://sfmayor.org/ftp/uploadedfiles/mayor/budget/SF_Budget_Book_FY_2015_16_and_2016_17_Final_WEB.pdf > accessed 3/8/2016; and "Government Barometer: Quarter 4, Fiscal Year 2015," City and County of San Francisco Office of the Comptroller, August 20, 2015, < <http://sfcontroller.org/Modules/ShowDocument.aspx?documentid=6693> > accessed 3/8/2016.

First-Call (Contact) Resolution. First-call resolution is a metric used by 311 systems to indicate success in resolving callers' inquiries without forwarding the caller to another City agency. This metric is expressed as a ratio of calls resolved by 311 (rather than by departments) to total calls coming into 311.¹¹ First-call resolution is a function of the complexity and types of transactions handled, the experience of representatives, the quality of representative training, and the tools available to the representatives.¹² Low first-call resolution rates for a department may indicate that 311 agents have difficulty answering department-specific questions and 311 performance can be improved by transferring call center duties back to the department. For example, Denver 311 analyzed first-call resolution rates for various departments. The organization identified that 86% of 311 calls related to the Public Trustee were forwarded to the Public Trustee's Office rather than being resolved by 311.¹³ Using this metric, the City explored transferring duties from 311 to the Public Trustee's Office, thus allowing Denver 311 to have more operational time to handle calls easily resolved by 311 representatives.

2. Service Request Fulfillment Performance

Many 311 systems have the capability to track both request volumes and the length of time departments take to fulfill service requests. Typically, jurisdictions establish service-level agreements, which define a target for how long it should take to close a given type of service request. For example, in Dallas, the service-level agreement for requests to address complaints of litter on a property is 30 days, meaning that the city aims to fulfill the request within 30 days.¹⁴ It is important to note that the service-level agreement refers to a timeframe for completion of all work on the service request. Therefore, service-level agreements are distinct from estimated response times, which refer to the length of time it is expected that a department will take to initially respond to a request.¹⁵ 311 systems typically measure performance against service-level agreements rather than estimated response times.

Table 3 lists the performance metrics used to measure service request fulfillment as reported by staff in the case study jurisdictions. Jurisdictions collect data on these metrics for every type of service request offered and/or department. Additionally, where available, data for each metric can be broken down by type and geographic location (e.g., council district, zip code, etc.).

¹¹ City of Denver Office of the Auditor, "Denver 311 Performance Audit," August 2012, https://denvergov.org/Portals/741/documents/Audits2012/Denver_311_report_8-16-2012.pdf > accessed 5/27/2012.

¹² Oracle, "Oracle Best Practices Guide, "Best Practices for Improving First-Contact Resolution at the Contact Center," April 2012, <http://www.oracle.com/us/products/applications/improving-contact-resolution-1599286.pdf> > accessed 5/27/2016

¹³ City of Denver Office of the Auditor, "Denver 311 Performance Audit."

¹⁴ "Service Request (SR) Performance YTD by City Council District - December 2015," City of Dallas, TX, January 10, 2016.

¹⁵ "Recommended Practices for 311/CRM Data Reporting," International City/County Management Association, 2011, p. 5, < http://icma.org/en/icma/knowledge_network/documents/kn/Document/302546/Recommended_Practices_for_311CRM_Data_Reporting > accessed 3/9/2015.

Table 3. Metrics for 311 Service Request Fulfillment

Jurisdiction/Measure
Boston
of service requests
of open requests
% of requests that met the service-level agreement
Dallas
of service requests
of open requests
% of open requests that are within service-level agreement timeframe
Average days to close requests in each category
Miami-Dade
Not available because metrics are managed by individual departments.
Philadelphia
% of requests that met the service-level agreement
% of requests overdue
of requests at risk of becoming overdue
San Francisco
of service requests
% of requests open versus closed
Average days to close requests
% of requests that met the service-level agreement

Sources: OLO interviews with 311 staff in each jurisdiction

3. Customer Satisfaction Metrics

Each of the case study jurisdictions also seek direct input from 311 customers to assess their satisfaction with the 311 customer service center and/or with service request fulfillment. Jurisdictions use a variety of methods including surveys of 311 customers, community surveys of residents, and mystery shopper programs.

311 customer surveys. Some jurisdictions conduct surveys of 311 customers. The City of Dallas, for example, allows customers to respond to a post-call survey to collect monthly data on customers' satisfaction with the services or information provided and customers' ratings of representatives' helpfulness and responsiveness. In Boston, 311 callers who provide an e-mail address receive two opportunities to provide feedback: first, at request creation (based on the service received from the 311 call center representative) and second, at request closure (based on service received from the department). For those customers that did not provide an e-mail address, Boston 311 staff call them the day after their request closes to update them on the status of their request and offer them the opportunity to participate in a phone survey. Survey feedback is shared with the call center representative who handled the request and the servicing department.

Community surveys. Many local governments conduct annual or biannual formal surveys of residents that ask about a broad range of topics related to government services. Governments use community surveys to collect representative data on citizen concerns and perceptions of government services. Among the jurisdictions

interviewed by OLO, Dallas and San Francisco conduct regular community surveys. In each case, surveys include questions on the customer's satisfaction with the 311 customer service center and other city/county services.

Dallas 311 staff report that the City of Dallas Community Survey is a useful tool for decision-making. This survey collects information on residents' satisfaction with city services and the relative importance of those services to residents. Survey results produce an importance-satisfaction rating which is designed to help the city to target resources to services rated as most important as well as those with which citizens are least satisfied. For example, staff report that Community Survey data show that residents place a high level of importance on 311 services. This finding may prevent resources from being directed away from 311 in the event of a budget shortfall.

Mystery shopper programs. A third method for understanding the 311 customer experience is to engage "mystery shoppers," or customers trained to assess their experience with 311. The trained "shoppers" submit legitimate service requests and then rate their experience with the customer service center and/or with department fulfilling the service request. None of the jurisdictions that OLO reviewed have a mystery shopper program currently in place. Staff from Miami-Dade reported that they used a mystery shopper program in the past that was helpful, but this program was discontinued for budgetary reasons.

The table on the following page lists major performance metrics utilized by case study jurisdictions to measure customer satisfaction with 311 services and request fulfillment.

Table 4. Customer Satisfaction Metrics for 311

Jurisdiction/Measure	Most recent data	Data period
Boston		
311 Customer Survey¹⁶		
Average satisfaction level of customers called back, rating from 1 to 5 (target 4.5)	3.27	FY2015 (Projected)
Web survey rating from 1 to 5 on agent knowledge (target 4.5)	3.43	FY2015 (Projected)
Web survey rating from 1 to 5 on agent professionalism (target 4.5)	3.68	FY2015 (Projected)
Web survey rating from 1 to 5 on city responses (target 4.5)	3.55	FY2015 (Projected)
Web survey rating from 1 to 5 on overall experience (target 4.5)	3.51	FY2015 (Projected)
Dallas		
311 Customer Survey¹⁷		
% satisfied with provision of information or handling of service request	99%	December 2015
% satisfied (rated 4 or 5 out of 5) with ease of process	97%	December 2015
% satisfied (rated 4 or 5 out of 5) agents' helpfulness and responsiveness	100%	December 2015
Dallas Community Survey¹⁸		
% of respondents that used 311 in the past six months	39%	2014
% of respondents rating 311 as "Excellent" or "Good"	68%	2014
% of respondents rating 311 as top public information priority for city	31%	2014
% satisfied (rated "Excellent" or "Good") with service by agent	70%	2014
% satisfied (rated "Excellent" or "Good") with web-based request system	64%	2014
Philadelphia		
311 Customer Survey¹⁹		
% of customers whose expectations were met or exceeded	94%	2014
San Francisco		
San Francisco City Survey²⁰		
% of respondents aware of 311	65%	2015
% of respondents who used 311 at least once in a year	36%	2015
Average rating (A-F) of ease of getting information by calling 311	B+	2015
Average rating (A-F) of ease of getting information via self-service options	B+	2015
Average rating (A-F) of ease of requesting service by calling 311	B+	2015
Average rating (A-F) of ease of requesting service via self-service options	B+	2015

¹⁶ "Civic Engagement Cabinet," City of Boston Operating Budget FY 2016, and Capital Plan FY 2016-2020, < http://www.cityofboston.gov/images_documents/03%20Civic%20Engagement%20Cabinet_tcm3-52157.pdf > accessed 3/8/2016.

¹⁷ December 2015 survey data provided by Dallas 311 staff.

¹⁸ 2014 City of Dallas DirectionFinder® Survey, prepared by the ETC Institute, October 2014 < [http://dallascityhall.com/government/citymanager/CPE/DCH%20Documents/FINAL%20Dallas%202014%20DF%20Survey%20Final%20Report%20-%20Oct%2031,%202014\[1\].pdf](http://dallascityhall.com/government/citymanager/CPE/DCH%20Documents/FINAL%20Dallas%202014%20DF%20Survey%20Final%20Report%20-%20Oct%2031,%202014[1].pdf) > accessed 3/24/2016.

¹⁹ "Philly311 Program," PhillyStat Presentation by Rosetta Carrington Lue and Sheryl Johnson, City of Philadelphia, August 24, 2015, < http://www.phila.gov/MDO/phillystat/Reports/Philly311_v11_web.pdf > accessed 3/8/2016.

²⁰ 2015 San Francisco City Survey, Prepared by Corey, Canapary & Galanis & Office of the Controller, August 6, 2015, < <http://sfcontroller.org/Modules/ShowDocument.aspx?documentid=6652> > accessed 3/24/2016.

4. Using 311 data for data-driven decision-making for improvements and budgeting

Staff from case study jurisdictions reported a variety of different structures for analyzing and making decisions based on 311 service request fulfillment data. Boston 311 staff hold monthly basic city services meetings with each major department (e.g., Public Works, Transportation, Inspection Services, and Parks) to review performance on service request fulfillment and identify issues. Similarly, in Philadelphia, 311 staff work proactively with departments to use 311 data to inform strategic planning and process improvements. For example, staff reported using 311 data to determine which neighborhoods were most vulnerable to fires, and working with the fire department to target an outreach campaign regarding free smoke alarms to those neighborhoods.

In contrast, City of Dallas staff report that 311 provides service request data to assistant city managers, who are responsible for addressing issues that arise with departments. Similarly, San Francisco staff report that 311 is not directly involved in department performance measurement, though they discuss backlogs when they arise.

Staff from Boston, Miami-Dade and Philadelphia reported that government departments often use 311 data to determine budget priorities and make the case for more staff or new programs or systems. For example, when Miami-Dade 311 received an influx of requests regarding stray dogs, 311 data showed that Animal Control could not respond fast enough to locate the dogs and therefore required additional resources. More broadly, Boston, Miami-Dade and Philadelphia have implemented or are implementing results-based budgeting initiatives that link performance information from 311 and other sources directly to budget processes, as described on the following page.

Results-Based Budgeting Initiatives

As noted above, results-based budgeting refers to efforts to use performance information to inform budget decisions. Three of the jurisdictions that OLO reviewed have established or are in the process of implementing explicit results-based budget initiatives that incorporate performance information in budget decision-making.

- City of Boston. In 2006, the City of Boston launched the Boston About Results (BAR) performance measurement system. As part of this system, performance data are incorporated into the annual budget process. During initial budget preparation, departments are required to establish and report metrics showing how available resources support planned and actual results. Projected service delivery outcomes, informed by prior year results, and tradeoffs associated with alternative service delivery options, form part of discussions with the Mayor regarding funding requests.²¹
- Miami-Dade County. In 2005, the Miami-Dade County Board of County Commissioners passed an ordinance establishing the “Governing for Results” framework. The ordinance requires the County to prepare a County-wide strategic plan as well as business plans for each department that lay out department activities that support County-wide priorities along with specific and measurable performance indicators and targets for each activity. Departments update business plans at the beginning of the annual budget cycle and must link budget requests to the priorities in the business plan. The Mayor’s proposed budget to the Board of County Commissioners must include resource allocation plans for each department that “clearly show the relationship between resources, departmental activities and the expected level of performance.”²²
- City of Philadelphia. Ordinances passed by the Philadelphia City Council in 2013 now require the Mayor to submit to the City Council cost and performance data for each government function in the proposed budget, as well as a cost-benefit analysis for each new capital project in the proposed capital budget. Additionally, the Mayor produces a five-year financial and strategic plan on an annual basis that is structured around the Mayor’s strategic goals.²³

C. 311 Data, Customers, and the Public

311 customers and the public can benefit from accessing performance information. Customers may wish to check the status of their request, or to see how quickly similar requests were fulfilled. The public may wish to access data on issues reported in their neighborhoods or on the government’s performance in meeting its targets. This section describes how 311 systems in other jurisdictions use performance information to communicate with customers and the public. This section also includes information on how other jurisdictions use mobile applications to communicate with customers.

²¹ “Boston About Results – Performance Goals,” Fiscal Year 2016 Recommended Budget for the City of Boston, June 15, 2015.

²² “Ordinance establishing a ‘Governing for Results’ framework in Miami-Dade County,” May 17, 2005, < <http://www.miamidade.gov/performance/library/memos/governing-results-legislation.pdf> > accessed 5/19/2016 and “The Budget Process and Property Taxes,” Miami-Dade County FY 2015-16 Adopted Budget and Multi-Year Capital Plan, < <http://www.miamidade.gov/budget/library/FY2015-16/adopted/volume-1/budget-process-property-taxes.pdf> > accessed 5/19/2016.

²³ “City of Philadelphia Use of Evidence & Data Fact Sheet,” Results for America, < <http://results4america.org/city-philadelphia-use-evidence-data-fact-sheet/> > accessed 5/19/2016.

1. Individual Service Request Tracking

When customers call 311, 311 customer service centers typically provide customers with a service request number that customers can use to track their service request. 311 systems typically offer some or all of the following methods for tracking requests:

- Calling 311 by phone and providing the service request number to the agent for a status update;
- Using the service request number to access the status via the 311 website;
- Using a mobile application to track an existing request;
- Accessing a dataset on 311 service requests on the jurisdiction's open data portal (see page 13); and
- Receiving a call or an e-mail from 311 upon request closure.

The last method listed above represents a proactive effort on the part of 311 to inform customers of the status of their requests. For example, customers who call Boston 311 have the option of providing an e-mail address and receiving an e-mail at the time the request is closed. Additionally, for those customers that did not provide an e-mail address, Boston 311 staff call back the customer to advise them of the status of the request and offer an opportunity to participate in a survey. Table 5 below lists the types of methods available in each jurisdiction.

Table 5. Methods Available 311 Service Request Updates

Jurisdiction	By Phone	Website Lookup	Via Mobile App	Open Data	Call or E-mail from 311
Montgomery County	Yes	Yes	Yes ²⁴	Yes	No
Boston	Yes	Yes	Yes	Yes	Yes
Dallas	Yes	Yes	Yes	No	No
Miami-Dade	Yes	No	Yes	Yes	No
Philadelphia	Yes	Yes	Yes	No	No
San Francisco	Yes	Yes	Yes	Yes	Yes

Sources: OLO interviews with 311 staff in each jurisdiction

²⁴ While MC311 currently does not offer an app, the organization does offer a mobile-enabled website that provides a mobile accessible version of the MC311 website for customers to submit requests and receive service updates.

311 Mobile Applications (“Apps”)

Each of the five case study jurisdictions reported implementing a 311 mobile application or “app” for use on mobile devices such as smartphones and tablets. These apps typically allow customers to access information and submit and track service requests. To facilitate use on a mobile device, the apps offer a simple interface and focus on common request types that can be submitted easily (e.g., pothole repair, graffiti removal, trash collection, abandoned vehicle, etc.). Boston 311 also sends the user a picture of the completed request and the crew who completed the work.

Staff from other jurisdictions reported that their apps have not reduced call center volumes, but rather they believed that the apps reached new populations that did not previously use 311. OLO found that 311 service request apps in Boston, Dallas, Miami-Dade, Philadelphia and San Francisco have several common features:

- The option for the customer to attach a photo to their request;
- The capability to pinpoint the location of the request using the mobile device’s GPS; and
- The ability to view requests submitted by other customers on a map (if made public).

Boston has also made available two additional apps that serve other purposes related to 311:

- Trash Day App. In response to high call volume related to trash collection, the City of Boston created this app for residents to easily access trash and recycling schedules and sign-up for reminders via text, email, or phone. The app allows residents to select when to receive reminders and automatically informs them about special collection days (e.g., leaf and yard waste). Additionally, the app will automatically notify residents if their pickup schedule is adjusted due to a holiday. Staff report that this app has been extremely helpful in reducing call center volumes.
- City Worker App. This app provides city workers with real-time access to the city’s internal work order management system. The app allows city workers to create, close, or re-assign service requests from the field. Workers are able to proactively address problems spotted and upload pictures of resolved service requests. The app syncs automatically, giving supervisors a clear view of how resources are being deployed in the field.

2. Public Access to 311 Performance Information

Many jurisdictions provide annual performance information on 311 customer service centers and customer satisfaction in their budget documents or other public performance documents. Performance metrics on service request fulfillment for relevant departments are often provided in those documents. However, comprehensive data on the wide range of 311 service requests does not fit neatly into a concise budget or performance report. Many jurisdictions have made 311 data public through their open data portals, and some offer additional online tools to analyze 311 request data.

Open data portal datasets. Over the past several years, cities and counties across the United States, including Montgomery County, have established open data initiatives, which consist of public websites where users can view and download datasets released by the government. Three of the five jurisdictions interviewed (Boston, Miami-Dade, and San Francisco) publish comprehensive 311 datasets on their open data portals. These jurisdictions make available the following types of 311 data:

- Individual requests. All three jurisdictions have made available data on individual 311 service requests in spreadsheet format, including the request type, opening and closing dates, request status, and location data. Exhibit 2 displays an example from Boston. Miami-Dade also provides the goal for the number of days it should take to close each request along with the actual number of days it took.
- Number of requests by topic. San Francisco's open data portal includes datasets that contain the numbers of information requests and service requests by request topic.
- Customer service center performance data. San Francisco has also made available datasets with 311 customer service center performance data, including performance on call center metrics by month and numbers of cases by month and channel (self-service options vs phone).

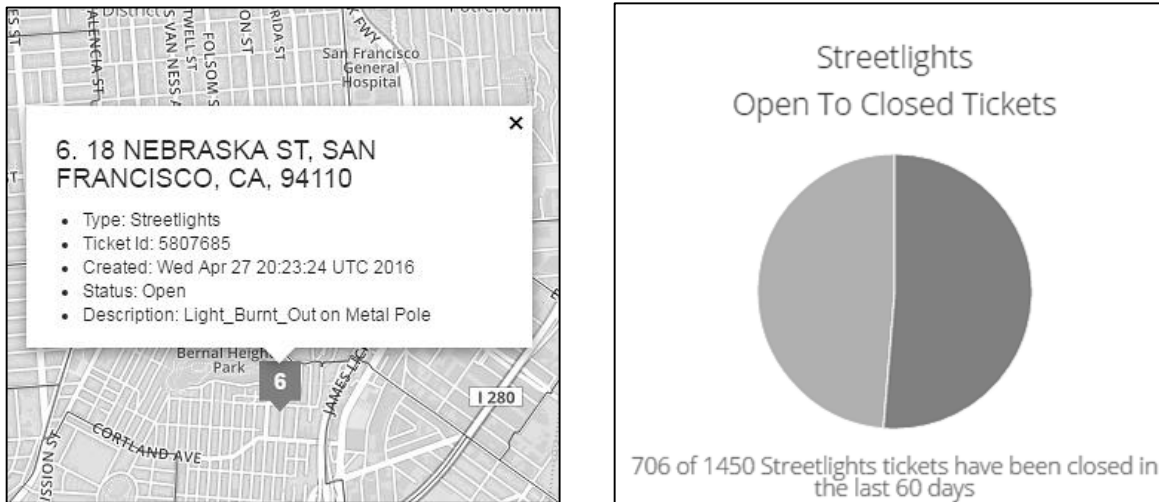
Exhibit 2. City of Boston 311 Service Requests Dataset

	CASE_ENQUIRY_ID	OPEN_DT	TARGET_DT	CLOSED_DT	OnTime_Status	CASE_STATUS
1	101000295613	07/01/2011 01:32:33 AM	07/15/2011 01:32:3	07/01/2011 05:06:58 AM	ONTIME	Closed
2	101000295614	07/01/2011 02:18:31 AM	07/05/2011 02:18:3	07/01/2011 06:12:43 AM	ONTIME	Closed
3	101000295615	07/01/2011 02:28:04 AM	08/15/2011 02:28:0	08/01/2011 03:21:46 PM	ONTIME	Closed
4	101000295616	07/01/2011 03:03:48 AM	07/15/2011 03:03:4	07/22/2011 04:13:45 PM	OVERDUE	Closed

Source: City of Boston Open Data Portal, <https://data.cityofboston.gov/>

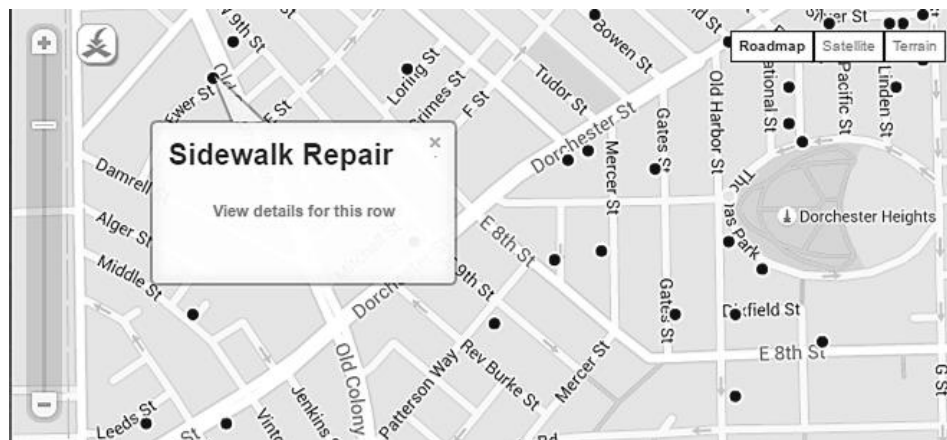
311 data apps. Some jurisdictions offer interactive tools that allow the public to view 311 service request data in graphical formats such as charts and maps. For example, as noted above, many jurisdictions offer mobile applications or “apps” that jurisdictions offer to enable customers to submit 311 requests on their mobile devices and view requests submitted by other customers as dots or pins on a map (as long as the customer made the request public). Some jurisdictions also offer additional web apps that can be accessed directly via the web without downloading an app and are designed for more detailed analysis. 311 web apps for San Francisco and Boston are described below.

- San Francisco SF311 Explorer. The SF311 Explorer allows users to view service request data on a map and in chart format by neighborhood and/or category. For example, a user could use the app to view all streetlight requests from the past year on a map of the city, as well as charts showing the numbers of submitted and closed tickets. The user could also easily view streetlight requests submitted in a specific neighborhood.

Exhibit 3. SF311 Explorer

Source: SF311 Explorer Website, <http://explore311.sfgov.org/main/category/>

- Boston 311 Open Service Requests Map.** Boston's open data portal includes an interactive map that shows the number of open service requests in different neighborhoods in the city. When the user clicks on a given area, the map zooms in and shows more detailed breakdowns of open requests. The map can be zoomed in down to the block level, where individual requests are shown as dots, and the user can view details of each request by clicking on the dot.

Exhibit 4. Boston 311 Open Service Requests Map

Source: City of Boston Data Portal, <https://data.cityofboston.gov/>

Significantly, the examples of 311 public datasets and apps described above include or use geographic point data that provide the specific locations of requests. Geographic data allows the public to see issues that have been reported in their neighborhoods and other specific locations, increasing the transparency of the 311 system.

Chapter 2. MC311 Operations and Performance Management Practices

As part of the Executive’s vision to “create greater responsiveness and accountability in meeting the needs of a very diverse County,” the County established MC311 in June 2010, as an integrated Customer Service Center (with a Customer Relationship Management system¹). MC311 provides the public with non-emergency information on County services and programs. The FY16 approved budget for MC311 was \$3.8 million and 36.5 FTEs.

MC311 is intended to increase accountability, responsiveness, and efficiency of the County Government by: (1) offering a single point of access to government services; (2) allowing customers to track the status of a service requests; and (3) recording and monitoring of the number and nature of requests and the timeliness of service delivery. This chapter describes MC311 services, community communication, operations, and performance measures:

- **Section A** provides a brief overview of MC311 services and community outreach efforts;
- **Section B** describes MC311 performance measurement; and
- **Section C** discusses how MC311 makes performance information available to customers and the public.

A. MC311 Services, Staffing, Processes and Community Outreach Efforts

MC311 provides customers with a variety of channels for requesting information and services from the government, including: phone, web, a mobile-enabled website², and Twitter. The MC311 Customer Service Center is open Monday through Friday, 7 a.m. to 7 p.m., with Tweets monitored by staff, Monday through Friday, 8 a.m. to 4:30 p.m. For 24-hour assistance, MC311 customers can utilize either the MC311 website or mobile-enabled website.

The MC311 Customer Service Center receives 50,000 requests for services and general information per month. In FY15, approximately 88% of service requests came through the MC311 Customer Service Center, while 9% were submitted via the MC311 website. The remaining 3% were submitted by internal County Government employees.³ Customers can make two types of requests to MC311:

- **General Information Requests**, which are handled directly by MC311 representatives; and
- **Service Requests**, which are sent to the appropriate County department for fulfillment (these also include referrals and service complaints/complements).⁴

In 2015, about two-thirds of requests were categorized as general information requests, and one third were categorized as service requests. MC311’s Siebel system refers to general information requests as “Service Request – General Information,” and requests for County services as “Service Request – Fulfillment.” For the

¹ Customer Relationship Management, defined in the Oxford dictionary as “denoting strategies and software that enable a company to organize and optimize its customer relations.”

² Mobile-enabled websites are pared-down versions of websites that compress content to fit onto a mobile screen and can incorporate location based services and functions like the phone’s camera and social media apps. See <http://www.nextgov.com/mobile/2011/12/its-apps-vs-mobile-enabled-websites-in-gsa-smackdown/50272/>.

³ Montgomery County CountyStat, “MC311 Annual Review – FY15,” October 21, 2015, p. 39, available at <https://reports.data.montgomerycountymd.gov/dataset/Oct-2015-PIO-MC311-Annual-Review-FY15/xd2x-kj7u>.

⁴ Prior to July 2013, MC311 tracked “Referrals” and “Complaints, Compliments and Comments” as separate categories.

purposes of clarity and simplicity, this report uses the terms “general information request” and “service request” to distinguish between the two request types. Appendix B provides a detailed description of MC311’s request intake and case management processes.

It is important to note that, in practice, not all requests to departments are submitted via MC311. CountyStat’s 2015 Governance Review of MC311 found that while the original intent of MC311 was to “subsume all non-emergency services,” opportunities remain for customers to bypass MC311, resulting in requests that are not captured in the MC311 database. These opportunities may include formal processes for “hot transfers” in the Department of Health and Human Services as well as direct contact with elected officials or department staff. CountyStat also reviewed practices in other jurisdictions and found that not all 311 systems aim to eliminate all non-311 numbers from departmental websites, instead taking a strategic approach for determining which numbers should be shifted to 311.

Technical Aspects of MC311. MC311 uses a customer relationship management system that integrates web-based information, a phone system, and a service database called Siebel. Specific technical aspects of the system include:

- Computer and telephone integration;
- Real-time integration of case management, geographic information systems, and web service; and
- The use of an Oracle database for tracking/reporting.

Staffing. Most of the MC311 staff are customer services representatives (“representative”) and include both full-time and contracted staff. MC311 uses a two-tier structure for call handling. All representatives are responsible for taking the next incoming call when they are available. However, customers may be transferred to a “Tier 2” representative when the customer would like more detailed information. Tier 2 representatives are experts in particular topic; currently, MC311 operates Tier 2 queues for calls related to Finance, DHHS, and Permitting Services. Customers also have the option of requesting to speak with a Spanish-speaking representative. MC311 aims to have at least one Tier 2 representative for each topic on each shift. In addition to the representatives, MC311 business analysts monitor MC311 requests for the various County departments, boards, or offices. The business analysts serve as a go-between for MC311 and departments.

Community Outreach Efforts. MC311 has undertaken numerous efforts to increase awareness of MC311 to diverse communities within the County. In 2015, MC311 established the MC311 Community Engagement Team, which partners with community organizations to educate residents on how to access County services using MC311. The MC311 Community Engagement Team attended more than 20 events (e.g., Citizen Advisory Board meetings, fairs) in 2015.⁵ Additional community outreach efforts include:

- The distribution of flyers in a variety of languages;
- County Executive meetings with local community groups;
- Palm cards available in English, Spanish, Mandarin, Korean, Vietnamese, French, and Arabic (along with some online content); and
- Televised and web-based Spanish public service announcements.

⁵ Montgomery County Government Press Release, “Montgomery’s 311 System Wins Award from Public Technology Institute as Promoting “Citizen-Engaged Community,” December 10, 2015.

MC311 Request Process. Appendix B provides a detailed summary of MC311's request process, which has two components:

- **Request intake.** Request intake occurs when the customer contacts the MC311 Customer Service Center via phone, web or Twitter. In the case of phone requests (the most common method of making a request), the representative who answers the call must identify the nature of the customer's request. If the customer makes a request for general information, the representative will provide an answer using the Siebel system, which contains Knowledge-Base Articles on all request topics, and close the request. If the customer makes a service request, the representative must collect the required information, as defined in the relevant Knowledge-Base Article, from the customer and route the request to the appropriate department. All requests made by customers are recorded as unique records. The Siebel system does not currently flag duplicate requests.⁶
- **Case Management.** Case management involves actions taken by the servicing department to manage and fulfill the service request. These actions may include investigation of the request, obtaining information from third parties, and issue resolution. Departments are responsible for closing requests when all work on the request is completed. Some departments use department-specific case management systems to manage requests they receive from MC311. In these cases, staff often have to manually update both the department-specific system and the Siebel system when managing requests.⁷ Staff report that this requirement contributes to data entry errors and omissions.

B. MC311 Performance Measurement

MC311 collects an extensive amount of performance data. To monitor operational efficiency and customer feedback, CountyStat produces a detailed performance review of MC311 annually.⁸ This section examines performance measures for the MC311 Customer Service Center, department fulfillment of service requests, and MC311 customer satisfaction.

1. MC311 Customer Service Center Performance Measurement

MC311 measures call quality and service request accuracy to manage MC311 representatives' performance and monitors a variety of metrics that assess overall performance of the MC311 Customer Service Center.

Managing Representatives' Performance. MC311 supervisors monitor call quality remotely and side-by-side with representatives. A small sample of calls are currently recorded on an ad hoc basis. By the end of the 2016 calendar year, MC311 will implement a Workforce Optimization tool that will record all calls and offer additional quality assurance functions for the Customer Service Center management team.

In addition, every representative is assessed on service request accuracy with a requirement of 95% accuracy as part of the annual and bi-annual performance evaluation. This assessment is based on both system-generated data and manual returns of inaccurate requests to MC311 by departments. System-generated data measures representatives' errors in meeting basic requirements for inputting a request into the Siebel system, including failing to put notes into the summary section or selecting a status category that is inconsistent with the type of

⁶ As shown in Appendix A, some 311 systems in other jurisdictions have technology to automatically identify duplicate requests (such as the same pothole recorded by two customers), and attach the new request to the original request.

⁷ See CountyStat, "MC311 & Customer Service Excellence – Governance Review," February 28, 2015, p. 28 and Appendix E.

⁸ See CountyStat, "MC311 Annual Review – FY15," October 21, 2015, < <https://reports.data.montgomerycountymd.gov/dataset/Oct-2015-PIO-MC311-Annual-Review-FY15/xd2x-kj7u> > accessed 6/7/2016

request (a general information request should be “closed” rather than “in progress”). Manual returns occur when departments receive a request that has been categorized incorrectly or does not include necessary information for the department to fulfill it. MC311 Business Analysts review each request returned by departments and determine whether representative error was the reason for the return.

Representatives are provided a weekly performance scorecard which includes the following metrics: number of calls and requests handled, average call handling time, after call work time, errors, etc. MC311 has established a formal incentive program to reward representatives’ excellence in service.

Overall Performance of the MC311 Customer Service Center. A Siebel scorecard assists with monitoring overall performance. Additionally, CountyStat has established Headline Performance Measures for the MC311 Customer Service Center. Siebel scorecard performance metrics are measured against specific targets, while CountyStat’s Headline Performance measures are monitored to see whether performance has improved, remained consistent, or declined. Table 6 displays 2014 and 2015 performance data collected by OLO from the Siebel scorecard as well as CountyStat’s Headline Performance Measures. MC311 met all targets in 2015, except for the average call handle time (two seconds over target).

Significantly, the “Service Request Accuracy Rate” is a performance metric for the MC311 Customer Service Center as a whole. However, this metric differs from metrics used to assess representatives in that it is based only on system-generated data on representative errors in meeting basic requirements. MC311 does not report data on manual returns of inaccurate requests from departments for the Customer Service Center as a whole.

Table 6. Key MC311 Customer Service Center Performance Measures

Performance Metric	2014	2015
Call Answering		
Abandoned Call Rate (target <5%)	2.9%	3.6%
Average Speed of Answer (target of 20 seconds or less)	23 sec.	20 sec.
Customer Service Representative Actions		
Average Call Handle Time (target of 4 minutes or less)	243 sec.	242 sec.
Average After Call Work (target of 1 minute or less)	1.03 min.	.97 min.
Occupancy Rate (target of availability to take calls during at least 85% of the day)	88%	87%
Service Request Accuracy Rate (target of 98% or more)	97%	>99%
Average Rate of First-Call Resolution (requests resolved in one call)	79%*	83%*
Additional Metrics		
MC311 Customer Satisfaction (see pages 21-22)	79%*	85%*
Utilization of Web and Mobile-Enabled Portal (% of all service requests)	10%*	30%*
MC311 Salary Cost Per Customer Contact (from any source)	\$3.60*	\$3.50*
Rate of Callers Requesting to Speak in Spanish	4.6%*	4.9%*

*Starred data are reported for the fiscal year rather than the calendar year
Sources: Siebel CSC Scorecard and CountyStat Website

2. Measurement of Performance in Service Request Fulfillment

MC311’s Siebel system tracks department-wide and individual service request fulfillment performance against Service-Level Agreements. Service-level agreements are targets for the maximum number of business days it should take a department to complete the requested service and close the request in the Siebel system. A

service-level agreement is established for each specific request topic (i.e., the Department of Transportation has a service-level agreement of three days to repair potholes). For the purposes of clarity and simplicity, OLO uses the term “target” to refer to service-level agreements in the remainder of this report. MC311 considers a request “closed” when the relevant department closes the request in the Siebel system. As a matter of policy, request closure occurs when the department has completed all work on the request.

Target-setting. Targets are set annually by departments and are reviewed in May/June of each year in consultation with CountyStat and MC311, with the goal that at least 80% of requests should be closed within the target timeframe. This process has resulted in the development of robust targets for department performance. When MC311 first started, departments worked to calibrate targets, which were adjusted frequently. However, staff report that targets are now more or less defined. Staff note that in cases of service requests with very long target timeframes for fulfillment (some service requests related to tree maintenance have targets of 365 business days or more), performance monitoring is challenging.

Performance monitoring. While staff monitor work order queues daily, each department receives a quarterly report analyzing the department’s performance. This allows for departments to routinely review and improve performance. CountyStat also provides MC311 request performance data to the Chief Administrative Officer for annual department performance reviews. Additionally, CountyStat is currently working on developing purpose-fit dashboards for each department that will access data by geographic location, Regional Services Center Director, and Council Districts. Service request performance metrics include:

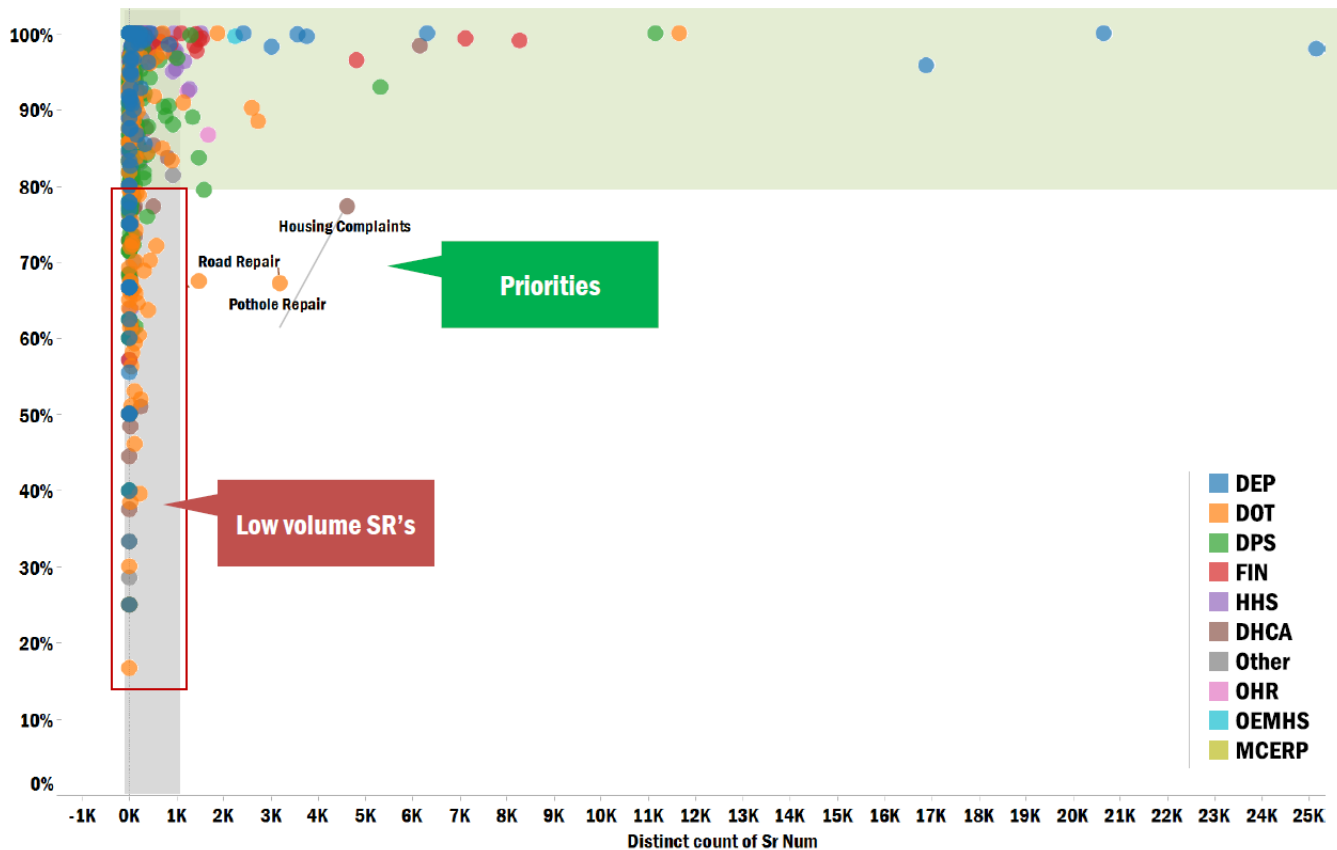
- Total numbers of requests;
- Numbers and percentages of service requests meeting target timeframes;
- Oldest open service request; and
- Average numbers of days over or under the target it takes to fulfill requests.

Performance data. Data from the Siebel system shows that approximately 91% of service requests opened in 2015 met target timeframes for fulfillment. Staff note that three key factors drive performance in fulfilling service requests:

- Request volume
- Resources
- Efficiency

In its FY15 annual review of MC311, CountyStat conducted a detailed analysis of request volumes and performance among departments and major divisions. One key chart used by CountyStat to identify the biggest opportunities for improvement, displayed on the following page, shows service request topics by volume of requests and service request fulfillment performance. The FY15 review identified pothole repair, road repair and housing complaints as request topics with relatively high volumes of requests (+1,000 requests per year) and low performance (less than 80% of requests meeting target). For all other high-volume service request topics, departments met the target at least 80% of the time.

Exhibit 5. FY15 Service Request Topics By Percentages of Requests Meeting Target and Request Volume



Source: Montgomery County CountyStat, MC311 Annual Review - FY15, October 21, 2015, p. 34

3. MC311 Customer Surveys and Customer Compliments and Complaints

MC311 conducts both internal and external customer surveys to evaluate the performance of MC311. While these surveys are focused on the performance of the MC311 Customer Service Center, responses may also reflect satisfaction with service request fulfillment by departments. Additionally, MC311 collects complaints and compliments regarding MC311.

Internal Montgomery County Government (MCG) Customer Survey. In FY16, MC311 conducted a survey of 106 internal MCG customers to assess satisfaction with MC311 services (see Appendix C). These internal customers are responsible for fulfilling department or division-specific MC311 service requests. Focusing on the quality of requests forwarded to departments by MC311 representatives, 73% of internal MCG customers found the quality of forwarded requests to be in “good” or “excellent” condition (an increase of 3% from FY15) and 27% found quality to be “fair” or “poor”. The most common challenges reported by departments in handling service requests were (1) incomplete or incorrect information and (2) unclear summary notes. However, less than half of respondents returned requests with errors for correction by MC311.

External Customer Surveys. MC311 sends two surveys to external customers. The first is a daily survey, which is e-mailed to those customers who request a copy of the service request. The second survey is a biannual survey. MC311 sends out an electronic survey twice a year to any MC311 customer who provided an e-mail

address in a specified time period. Currently, surveys are offered only in English and not in other languages. Both surveys ask about the following issues, depending on the customer's method of contacting MC311:

- *Web*: purpose of visit to MC311 website, whether customer was able to locate information needed, satisfaction with ease of use of website, and overall satisfaction; or
- *Phone*: purpose of call, whether representative was able to provide information or process a request, satisfaction with time to reach a representative, satisfaction with call handling, and overall satisfaction.⁹

Questions regarding customer satisfaction ask customers to select whether they were "Satisfied" or "Dissatisfied". Staff report that MC311's survey questions previously used a scale for measuring satisfaction, but that questions were simplified to promote increased participation in the survey. OLO heard feedback that that a key challenge to interpreting customer satisfaction surveys is that it is not always clear the extent to which responses reflect satisfaction with the Customer Service Center or services provided by departments.

The most recent biannual survey available was conducted in July 2015 (see Appendix D). For this survey, 447 MC311 phone users responded and 430 web users responded to the external survey. Web users reported a better overall experience (87% of respondents were satisfied) compared to phone users who reported an overall 82% satisfaction rate with MC311. Compared with the previous survey, conducted in January and February of 2014, the 2015 survey shows a somewhat increased level of overall satisfaction among phone users (<1% increase) and a decreased level of satisfaction among web users (7% decrease). Additionally, survey participation increased from a total of 598 responses in 2014 to 877 responses in 2015.

MC311 Customer Compliments and Complaints. MC311 collects customer compliments and complaints. MC311 uses the Siebel system to record the customer's compliment/complaint, provide the customer with a service request number, and to forward requests to the MC311 management team for review. In some cases, callers may request to be directly transferred to a MC311 supervisor. When this occurs, the Siebel request record does not include a summary of the compliment/complaint.

MC311 Compliments. Between January and December 2015, MC311 received 46 compliments; 41% of which were related to information provided by the MC311 representative or the professionalism of the representative.¹⁰ The table below displays an overview of compliments received by MC311.

Table 7. Recorded MC311 Customer Compliments (Siebel), January – December 2015

Compliment Category	# of Compliments*	Sample of Reported Compliments
Professionalism and Service Provided by the Representative	19	Representatives were kind-natured, knowledgeable, patient, and showed concern for callers.
Service Fulfillment	10	Service requests were processed in a quick manner and service delivery was prompt, quick, reliable, and efficient.
MC311 Operations	4	MC311 information was easy to find, gratitude for MC311 services, especially during weather emergencies.

*OLO categorized 13 compliments (28%) "Unknown," meaning the customer requested to speak to a MC311 supervisor without providing the representative with the nature of the compliment. These are excluded from the table above.

Source: Siebel

⁹ MC311 Ongoing Customer Survey, available at:

<https://www.surveymonkey.com/r/MC311CustomerSurvey?sm=zLu4klKk11mjfMi55vqmSgJWtRubi2l4T6OTUY7at3Q%3d>.

¹⁰ Siebel.

MC311 Complaints. As part of CountyStat’s MC311 Governance Review (February 2015), CountyStat reviewed MC311 complaints received by the County Executive from March 2014 – December 2014.¹¹ CountyStat found that the County Executive logged fifteen identifiable complaints across three broad categories, listed below.

- MC311 Customer Service Center – Customers reported dissatisfaction with information provided by the representative, incorrect targets, rude representative behavior, and technical issues with the call center itself.
- Departments – Service fulfillment complaints focused on missed targets, reports of requests being closed without department action, and rude behavior exhibited by department staff.
- Policy – Customers reported dissatisfaction with the expected service fulfillment date, inability to contact the departments directly, and being redirected to another phone number.

Similar to MC311 compliment data, OLO also reviewed MC311 complaints recorded in the Siebel system from January to December 2015. During this twelve-month period, MC311 received 188 complaints; of which 43% could be attributed to the level of service provided by the representative or the professionalism of the representative. The table below details the types of complaints received by MC311.

Table 8. Recorded MC311 Customer Complaints (Siebel), January – December 2015

Complaint Category	# of Complaints*	Sample of Reported Complaints
Professionalism and Service Provided by the Representative	81	Disconnected calls, extended holds, rude behavior exhibited by representatives, and being given inaccurate information.
Service Fulfillment	5	Unmet customer expectations (including initial department contact and level of service provided) and the inability to receive services when MC311 is closed (such as weekends).
MC311 System Issues	32	Complaints with the length of the 311 voice prompt, inability to speak directly to departments, requirement for an exact address to submit a request, and difficulty searching and using the website to submit requests.

*OLO categorized an additional 70 complaints (37%) as “Unknown,” meaning the customer requested to be transferred to an MC311 supervisor without providing the representative a description of the complaint. The table excludes these complaints.

Source: Siebel

4. Use of MC311 Data for Data-Driven Decision-Making

Departments utilize MC311 performance data to monitor customer demand and evaluate the efficiency of department processes. In several cases, staff noted that MC311 provides objective data that was not available previously, including data on volumes of service requests as well as data on the length of time it takes departments to fulfill services. Based on interviews with department staff, OLO observed several instances where departments have utilized MC311 performance data to understand customer expectations, demand, and workflow.

¹¹ CountyStat examined 15 resident complaints provided the County Executive for which reasons for the complaint could be determined. See “MC311 & Customer Service Excellence – Governance Review,” February 18, 2015, p. 34.

- **Performance Monitoring.** Several departments noted using Siebel dashboards to observe if divisions/sections are meeting expectations and address issues as they arise. Siebel dashboards allow managers and supervisors to view outstanding requests and follow up on issues affecting resolution.
- **Program Planning.** Enhanced reporting capabilities available through MC311's Siebel system assist departments with the program planning process. For example, DOT Transit Services staff use a Siebel report that tracks Ride-On Complaints by route, identifies drivers with repeat complaints, and examines drivers' performance. Using this report, Transit Services has been able to focus resources on specific routes.
- **Issue Identification.** Several departments utilize MC311 data to understand customer issues. Spikes in caller request for general information or service requests can serve as an early warning system for departments, indicating potential problems (i.e., property tax delinquency notices) or trends (i.e., frequent requests during storms or emergency periods). For example, DOT Highway Services utilized MC311 data to measure the cost of storm-related damage.
- **Program Improvements.** Customer complaints show managers specific areas where more staff time is required. For example, the DOT Division of Transit Services noticed a spike in complaints after assigning drivers to new routes. Transit Services utilized MC311 data and identified the underlying issue - the time it took for drivers to learn a new route. This led the Division to program for additional driver training, including filming each route so drivers can learn how best to manage the new route.

C. Public Access to MC311 Performance Information

As noted on page 11, customers and the public can benefit from accessing government performance information. Customers can also benefit from learning the status of a request they have made. Members of the public may wish to access data on issues reported in their neighborhoods or on the government's performance in meeting its targets. In addition to providing methods for customers to learn the status of their requests, the Executive has made MC311 performance information public via both the CountyStat website and dataMontgomery, the County's open data portal.

Individual Service Request Tracking. Customers can check the status of their request by phone or via the MC311 website, using the "SR number," or the record number associated with the original request. If the customer calls to check the status by phone, the representative will check the status of the request and provide the available update to the customer. The update may include information on whether the request is still in progress or has been closed and specific activity updates based on notes made by department staff.

Customers also have the option of checking the status of a request via the MC311 website and mobile-enabled website. This option provides customers with general information on whether the request is in progress or closed, but does not detail notes provided by department staff. Some departments operate additional web-based portals, such as DHCA's E-Property website (see page 35), that offer more detailed information related to customer requests.

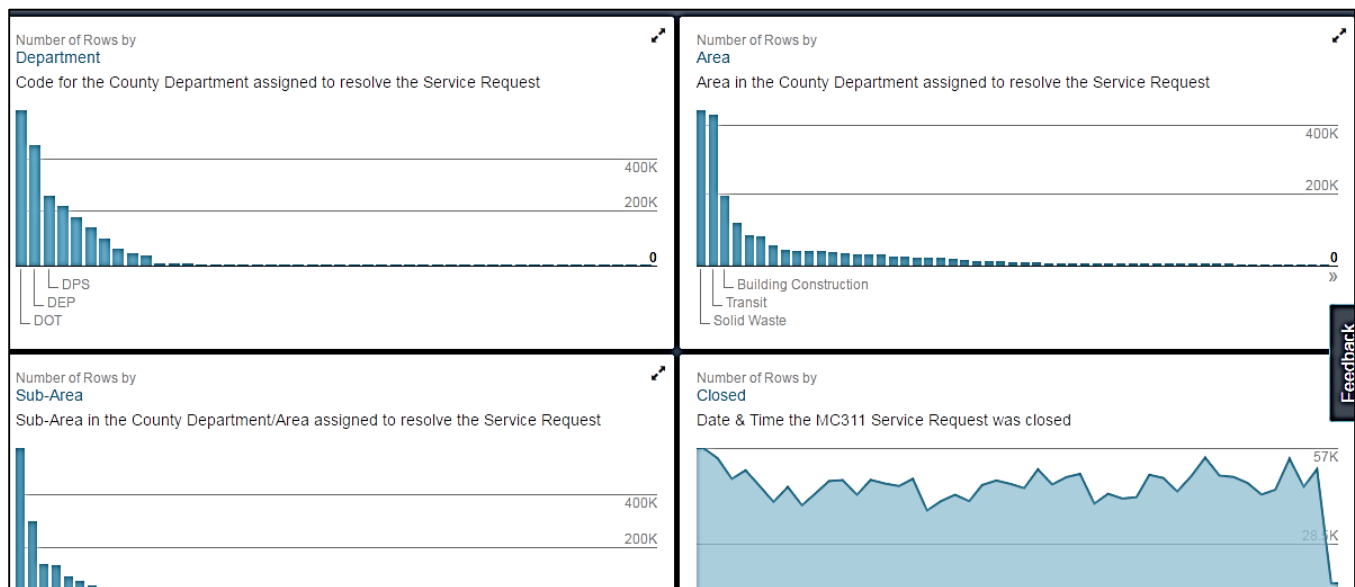
The CountyStat website. The public can view headline performance measures for every County department as well as for Countywide priority objectives on the CountyStat website. Measures include the MC311 Customer Service Center performance measures listed on page 19 as well as percentages of on-time service request fulfillments for several departments that receive large numbers of MC311 service requests for fulfillment.

dataMontgomery. dataMontgomery is the County’s open data portal, which allows users to view and download datasets released by the County Government. dataMontgomery includes one comprehensive MC311 dataset that contains data on individual MC311 general information and service requests in spreadsheet format. The dataset is updated daily and includes the following data fields for all requests opened since July 1, 2012:

- Request Record Number (“SR ID”)
- Date Opened
- Date Closed
- Request Status (“Closed” or “In Progress”)
- Department
- Area
- Sub-Area
- Topic
- Target (service-level agreement) Days for Fulfillment
- City, State and Zip Code
- Source (Phone, Web, etc.)
- Council and Congressional Districts
- # of Days Request Was Open
- Whether Request Met Target

The open data portal also includes several additional datasets and tools that use data from the comprehensive MC311 request dataset. For example, datasets are available that list numbers of open requests by request topic and numbers of closed requests by request topic. Users can also view MC311 data using a data lens tool, which includes six interactive charts displaying numbers of requests by department, by department division, by department sub-area, by dates of opening and closure of requests, and by Council District.

Exhibit 6. dataMontgomery MC311 Data Lens Tool



Source: dataMontgomery website, <https://data.montgomerycountymd.gov/Government/MC311-Service-Requests/xspi-x2bx>

Chapter 3. Department Processes for Fulfilling MC311 Service Requests

In order to better understand how departments manage MC311 service requests, OLO reviewed common service requests across seven County departments (shown below). To select specific service requests for review, OLO identified the most common requests that were forwarded to departments for fulfillment and consulted Executive Branch staff.

This chapter describes departments' processes for responding to and fulfilling selected service requests and providing status information to customers. This chapter's focus is on those requests assigned to the department for fulfillment, referred to as "service requests", and not on general information requests, which are handled and closed by MC311 representatives. As noted in Chapter 2, service requests account for one-third of all MC311 requests. Each section, listed on the following page, provides data on the selected service requests and describes the steps that department staff take when managing and fulfilling requests.

County Departments and Service Requests

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• Bulk Trash and Scrap Metal Pick-Up Requests	
• 22-Gallon Recycling Bin Delivery and Pick-up Requests	
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• Requests to Contact an Office of Eligibility and Support Services Caseworker	
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A. Department of Environmental Protection, Division of Solid Waste Services

The DEP Division of Solid Waste Services (DSWS) manages the County's waste transfer station, materials recycling facilities, the resource recovery and compost facilities, trash and recycling collection services and contracts, and recycling and outreach programs.¹

MC311 Background. Historically, DEP operated an on-site call center with eight employees. When MC311 was established, most DEP call center employees transferred to the MC311 Customer Service Center. As an early adopter of MC311, DSWS was able to customize the Siebel database in order to use it as their internal case management system (see Appendix E for a discussion on end-to-end system integration). This functionality permits streamlined management of service requests. Both MC311 representatives and department staff are able to input request information and view request status almost in real time. Additionally, DSWS imported three years of historical property/service request data into Siebel. As a result, staff are able to view any service request associated with a specific property. Staff report that this capability provides an understanding of the services commonly used by residents and helps to identify trends/issues with a particular property.

In 2015, approximately 26% of calls (35,094 requests) received by MC311 were DEP general information requests, which are handled directly by MC311 representatives. This section examines service requests, which are those requests assigned to the department for fulfillment.

Solid Waste Services Selected Service Requests and Fulfillment Process. From January 1, 2015 to December 31, 2015, the Division of Solid Waste Services received 99% of all MC311 service requests assigned to DEP for fulfillment.² OLO examined the following four specific types of requests:

- Bulk Trash Pick-Up Requests. Each residential property receiving Montgomery County provided trash collection is entitled to 5 bulk collections per calendar year for large household items. Bulk trash is defined as any item too large to fit in a standard trash can or trash bag.
- Scrap Metal Pick-Up Requests. Residents receiving Montgomery County-provided recycling collection may have scrap metal items collected as part of their regular recycling service. Scrap metal items are any large item that is 51% or more metal that is too big to fit in a trash can or trash bag. (e.g., bikes, grills, household appliances etc.).
- 22-Gallon Recycling Bin Delivery Request. Montgomery County provides 22-gallon blue bins to recycle bottles, cans and jars for residents who receive County-provided curbside recycling collection. Each delivery request can be for 1 to 5 bins, but residents are limited to 5 total bins delivered per year.
- 22-Gallon Recycling Bin Pick-Up Request. Residents who have old, damaged recycling bins (for bottles, cans, and jars) may have the bins collected and recycled. Bins will be collected as part of the delivery of new bins each week.³

¹ Department of Environmental Protection, FY16 Approved Budget Details, available at https://reports.data.montgomerycountymd.gov/reports/BB_FY16_APPR/SWS_PROGRAMS.

² Siebel.

³ *Ibid.*

Table 9. Selected MC311 Service Requests for Fulfillment By the Division of Solid Waste Services, 2015⁴

Request Type	# of Requests	Target (days)	% Meeting Target	Avg. Days to Close
Solid Waste Services	99,364	--	98%	--
Bulk Trash Pick-Up	26,084	5*	98%	2.3
Scrap Metal Pick-Up	22,029	5*	96%	2.7
22 Gallon Recycling Bin Delivery	23,032	10	>99%	6.2
22 Gallon Recycling Bin Pick-Up	10,104	10	100%	6.2

*DEP fulfills Bulk Trash and Scrap Metal Pick-Up requests on the customer's next service day.

Source: Siebel

1. Solid Waste Services Staff Receive Request

Quality Assurance. DSWS employs a three-person team to perform quality assurance checks on service requests.⁵ If staff discover omissions or inaccuracies with a service request (e.g., address does not receive County trash collection services), the representative is responsible for calling the customer to explain the issue.

Solid Waste Services staff may also follow-up with the customer if the request is created accurately, but more detail is required. All requests associated with a particular property are recorded within Siebel and may include data on frequent requests. If staff identify a duplicate request, Solid Waste Services staff will contact the resident for clarification (i.e., a request for a blue bin is submitted both online and through MC311).

After reviewing the request for accuracy, staff change the request status to "Fulfillment at Department." Staff input the date at which the customer can expect the service to be completed. Once the status is changed in Siebel, the request is ready for fulfillment by DSWS staff or by a contractor.

Cancelling a Service Request. Customers must contact MC311 to cancel a Solid Waste service request. MC311 representatives are able to cancel the request directly in the Siebel system if the cancellation request is made early enough in the day. If the original request has already been assigned to a staff member, DSWS office staff will contact the appropriate staff person that the service request has been cancelled.

2. Request Fulfillment and Closure

Bulk Trash and Scrap Metal Pick-up Request Fulfillment. Siebel automatically assigns bulk trash and scrap metal pick-up requests to the appropriate trash route. The system lists the name of the route contractor in Siebel. The system will also automatically generate a pick-up list for customers who are elderly or disabled. This alerts the contractor that trash or recycling will be located at the house, rather than curbside.

22 Gallon Recycling Bin Request Fulfillment. Every recycling bin request from the previous business day automatically feeds into a request fulfillment list. The delivery address list is assigned to the appropriate staff.

⁴ In the tables in this chapter, the numbers of requests include all requests opened during 2015, including requests which were cancelled; however, performance against targets include only requests for which meeting or exceeding the target can be determined, including both closed requests and open requests exceeding the target.

⁵ If a request is made online after the close of business (but before midnight), Solid Waste Services Staff are unable to review the request for accuracy. However, staff report that the structure of the DSWS's MC311 web forms prevents most errors. For example, web requests are automatically screened by address for availability of County provided bulk trash or scrap metal pick-up at the specific address.

Staff have the option of downloading and inputting delivery addresses into a mapping website (e.g., Google Maps).

When the service is completed, DSWS staff close the request in Siebel. For all request types, field staff update service request activities in real time, using laptop computers to access Siebel while in the field. If a resident calls MC311 to complain that a service was not completed (e.g. trash was not picked-up), MC311 representatives can access the record in Siebel of the actions taken by DSWS staff or contractors in order to understand the issue. For example, staff may indicate that trash was put out late or that an item was unacceptable for collection (e.g., hazardous materials). DSWS staff report that the representative is able to view the notes almost in real time. If the complaint is unresolved, the representative will submit the request as a new request for staff to conduct a field check at the property. Staff receive notification of the new request while in the field after it is reviewed and dispatched by the office staff and will talk with the resident directly. Staff report that they typically visit the property within the hour or at the latest during the same business day.

B. Department of Finance, Division of Treasury

The Department of Finance's Division of Treasury is responsible for the collection and processing of all County administered taxes, including property taxes, transfer and recordation taxes, and several excise taxes (e.g., fuel/energy, telephone, and hotel/motel). Additionally, the Division is responsible for administering the County's Working Families Income Supplement program, the Public Advocate for Assessments and Taxation program and other tax credit, deferral, and assistance programs.⁶

MC311 Background. Prior to establishment of MC311, the Division of Treasury operated an internal call center, which conducted both request intake and fulfillment. At the start of MC311 operations, Treasury call center staff transferred to MC311. From January to December 2015, MC311 received 44,801 requests for information or services for the Department of Finance. Of this total, 40,563 service requests (91%) are labeled as general information requests and are handled directly by Tier 1 and Tier 2 representatives at MC311. Only 9% of MC311 service requests (4,238 requests) are transferred to the Department. Tier 2 representatives for Finance have access to MUNIS, the County's property tax billing system.

Division of Treasury Selected Service Requests and Fulfillment Process. From January 1, 2015 to December 31, 2015, the Division of Treasury received 73% of all MC311 Department of Finance service requests (3,078 Division requests out of a total of 4,238 Department service requests).⁷ OLO examined the following categories of Treasury requests, including:

- Requests to Discuss Property Tax Bill. This category refers to questions about property tax bills that do not have existing KBAs or complex requests requiring assistance from Treasury staff. Examples of the issues reported by customers include discrepancies between information in a mailed property tax bill and information displayed on Finance's online property tax lookup tool, unexpected interest charges, misapplied payments, and out of date property ownership information in MUNIS.
- Status of Real Property Tax Refund. Customers with overpayments on their property tax accounts can request refunds by faxing or mailing a form along with required documentation to the Division of Treasury. Requests in the *Status of Real Property Tax Refund* category relate to cases where the customer is calling to inquire about the status of a refund request they submitted.
- Payments Made on a Property Tax Account. Customers can view payments made on a property account online or on their paper bill. Individuals who do not agree with the amount displayed can call MC311 to receive more information.

Table 10. Selected MC311 Service Requests for Fulfillment By the Division of Treasury, 2015

Request Type	# of Requests	Target (days)	% Meeting Target	Avg. Days to Close
Treasury Division	3,078	--	87%	--
Requests to Discuss Property Tax Bill	745	10	89%	6.7
Status of Real Property Tax Refund	563	10*	96%	6.6
Payments Made on a Property Tax Account	412	5	67%	5.3

*During 2015, the target for requests for the status of a real property tax refund was changed from 15 to 10 days.
Source: Siebel

⁶ Department of Finance, Approved FY16 Budget, available at https://reports.data.montgomerycountymd.gov/reports/BB_FY16_APPR/FIN_PROGRAMS.

⁷ Siebel.

1. Treasury Staff Receive Request

When a customer calls MC311 with a request in any of these categories, a Tier 1 MC311 will attempt to answer the question. If they are not able to assist, they will transfer the call to a Tier 2 representative for Finance. If the Tier 2 representative is not able to assist, the representative will forward the request to Treasury for further investigation. The information in this section relates to those requests that are forwarded to Treasury.

The Treasury Division employs a lead staff member to triage and assign incoming MC311 service requests to the appropriate staff. If needed, this lead staff member will also handle and resolve service requests as part of daily job duties.

2. Request Fulfillment and Closure

Treasury staff contact the customer to inquire about the requested issue. In most cases, Treasury staff are able to provide an answer after reviewing the specific property tax account information in MUNIS. If Treasury staff are unable to speak to the customer directly, staff will leave a message for the customer. In some cases, customers may need to provide additional information to Treasury staff, or Finance staff may need to contact the Maryland State Department of Assessments and Taxation (SDAT). While the request is processed in MUNIS, staff log all activities undertaken to fulfill the service request in Siebel.

When the customer's request is resolved, Treasury staff manually close the request record in Siebel. No automated link exists between MUNIS and Siebel, so actions taken in MUNIS do not result in an automatic update of Siebel. Tax refund requests are closed when Treasury staff process the request and forward it to Finance's Accounts Payable Division, rather than when the customer receives the refund or cashes the check.

C. Department of Health and Human Services, Office of Eligibility and Support Services

The DHHS Office of Eligibility and Support Services (OESS), formerly known as Income Supports, Child Care Subsidies, and Service Eligibility Units, serves low-income families and individuals who face challenges in meeting their basic needs. OESS case workers determine eligibility for cash, food supplements and medical assistance programs such as Temporary Cash Assistance (TCA), Temporary Disability Assistance (TDAP), the Supplemental Nutrition Assistance Program (SNAP, formerly known as food stamps), Medicaid, Care for Kids, Maternity Partnership, Senior Dental and Child Care Subsidies to include the Working Parents Assistance program. OESS has offices in Germantown, Rockville, and Silver Spring.

MC311 Background. Prior to the implementation of MC311, DHHS operated the Information Line, a call center with five staff. Those staff had access to CARES, a legacy case management system where staff could look up customers' eligibility status information. Following the launch of MC311, those staff were transferred to MC311 to act as "Tier 2" DHHS representatives. Tier 2 DHHS representatives have the expertise to answer complex questions that Tier 1 representatives cannot answer and can access eligibility information in CARES. If Tier 2 representatives are not able to address the customer's issue, the request will be forwarded to DHHS for fulfillment. Significantly, over 90% of 311 requests for DHHS in 2015 were categorized as "general information" requests, meaning that a Tier 1 or Tier 2 representative at MC311 addressed the customer's issue without forwarding the request to DHHS.

OESS Selected Service Request and Fulfillment Process. From January 1, 2015 to December 31, 2015, the Office of Eligibility and Support Services received 1,084 service requests for fulfillment, or 40% of all service requests (not including general information requests) assigned to the Department of Health and Human Services.⁸ Of those, 605 were requests to contact an OESS case worker in either the Germantown, Rockville, or Silver Spring offices. OLO met with department staff to understand OESS's process for fulfilling MC311 service requests, with a focus on those requests to contact an OESS case worker.

Requests to contact an OESS case worker. Requests in this category relate to issues that arise regarding a customer's eligibility for an assistance program or receipt of assistance. For example, a customer may call to inquire why their Food Supplement benefits have not been issued, or whether their Temporary Cash Assistance case has been closed. Requests can vary in their complexity. Some simply require the ability to look up eligibility information in the CARES system, which can be done by a Tier 2 representative at MC311. Others require a greater level of expertise and policy knowledge and must be forwarded to a case worker at DHHS. Finally, some requests are submitted by the Department of Human Resources (DHR), which is the State agency responsible for human services. In those cases, the caller is transferred directly (a "hot transfer") from MC311 to DHHS staff.

⁸ Siebel; includes requests categorized under Income Supports, the program replaced by OESS.

Table 11. Selected MC311 Service Requests For Fulfillment by OESS, 2015

Request Type	# of Requests	Target (days)	% Meeting* Target	Avg. Days to Close
All OESS Requests	1,084		65%	
All Contacting A Case Worker Requests	605	2	64%	2.7
Germantown Office	227	2	49%	3.9
Rockville Office	159	2	50%	2.8
Silver Spring Office	219	2	89%	1.5

Source: Siebel

1. DHHS Staff Receive Request

When a customer calls MC311 with a request in this category, a Tier 1 MC311 will attempt to answer the question. If they are not able to assist, they will transfer the call to a Tier 2 representative for DHHS. If the Tier 2 representative is not able to assist, the representative will forward the request to DHHS for further investigation. The information in this section relates to those requests that are forwarded to DHHS.

DHHS has a dedicated staff member who reviews MC311 requests that are assigned to DHHS, as well as two back-up staff members to cover absences. When a request to contact a case worker is submitted through Siebel to DHHS, the designated staff member reviews the request for accuracy and either:

- Provides the customer with the requested information, accesses CARES if necessary, and closes the request in Siebel; or
- Forwards the request to the appropriate case worker and their supervisor.

2. Request Fulfillment and Closure

Fulfilling the request typically involves investigating the issue, obtaining any necessary documentation or information from the customer or DHR, and calling the customer to provide the requested information or confirm issue resolution. During the process of fulfilling the request, DHHS staff may record comments in the “Activities” tab of the Siebel system to document actions taken. For example, if a staff member speaks with or leaves a voicemail for the customer or if staff request information from a third party (e.g. DHR) then staff can record that action as a comment. In some cases, issue resolution requires accessing a DHR-maintained database, which is separate from the County’s CARES database and to which only a limited number of staff have access. When the service request is fulfilled, the staff member or case worker calls the customer and changes the status of the request to “closed”.

D. Department of Housing and Community Affairs, Housing Code Enforcement

The DHCA Housing Code Enforcement Section enforces County Codes defining property maintenance in Montgomery County (including Chapter 26, Housing Maintenance; and Chapter 48, Solid Wastes; and Chapter 58, Weeds, Chapter 49, section 17, Accumulation of Snow and Ice and Parts of the Zoning Ordinance Chapter 59). The Section investigates complaints, performs legally required inspections, and educates County citizens regarding rights and responsibilities in the area of property maintenance.⁹

MC311 Background. Prior to the launch of MC311, DHCA staff responded to customer calls on a rotating basis. Code enforcement-related calls were shifted to MC311 as part of the soft launch in January of 2010. DHCA Code Enforcement operates an internal case management system separate from the Siebel database. However, case updates made in the DHCA system are automatically updated to the public-facing eProperty site and to the Siebel database (case closure only). Staff report this has reduced the need to update two separate systems and allows the MC311 representative to view basic case information and request status when customers call MC311 to ask about the status of their request.

Code Enforcement Service Requests and Fulfillment Process. From January 1, 2015 to December 31, 2015, the DHCA Code Enforcement Section received 42% of all MC311 service requests for fulfillment by DHCA (7,896 Code Enforcement service requests out of a total of 18,737 DHCA service requests).¹⁰ Of those, 5,745 requests were housing complaints.

Housing complaints. The Code Enforcement section is responsible for responding to complaints regarding the maintenance and condition of single-family and multi-family residential rental property, exterior maintenance, conditions of commercial property, exterior and common areas of residential condominiums and vacant properties/unimproved lots. Code Enforcement may issue citations against the property owner for uncorrected violations previously cited in a "Notice of Violation". The homeowner has a defined period of time to correct the violation before fines/legal proceedings. In most cases the time limit is 30 days; however, life threatening violations are required to be fixed in 24 hours.

Table 12. Selected MC311 Service Requests For Fulfillment by the Housing Code Enforcement Section, 2015

Request Type	# of Requests	Target (days)	% Meeting Target	Avg. Days to Close	Oldest Open Request (days)
Code Enforcement	7,896	--	76%	--	--
Housing Complaints	5,748	60	76%	43.2	312

Source: Siebel

1. Code Enforcement Staff Receive Request

When a customer calls 311 to report a housing complaint, MC311 representatives are responsible for recording and verifying the address and a summary of the problem/issue associated with the property. Representatives provide the customer with an estimated time frame for a case to be inspected once created.

Upon receipt of the request, Code Enforcement staff record the complaint information and SR number from Siebel in Code Enforcement's internal case management system. Code enforcement currently employs one staff

⁹ DHCA, Housing Code Enforcement Handbook, available at http://www.montgomerycountymd.gov/DHCA/Resources/Files/community/code/handbook_eng.pdf.

¹⁰ Siebel.

member to transfer all requests. Staff report that converting MC311 service requests to Code Enforcement cases can be time intensive. For example, during Winter Storm Jonas, Code Enforcement received upwards of 800 requests, all of which needed to be reentered into Code Enforcement's case management system.

Staff assign the case to an inspector to begin the inspection process. This information is updated in Code Enforcement's system and is automatically updated in Siebel. The assigned inspector may follow up with the customer (if contact information is available) to receive additional information or to learn more about the observed issue.

2. Request Fulfillment and Closure

After receiving the housing complaint, an inspector will visit the property. Inspectors have web access to the Code Enforcement case management system through the use of iPads for any given site. This allows the inspector to record and take pictures of additional code violations found while inspecting the property (i.e., while investigating a complaint about tall grass, the inspector may discover any number of additional building and maintenance related issues).

If a customer reports a housing complaint to MC311 regarding a property for which a housing complaint case is already open, the representative will create a new service request in Siebel. Code Enforcement staff will add the request to the existing case in the case management system and notify the inspector assigned as to the new service request. As a result, all requests related to a particular property and case number can be viewed in a single location.

The target timeframe to fulfill housing complaints is 60 days. However, depending on citations/judicial proceedings, the time to actually resolve a housing complaint can vary. The target does not change for cases undergoing legal proceedings or if the homeowner has been granted additional time to rectify the issue beyond the initial citation period.

When all property issues are resolved, Code Enforcement staff will close the service request. At case closure, all requests attached to the case are automatically closed in Siebel. If a case goes to court, the process could take three to four months to be heard, plus additional time for case proceedings. The request remains open while the case is proceeding through the judicial process, unless a specific service request has been fulfilled.

Checking Status of DHCA Requests Online. Detailed status information on requests is not available on directly on the MC311 website. However, customers can check the status of their request on DHCA's E-Property website, which provides information on the specific complaint type, the inspector assigned to the case, and a description of actions taken by DHCA. Customers who search for status of their housing complaint on the MC311 website will only find information on whether the complaint is open or closed.

E. Office of Human Resources, Health Insurance Team

The OHR Health Insurance Team administers the County's health plans for employees, retirees and participating agencies as well as their dependents. The Team's responsibilities include processing of enrollment and verifying eligibility for group insurance programs, communications, education and counseling to participating employees and retirees, managing annual open enrollment for group insurance programs, and providing customer service.

History with MC311. OHR began participating in MC311 in 2010. As of May 2014, the Health Insurance Team no longer has a phone number or e-mail address for customer inquiries. Instead, employees and retirees are required to contact MC311 with any health insurance questions. In 2015, 59% of 311 requests for OHR were resolved and closed by MC311 representatives and were not forwarded to OHR for fulfillment. If MC311 representatives are not able to address the customer's issue, a service request is forwarded to OHR for fulfillment.

MC311 recently amended the welcome message that customers hear when they first call MC311, asking callers with questions for OHR to press the "3" key. In this way, the representative who answers the call is made aware that the customer is either an applicant, a County employee or retiree.

Health Insurance Selected Service Request and Fulfillment Process. From January 1, 2015 to December 31, 2015, the Health Insurance Team received 3,803 requests, or 92% of all OHR service requests. Among these, 2,687 service requests were categorized as *group insurance questions*, including 1,106 requests from employees and 1,581 requests from retirees. The data exclude an additional 250 group insurance questions that were categorized as general information requests.

Group insurance questions. This request category refers to medical, prescription, dental, vision or life insurance questions from employees and retirees, some of which may be confidential. The types of issues include health insurance claims that were denied, issues with a pharmacy not filling a prescription, death notices, adding a new baby to a plan, or a loss of benefits. In some cases, OHR staff must contact the health insurance carrier or medical provider to resolve the issue. Staff close the request when the customer's issue is resolved, so that the time to close requests includes the time spent contacting third parties. The table below shows that nearly 90% of requests in this category were closed within the two-day target.

Table 13. Selected MC311 Service Requests for Fulfillment by the Health Insurance Team, 2015

Request Type	# of Requests	Target (days)	% Meeting* Target	Avg. Days to Close
All Group Insurance Questions	2,687	2	89%	1.6
From Employees	1,106	2	93%	1.4
From Retirees	1,581	2	87%	1.7

Source: Siebel

1. OHR Staff Receive Request

When the Health Insurance Team is assigned a request by MC311, the request is first reviewed to ensure that the request has been correctly directed to the Health Insurance Team and does not belong in a different OHR business unit. In the case of urgent or sensitive requests, such as a death notice, the MC311 representative will transfer the customer directly to a Health Insurance Team member who is available via cellular phone during MC311 operating hours (7 a.m. to 7 p.m., Monday through Friday) to respond to the issues.

2. Request Fulfillment and Closure

Where possible, Health Insurance Team staff attempt to identify the answer or solution for the customer based on the information initially entered into Siebel by the MC311 representative. In other cases, staff must call the customer to better understand the issue before they can identify how to resolve it. During the process of identifying the answer or solution, Health Insurance Team staff record comments in the “Activities” tab of the Siebel system in order to document actions taken. For example, staff can record when they speak with or leave a voicemail for a customer or when they request information from a third party (e.g. a health insurance carrier). Once staff have identified an answer or resolved the issue, they contact the customer and close the request.

F. Department of Permitting Services, Building Construction Program

The Department of Permitting Services' Building Construction Program conducts reviews of engineering plans for permit issuance and conducts construction inspections in the administration and enforcement of building, structural, electrical, mechanical, fire-safety, energy conservation, green building, and accessibility codes and guidance. The Program assists businesses and applicants through pre-submission meetings and maintains County zoning standards through review of building applications and investigation of zoning complaints. Additionally, the Program is responsible for conducting county-wide damage assessments during natural and other disasters and incidents and provides assistance in disaster related activities.¹¹

MC311 Background. Prior to the launch of MC311, DPS operated an internal call center. When MC311 was established, a portion of DPS call center staff transferred to the MC311 Call Center to handle Tier 1 calls. (For an explanation of Tier 1 and Tier 2 calls, see page 17). However, due to the complexity of DPS requests, the Department maintained an internal call center. As MC311 grew, MC311 employed Tier 2 representatives to handle DPS calls specifically. DPS Tier 2 representatives were provided access to DPS' internal case management system, Hansen, to review requests and schedule inspections. Staff report that this addition increased the level of service provided by MC311.

DPS staff collaborate with MC311 to train Tier 2 representatives to ensure the right questions are asked and that the requests are captured accurately. Additionally, Tier 1 representatives receive general training on the services provided by DPS. In 2015, 74% of DPS requests were general information requests, meaning the request was answered and closed by MC311 representatives (49,972 requests). The remaining 26% or 17,523 requests were forwarded to DPS for fulfillment.

Building Construction Selected Service Requests and Fulfillment Process. From January 1, 2015 to December 31, 2015, the DPS Building Construction Program received 56% of all MC311 DPS service requests (9,816 Building Construction Program service requests out of a total of 17,523 requests assigned to DPS for fulfillment).¹² The table on the following page displays data for selected DPS, Building Construction-related requests selected by OLO, including:

- Permit, Plan Review, or Inspection Status. Specific permit information is available on DPS' website, including receipt, processing, and status of each permit. Questions that cannot be answered by a Tier 1 or Tier 2 MC311 representative are forwarded to the appropriate DPS staff.
- Schedule a DPS Building Construction Related Permitting Inspection. Building inspections may be scheduled online or through calling MC311. Scheduling of inspections is typically handled by Tier 1 representatives. If there is difficulty scheduling an inspection, the request will be forwarded to a Tier 2 representative or DPS, accordingly.
- File a Complaint with DPS. Complaints can include constructing driveway without a permit, building height violation, fence violation, improper use of property/building, front yard parking, and etc. MC311 representatives complete and SR for the customer and assign the complaint to DPS for servicing.

¹¹ Department of Permitting Services, FY16 Approved Budget Details, available at https://reports.data.montgomerycountymd.gov/reports/BB_FY16_APPR/DPS.

¹² Siebel.

Table 14. Selected MC311 Service Requests for Fulfillment by DPS, 2015

Request Type	# of Requests	Target (days)	% Meeting Target	Avg. Days to Close	Oldest Open SR (days)
Building Construction	9,816	--	79%	--	--
Permit, Plan Review or Inspection Status	2,342	3	83%	2.6	99
Schedule a DPS Building Construction Inspection	1,251	1	84%	1.7	102
File a Complaint with DPS	1,434	30	86%	14.4	251

Source: Siebel

1. DPS Staff Receive Request

When a customer calls MC311 with a request in any of these categories, a Tier 1 MC311 will attempt to answer the question. If they are not able to assist, they will transfer the call to a Tier 2 representative for DPS. If the Tier 2 representative is not able to assist, the representative will forward the request to DPS for further investigation. The information in this section relates to those requests that are forwarded to DPS.

When an MC311 request is assigned to DPS via Siebel, DPS staff enter the request in DPS' internal case management system, Hansen. Each functional unit within DPS has a staff member responsible for monitoring Siebel requests. Some DPS functional units elected to use Siebel's automatic alert function to inform staff of new service requests or updates to existing requests. Staff report that entering requests into DPS' Hansen management system can be time-intensive. As a result, DPS staff reported hiring temporary employees to assist investigators with inputting information and completing requests during busy seasons.

DPS Requests Not Captured in Siebel. DPS staff report that not all requests are captured through Siebel. DPS offers E-Services, which allow customers to submit requests directly to the Department. The ePermit and ePlans applications allow customers to obtain history and status of permits, request information, file a complaint and monitor complaint status, schedule or cancel inspections, apply for permits, and submit plans.¹³ Staff report that requests also enter DPS through other channels, including direct staff contact.

2. Request Fulfillment and Closure

Designated DPS staff members review and triage the requests. Staff report that approximately 80% of requests are answered at the initial review stage. After the initial review, if a request requires a higher level of intervention, the request is assigned to the appropriate person, such as a plan reviewer or inspector. Staff contact the customer to provide an answer or request more information. Staff report that in some cases, depending on the request, a call-back number directly to DPS staff is provided to the customer. Staff input all updates in both Hansen and Siebel. This includes notes about when the Department returned the customer's call and request details, if the customer provided an ambiguous request to MC311. MC311 representatives are able to view the notes and provide updates to returning MC311 customers. When all questions and issues are resolved, DPS staff will separately close the request in both the Hansen system and in Siebel.

For requests regarding property complaints, DPS investigators initially issue of notice of violation, followed by a citation if the problem is not remedied. Staff report that the resolution timeframe can depend on property owner's actions or on the court system, and therefore that DPS often does not control the length of time to resolve a complaint.

¹³ Department of Permitting Services, "Getting to Know DPS e-Services," available at <http://permitting-services.montgomerycountymd.gov/DPS/eServices/AboutServices.aspx>.

G. Department of Transportation, Division of Highway Services

The Division of Highway Services in the Department of Transportation is responsible for the maintenance of County roads, including pavement, curbs, gutters, storm drains, sidewalks and trees in the County right-of-way. Additional responsibilities include road resurfacing, repair, and patching, street sweeping, curb and sidewalk repair and replacement, and tree planting, pruning and removal. Highway Services operates seven depots across the County, each of which provides maintenance for a given part of the County.

MC311 Background. Highway Services began participating in MC311 in 2010. At that time, Highway Services used legacy work order systems to manage pothole and tree maintenance requests. Since then, pavement management requests have been migrated into MC311's Siebel system, where they are currently managed from start to finish. In contrast, staff currently receive tree maintenance requests through Siebel, but manage them internally using a separate work order system, the Tree Manager. Staff report that they are in the process of implementing the "City Works" app, which will allow real time integration with Siebel from the field for tree maintenance requests.

Highway Services Selected Service Request and Fulfillment Process. From January 1, 2015 to December 31, 2015, the Division of Highway Services was assigned 33,067 service requests, or 76% of all MC311 service requests assigned to DOT. Of those, 2,628 were requests from customers to *inspect, remove or prune a County tree* ("tree pruning or removal") forwarded by MC311 to Highway Services. An additional 10,705 tree removal or pruning requests were categorized as internal, meaning they were entered into Siebel by Highway Services staff rather than by external customers. Additionally, 5,007 requests for *pothole repair* were assigned to Highway Services from MC311. Overall, tree pruning or removal requests represented 31% of all MC311 service requests assigned to DOT for fulfillment in 2015, and pothole repair requests represented 12% of all requests.

- Requests to inspect, remove or prune a County tree. Customers with concerns about trees located in the County right-of-way can submit requests via MC311 for tree inspection, removal or pruning. The customer may be concerned about the health of the tree or clearance for vehicles and pedestrians. County arborists are responsible for assessing the tree and determining whether pruning or removal is warranted. Significantly, although the target timeframe to fulfill requests in this topic is 365 business days, requests opened in 2015 were closed in 45 business days on average, and the maximum number of days to close a request was 293 (approximately 800, or 6% of requests in this category from 2015, remain open but within the target). Similarly, requests opened in 2014 were closed in 97 days on average, and only one request out of 3,334 exceeded the 365-day target.
- Pothole repair. This category includes requests to repair potholes on roadways maintained by the County. Pothole repair requests can vary in complexity. Some potholes represent isolated damage that can be patched quickly while others reflect a serious deficiency that requires more complex repair.

Table 15. Selected MC311 Service Requests for Fulfillment by the Division of Highway Services, 2015

Request Type	# of Requests	Target (days)	% Meeting* Target	Avg. Days to Close
All Highway Services	33,067		84%	
Inspect, remove or prune County trees*	13,333	365	100%	45
External	2,628	365	100%	103
Internal	10,705	365	100%	34
Pothole repair	5,007	3	72%	4.2

Source: Siebel. *As of June 10, 2016, 801 (6%) requests opened in 2015 in this topic remain open but within the target.

1. Highway Services Staff Receive Request

When MC311 forwards a tree pruning/removal or pothole repair request to Highway Services staff, Highway Services staff review the request to ensure that it is accurate and then change the status to “fulfillment at department.” In the case of tree pruning or removal requests, staff must also input requests into the Tree Manager.

Web Requests. Pothole repair and tree maintenance requests submitted via the website are not screened to ensure that they fall within the County Government’s jurisdiction. For example, if a customer reports a pothole via the website and it is located on a State road, the request will still be forwarded to Highway Services, which must then cancel the request and advise the customer to contact the State Highway Administration.

2. Request Investigation, Fulfillment and Closure

Once a request has been received and reviewed, staff then investigate the issue to identify an appropriate plan of action.

- Tree pruning or removal requests. An arborist for the Tree Maintenance Section investigates tree pruning or removal requests within 30 days and leaves a door hanger for the requesting resident with the result of the inspection.
- Pothole repair requests. Field staff at the relevant depot receive a printed copy of each pothole repair request, and they go out to field to investigate the matter and develop a plan of action. When they return, another staff member will input their notes from the investigation into Siebel. In some cases, the investigation may reveal the “pothole” reported by the customer refers to more serious damage to the road, and therefore that road repair is necessary. Since road repair requires a longer timeframe for completion than patching a pothole, staff have the option of re-categorizing the request as “road repair” by returning the request to MC311.

In both tree and pothole repair cases, the investigation may reveal that the issue does not fall within the County Government’s jurisdiction (i.e. a pothole on a State road or a tree located on Park Department property). In those cases, Highway Services staff will typically cancel the request, contact the customer and advise them to contact the appropriate entity. However, if the issue presents a hazard, Highway Services will fix the problem and report the issue to the relevant agency.

If the investigation reveals that action is appropriate, staff will complete the necessary work, such as pothole patching or tree removal, and close the request in Siebel after completion. If no action is warranted, staff will close the request after the investigation. Staff report that in many cases, the investigation may reveal multiple issues at the same location (e.g. multiple potholes), and if that is the case staff will address all identified issues at the same time. Additionally, staff report that over 50% of requests for tree inspection, pruning or removal involve more than one tree. However, data in Siebel only reflect the request made by the customer, and as such do not encompass the full quantity of the work completed by Highway Services.

H. Department of Transportation, Division of Transit Services

The Division of Transit Services in the Department of Transportation is responsible for providing a range of public transportation services in Montgomery County. The Division operates the County's Ride On system, which provides fixed-route bus service throughout the County, operating primarily in neighborhoods. The Ride On system supplements Metrorail and Metrobus services provided by the Washington Metropolitan Area Transit Authority. The Division of Transit Services also operates special transportation services for Medicaid recipients, elderly, and disabled individuals.

MC311 Background. Prior to the launch of MC311, the Division of Transit Services operated the Transit Information Center, a call center with three staff that operated Mondays through Fridays and used an internal work order system to manage customer requests. When MC311 had its initial "soft launch" in January of 2010, the Transit Information Center was replaced by MC311 and its staff moved to MC311. Additionally, Siebel system was eventually customized to function as an internal case management system for Transit Services, replacing the Division's existing system.

Transit Services Selected Service Requests and Fulfillment Process. From January 1, 2015 to December 31, 2015, the Division of Transit Services was assigned 7,075 MC311 service requests for fulfillment, or 16% of all requests assigned to DOT for fulfillment (these data do not include general information requests). MC311 forwarded 5,773 requests categorized as *Ride On complaints* to Transit Services, including 2,827 complaints about driver behavior, 2,738 complaints about bus service, and 208 complaints categorized as "other." These data exclude an additional 35 Ride On complaints that were categorized as general information requests, meaning they were addressed and closed by MC311 representatives without being forwarded to Transit Services.

Ride On Complaints. This category of requests refers to reports from customers about problems with any aspect of the Ride On bus system. Ride On complaints are classified as driver behavior if the complaint is specific to the bus operator, while complaints about bus issues such as missed trips or timeliness are categorized as service complaints. "Other" complaints can include calls about problems with the Ride On website or the Ride On Real Time mobile app or about bus damage such as ripped seats or broken windows.

Table 16. Selected MC311 Service Requests for Fulfillment by the Division of Transit Services, 2015

Request Type	# of Requests	Target (days)	% Meeting Target	Avg. Days to Close
All Transit Services	7,075		89%	
All Ride On Complaints	5,773	12	90%	8.2
Driver Behavior	2,827	12	90%	8.2
Service	2,738	12	90%	13.7
Other	208	12	82%	7.7

Source: Siebel

1. Transit Services Staff Receive Request

When MC311 assigns a Ride On complaint to Transit Services, a Transit Services data analyst reviews the request for accuracy. If the request is accurate, staff change the status of the request to "Fulfillment at Department." The data analyst then forwards the request to a supervisor for fulfillment.

2. Request Investigation, Fulfillment and Closure

Ride On supervisors investigate all Ride On complaints. The investigation may involve viewing the camera feed from a bus or speaking with the bus operator. Supervisors then take appropriate action to address the complaint, including personnel actions when warranted. When the complaint has been investigated and addressed, the supervisor will call the customer to advise them of the result. In some cases, privacy rules may prevent supervisors from sharing specific information, for example if it involves a personnel matter. If that is the case, the supervisor will advise the customer that the complaint has been investigated and addressed. After contacting the customer, the supervisor will close the request in Siebel.

Chapter 4. MC311 and Results-Based Budgeting

As noted in Chapter 1, some jurisdictions use performance data, including 311 data, in their budget processes. The Council requested that OLO examine the potential to use MC311 performance data as part of the County's budget process. This chapter describes the County's existing results-based budgeting efforts and examines the applicability of specific types of MC311 data for budgeting. The chapter is organized as follows:

- Section A provides an overview of the County's budget process and results-based approach; and
- Section B details the application of MC311 data in the County's budgeting process.

A. County Budget Process and Results-Based Budgeting Efforts

As noted on page 3, results-based budgeting refers to the use of performance data to inform budget decisions. Since 2009, the Executive has incorporated elements of a results-based budgeting approach into the County's budget process. This section summarizes the County's budget process and results-based budgeting efforts.

1. Montgomery County Government's Operating Budget Process

The Montgomery County Charter provides for a County Council - Executive form of government, in which the Executive develops and recommends budget proposals and the Council authorizes expenditures and sets property tax rates. The County's budget cycle involves a three-part process, described below.

Operating Budget Preparation and Executive Review. Departments and agencies prepare budget requests within guidelines established by the Executive and by law. These are submitted to the Office of Management and Budget (OMB) and reviewed by the Executive between January and mid-March. The Executive must submit a budget that balances agency revenues with expenditures by March 15th to the Council.

Public Hearings. Public hearings are required to be held within 21 days after the Council receives the budget from the Executive. Citizen and advisory groups often work with departments to ensure concerns are addressed in department requests.

Council Budget Review. After receiving public input, the Council reviews the Executive's Recommended Operating Budget. Each agency budget is reviewed by the designated Council Committee. Agency and OMB staff meet with Council Committees to provide information and clarification on the recommended budget. In April or May, the full Council meets to review the Committees' recommendations and take final action on each agency budget.¹

2. Results-Based Budgeting Approach

In recent years, the Office of Management and Budget, CountyStat, and County departments have worked to implement changes to the County's budget process to focus on results rather than annual incremental changes. The Executive's ongoing results-based budgeting efforts are a part of the County's broader Results-Based Accountability initiative. As part of this initiative, the Executive established CountyStat in 2007. Under the management of CountyStat, the County took the first step in adopting a results-based budgeting approach in

¹ FY16 Approved Operating Budget, "Operating Budget Process."

FY2009 with development of department headline measures, followed by program level measures in FY2010.² The following provides an overview of results-based budgeting efforts in the County.

CountyStat. Established by the Executive in 2007, CountyStat is the performance management and data analytics team within the County Executive’s Office. CountyStat is guided by four principles: require data-driven performance; promote strategic governance; increase government transparency; and foster a culture of accountability. Using these principles, CountyStat’s roles and responsibilities related to performance management encompass five strategic capabilities:

- Data analytics and visualization – Conducting in-depth qualitative and quantitative analyses for Montgomery County and converting findings into user-friendly and informative charts, graphs, infographics, and maps utilizing a variety of tools and software.
- Community analytics – Creating community dashboards to bring together data from a variety of sources to assist Montgomery County and its partners in: (a) tailoring programs to local conditions in an increasingly diverse county; (b) improving outreach to underserved populations; and (c) meeting the individual needs of all our residents and businesses.
- Process reviews – Analyzing processes and systems, including connections between high-level strategies and frontline operations, to understand potential problems, develop solutions, and improve performance.
- Internal and external satisfaction surveys – Conducting internal and external surveys to collect customer feedback to improve services and responsiveness to internal and external customers.
- Capacity building – Working closely with departments to build their capacity to conduct data and performance analysis independently. This effort involves providing training on new tools and techniques and showing departments valuable insights within the data.³

Department Headline and Program Measures. After identifying their customer base, services, and achievable outcomes, departments identify Headline Performance Measures to gauge the extent to which they were achieving desired results in an efficient manner. These measures are analyzed by CountyStat and focus on core department objectives and Countywide priority objectives.⁴ The graphic on the following page depicts a sample of CountyStat DEP Headline Measures.

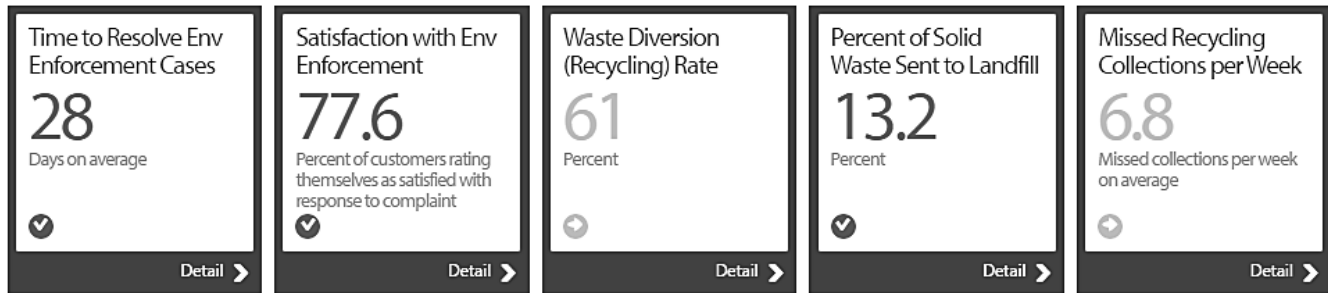
² FY16 Operating Budget, “Budget Highlights.”

³ CountyStat, “Overview,” [https:// reports.data.montgomerycountymd.gov/reports/CountyStat/Overview](https://reports.data.montgomerycountymd.gov/reports/CountyStat/Overview) > accessed 5/31/2016.

⁴ FY16 Operating Budget, 1-23 – 1-24.

Exhibit 7. DEP – CountyStat Headline Performance Measures

Headline Performance Measures



Source: CountyStat

Additionally, in FY2010 the Executive introduced program-level measures, which are specific to individual programs. Data on these program-level measures are collected and utilized by OMB and are typically output-focused. (CountyStat will be examining OMB program measures this year to determine if any of them rise to the level of a CountyStat Headline Performance measure). Exhibit 8 below provides a sample of program level measures for DEP Solid Waste Services. Building on their headline and program-level performance measures, departments have developed performance plans which provide analysis and an action plan, including resource needs, for improving performance of the headline and program-level measures.

Exhibit 8. DEP Solid Waste Services - OMB Program Level Measures

Program	Program Performance Measures	Actual FY14	Estimated FY15	Target FY16
Residential Collection	Average number of recycling collections missed per week, not picked up within 24 hours	7	6.5	6.5
Residential Collection	Average number of refuse collections missed per week, not picked up within 24 hours	6	3.6	3.6
Residential Collection	Single-family Solid Waste Charge: Refuse Collection Fee, charged for once per week curb	66	66	70
Administration and Support	Single-Family Solid Waste Charge: System Benefit Charge, covers the portion of the Coun	214	214	205
Recycling Outreach & Education	Multi-Family Recycling (tonnages)	25,771	26,844	27,928

Source: OMB

Departments can use performance data to support budget requests. During the budget cycle, departments submit performance data as part of the request process. Departments can directly link requests to performance objectives and results. For the FY17 budget cycle, CountyStat and OMB have integrated performance tracking into a single system, known as BASIS, to enable departments to enter all performance and budget data into a single location.

Multi-Department Budget Review. Beginning in FY2011, department operating budgets were reviewed in multi-departmental groups. CAO and OMB Directors establish five high-level cluster work groups across issues affecting multiple departments, including Positive Youth Development; Seniors; Pedestrian Safety; Worker's Compensation; and Code Enforcement. This budgeting approach is used to determine if enhancements or efficiencies could be made across the County to strengthen services provided to constituents. Recommendations from this review are presented to the Executive and CAO for final budget decisions.⁵

⁵ FY16 Operating Budget, "Budget Highlights."

B. Application of MC311 Data in Results-Based Budgeting

As noted in Chapter 2, MC311 provides an important data source for departments to understand service timeframes, customer expectations, and trends. After six years in operation, MC311 is a source for a significant amount of data on past and present demand for services and departments' performance in meeting targets. As a result, MC311 data offers increasingly useful information for budget decisions. As part of this project, OLO met with staff from departments, MC311, CountyStat, and OMB to learn about existing efforts to apply MC311 data for budgeting purposes.

Currently, departments can use MC311 data to support budget requests. For departments that most utilize MC311 (10 departments account for 95% of all service requests), CountyStat includes departments' service request fulfillment metrics alongside their headline performance measures. As noted above, departments are able to link these data, as well as other performance data, with the budget requests developed in OMB's BASIS system. However, since responsibility for utilizing MC311 data in budgeting requests falls on the departments, the application of MC311 performance metrics varies by department. To increase awareness of MC311 performance metrics, CountyStat publishes quarterly reports for all departments, business analysts, MC311, and OMB to aid in regularly tracking department performance. Staff reported three budget-related questions when adjusting target timeframes for request fulfillment:

- If the target is decreased or increased, how will that decision affect efficiency of department processes and allocation of resources?
- Will an adjustment in the target timeframe produce a budget savings or an increase in costs?
- How will the customer's expectations for the level of service provided be affected by altering the intended target timeframe?

An example of how departments work through these questions is provided in the case study on 22-gallon recycling bin delivery described below. In this example, DEP - Solid Waste Services utilized MC311 performance data to increase program efficiency and support budget requests.

DEP - Solid Waste Services - 22-Gallon Recycling Bin Delivery

Prior to the launch of MC311, DEP's Division of Solid Waste Services (DSWS) did not have access to precise historical data for estimating the number of 22-gallon recycling bins required to meet demand of County residents. DSWS often ran out of bins, and customers could face extended delivery timeframes.

When DSWS integrated with MC311, and began using Siebel as an intake and case management system, DSWS staff were able to determine historical trends in bin delivery using Siebel data. As a result of the simplified MC311 process, customers had an easier path to request a new bin through MC311, DSWS was able to predict demand, and delivery timeframes were shortened. DSWS also allows customers to make online bin requests through its webstore, and every request received through the webstore is recorded in Siebel. As a result, the historical data accessed by DSWS staff is a complete record of demand.

During the budget process, DSWS utilizes printouts from Siebel to demonstrate bin demand as part of their budget requests and ask for additional funding, if needed.

In addition to the case study above, OLO collected additional feedback and observations on using MC311 performance metrics for results-based budgeting:

- **Resource Planning.** Several departments have utilized MC311 performance data to inform staffing changes. For example, based on the number of requests received, Department of Permitting Services created a new division, Zoning and Site Plan, to handle increased customer demand. The Department of Finance utilized volume and complexity of requests to justify reclassifying employee positions. Additionally, Department of Health and Human Services uses MC311 data to demonstrate resident need for services and staffing allocations or the need for overtime.
- **Credibility.** Several departments indicated that Siebel provides credible data for budget requests because it represents an external source of information that is not generated exclusively by departments.
- **Accuracy and Completeness of MC311 Data.** The utility of MC311 performance data for results-based budgeting depends on the quality of the original service request and the completeness of the database. As discussed in Chapter 2, MC311 operates a quality assurance program to monitor request accuracy. It is important to emphasize that not all service requests are captured in Siebel and departments may use performance metrics from multiple sources to develop budget requests and understand service demands.

As MC311 business processes and metrics mature, MC311 performance data provides information on historical trends, customer demand, and efficiency of business processes. Staff emphasized that MC311 performance metrics are an integral part of the larger performance budgeting picture, joining other sources of data (i.e., departments' internal case management systems) to help form a complete picture of department workflows and business processes.

Chapter 5. OLO Findings and Recommendations

This chapter summarizes the major findings of this report and presents recommendations developed by the Office of Legislative Oversight (OLO) based on the findings. This chapter includes two sections:

- **Section A** presents the report's findings; and
- **Section B** describes OLO's recommendations for the Council.

A. Findings

MC311 Customer Service Center Performance Measurement

Finding #1: The MC311 Customer Service Center uses similar metrics to those used in other jurisdictions to measure performance in the intake of requests.

The table below displays metrics used to measure performance of 311 customer service centers in Montgomery County and five case study jurisdictions. Although every jurisdiction measures performance somewhat differently, OLO found that MC311's metrics are similar to those used in other jurisdictions to monitor performance in the intake of requests.

Table 17. Key 311 Customer Service Center Performance Targets and Measures

Jurisdiction/Measure	Result	Data period
Montgomery County		
Average speed of answer in seconds (target 20 sec.)	20	CY2015
% of abandoned calls (target <5%)	4%	CY2015
% of requests made online or via mobile-enabled portal	30%	CY2015
MC311 salary cost per customer contact	\$3.50	FY2015
Boston		
% of calls answered within 30 seconds	97%	FY2014
% of service requests made online	19%	FY2014
% of service requests made via mobile app	30%	FY2014
Dallas		
% of calls answered within 90 seconds	79%	FY2015
% of abandoned calls	7.5%	FY2015
Salary cost per call	\$3.45	FY2015
Miami-Dade		
Average speed of answer in seconds (target 150 sec.)	144	FY2015
% of abandoned calls (target 15%)	24%	December, 2015
Philadelphia		
% of calls answered within 45 seconds	70%	FY2015
Average call wait time (min:sec)	1:26	FY2015
San Francisco		
% of calls answered within 60 seconds	52%	FY2015

Finding #2: MC311 data show a high level of performance in the intake of customer requests.

OLO found that the MC311 Customer Service Center met nearly all of its performance targets in 2015. Significantly, MC311's speed of answer target of 20 seconds is faster than targets in the five case study jurisdictions, which ranged from 30 seconds in Boston to 150 seconds in Miami-Dade. Moreover, MC311's abandoned call rate of 4% in 2015 was lower than rates reported in the case study jurisdictions, which ranged from 7.5% in Dallas to 24% in Miami-Dade. These data suggest that MC311 customers are less likely to hang up while waiting to speak with a representative than clients in other jurisdictions. Staff from case study jurisdictions reported being familiar with Montgomery County as a model of best practices for 311.

Additionally, MC311's high rate of first-call resolution, which measures the percentage of requests handled and closed by MC311 representatives, suggests that MC311 has an effective intake process that generates significant efficiencies for departments. In 2015, 83% of customers' requests were resolved during the initial call to MC311. Factors impacting first-call resolution include complexity and types of transactions handled, the experience of representatives taking calls, the quality of representative training, and the tools available to representatives, such as Knowledge-Base Articles that provide representatives with answers and instructions for every request topic.

OLO found examples of other jurisdictions disaggregating first-call resolution data by department to identify opportunities for improving 311 efficiencies. Low first-call resolution rates for a department may indicate that 311 representatives have difficulty answering department-specific questions, and that 311 performance can be improved by transferring call center duties back to the department.

Finding #3: MC311 assesses MC311 representatives on service request accuracy and call quality. However, only some of these data are included in metrics used to assess the overall performance of the MC311 Customer Service Center.

MC311 operates a quality assurance program to monitor MC311 representatives' performance that includes ad hoc call quality monitoring and an assessment of service request accuracy. In 2016, MC311 will implement a Workforce Optimization tool that will record all calls and offer additional quality assurance functions.

Metrics for overall performance of the MC311 Customer Service Center include a "Service Request Accuracy Rate". This metric measures errors made by representatives in meeting basic requirements for inputting a request into MC311's Siebel system. The Service Request Accuracy rate for 2015 was over 99%. However, this metric does not include data on inaccurate requests returned by departments to MC311. The numbers of requests returned to MC311 due to the incorrect categorization of requests or insufficient information collected remain unknown.

Similar to MC311, staff from case study jurisdictions reported scoring a sample of recorded calls as part of 311 call agents' performance appraisals. Additionally, San Francisco reports average call quality scores as a 311 performance metric.

MC311 Customer Satisfaction Surveys

Finding #4: Similar to other jurisdictions, MC311 conducts surveys to measure customer satisfaction. OLO found examples in other jurisdictions of different methods for sampling the 311 customer audience to measure customer satisfaction.

Similar to other jurisdictions, MC311 conducts customer surveys to measure customer satisfaction with MC311. MC311 sends out two surveys to external customers. The first is a daily survey, which is e-mailed to customers who request a copy of the service request and covers requests submitted via the web, phone and Twitter. The second survey is a biannual survey sent out electronically twice per year to any MC311 customer who provided an email address in a specified time period. Currently, surveys are offered in English and are not available in other languages. In the July 2015 survey, web users reported a better overall experience (87% of respondents satisfied) compared to phone users (82% satisfied).

In addition to e-mail surveys, other jurisdictions incorporate different methods to sample a 311 audience for customer satisfaction surveys. For example, Dallas conducts a post-call survey to collect data on customers' satisfaction with the services or information provided during the call and customers' ratings of agents' helpfulness and responsiveness. Boston 311 staff call customers that did not provide an email address the day after their request closes to update them on the status of their request and offer them the opportunity to participate in a phone survey. Finally, Dallas and San Francisco also collect data from community surveys, which are administered to random samples of residents and ask about a broad range of government services, including 311 operations. Information gained from interviews suggest that data from community surveys can serve an important role in data-driven decision-making.

Finding #5: Internal customer survey data indicate that errors in request intake impact departments as well as the quality of MC311 data.

Departments rely on the information provided by customers via MC311 representatives to process service requests. If a customer does not describe an issue accurately, or if the representative fails to identify the correct request topic or solicit the appropriate information, the request record sent to the department will be inaccurate. In FY16, MC311 conducted a survey of 106 internal MCG customers to assess satisfaction with MC311 services. Focusing on the quality of requests forwarded to departments by MC311, 73% of internal MCG customers surveyed found the quality of forwarded requests to be in "good" or "excellent" condition (an increase of 3% from FY15) and 27% found quality to be "fair" or "poor". The most common quality issues reported by departments in handling service requests were (1) incomplete or incorrect information and (2) unclear summary notes. However, less than half of respondents returned requests with errors for correction by MC311.

MC311 encourages department staff to return inaccurate requests to MC311 for reclassification. Staff from all departments with which OLO spoke reported providing training for MC311 representatives, including ongoing training to increase awareness of emerging issues and to promote effective intake for specific request topics. Staff frequently reported a high level of collaboration between department and MC311 staff. Additionally, MC311's quality assurance program and performance incentives promote accuracy at request intake.

MC311 Service Request Fulfillment Performance Measurement

Finding #6: MC311 measures service request fulfillment performance against targets called “Service-Level Agreements”, an industry standard performance metric. MC311 has led to the development of robust targets for department performance.

MC311 measures departments’ performance in fulfilling service requests against targets known as “Service-Level Agreements”, which define the number of days it should take to close a request of a given topic (such as pothole repair). Therefore, these types of targets are distinct from estimated response times, which refer the length of time it is expected that a department will take to initially respond to a request. Case study jurisdictions also reported using similar targets to measure service request fulfillment performance. MC311 tracks the following performance metrics for each request topic and department:

- Number of requests;
- Number and percentage of service requests meeting the target;
- Oldest open service request; and
- Average number of days it took to fulfill requests.

Each year, MC311, CountyStat, and County departments engage in a review of targets to determine whether to adjust the target to more accurately reflect service delivery timeframes. This process has resulted in the development of robust targets for department performance. When MC311 first started, departments worked to calibrate targets, which were adjusted frequently. However, staff report that targets are now more or less defined.

Finding #7: 2015 data show that over 90% of all service requests met target timeframes for fulfillment. For a small number of request topics, a review of performance or a revision of targets may be warranted.

MC311 data show that approximately 91% of service requests opened in 2015 met target timeframes for fulfillment. CountyStat’s FY15 Annual Review of MC311 found that for the vast majority of high-volume requests (over 1,000 requests per year), departments met targets at least 80% of the time. CountyStat identified pothole repair, road repair and housing complaints as being high-volume request topics that yielded relatively low levels of performance, with less than 80% of requests meeting the target.

Similarly, as part of OLO’s review of departments’ processes for fulfilling selected types of service requests, OLO compared targets to actual performance in 2015 for 16 different service request topics. In the majority of topics, at least 80% of requests were fulfilled within the target. OLO noted one request topic where requests were closed consistently and significantly faster than the target. DOT closed 2015 requests to inspect, remove or prune County trees in 45 days on average compared with a target of 365 days. Similarly, requests opened in 2014 were closed in 97 days on average, and only one request out of 3,334 exceeded the target timeframe. These data, when examined together, suggest that this request topic merits review.

Finding #8: Departments have limited control over performance against targets for certain request topics that are complex or require action by third parties.

In a few cases, request topics encompass a range of different issues and require investigation by the department to resolve. As a result, the time it takes to fully resolve an issue within the same topic can vary significantly. However, MC311 uses the same target timeframe for all requests submitted under the same topic. The best example of this is the topic of DHCA “housing complaints,” which can refer to numerous types of code violations, such as lack of garbage removal, presence of pests, or noise on a property. While customers can report issues they observe to MC311, only a DHCA inspector can definitively identify the problem and determine whether to issue a citation to require the property owner to address the violation. If legal action is eventually required to compel compliance, fulfillment of the request will be delayed.

In these cases, performance against the target timeframe for fulfillment may not provide complete understanding of a department’s performance. Some staff suggested that additional performance metrics, such as department response times (the time it takes for a department to initially respond to a customer) can assist in managing customer expectations and monitoring performance.

Finding #9: While MC311 has resulted in improved data collection for performance measurement, several technological issues contribute to omissions and errors in MC311 data. Addressing these issues would require system upgrades.

Several department staff reported that MC311 provides objective data that was not available previously, including data on volumes of service requests and the length of time it takes to fulfill requests. These data have led to the development of robust targets for department performance. However, several issues limit the extent to which MC311 data are comprehensive and accurate, impacting performance data and customer communication:

- Opportunities exist for customers to bypass MC311 by submitting requests directly to departments, and these requests are not captured in MC311 data;
- MC311 website functionality does not allow customers to check whether a road is maintained by the County, resulting DOT receiving requests for which the State or another party is responsible;
- In contrast to other jurisdictions’ systems, the MC311 Siebel system does not automatically identify duplicate requests (such as two customers reporting a pothole in the same location), resulting in the potential for duplicate data on the same issue;
- Staff in some departments must manually update both department-specific case management systems and the MC311 Siebel system when managing requests, which can result in delays, data entry errors, and omissions; and
- Field staff in some divisions rely on pen and paper to record actions in the field that must then be manually input into Siebel, creating additional potential for inaccuracies.

Potential solutions to these issues include increased system integration, additional Geographic Information Systems (GIS) capabilities, and additional field access to MC311 systems for staff. These solutions represent upgrades to current systems.

Data-Driven Decision-Making and Results-Based Budgeting

Finding #10: Departments leverage data from MC311 to make data-driven decisions.

Department staff report utilizing MC311 performance data, available via the MC311 Siebel system, to understand customer expectations, demand, and department workflows. Specific examples of how departments use MC311 data to make data-driven decisions include:

- **Performance Monitoring.** Several departments monitor MC311 data on an ongoing basis to observe if its divisions/sections are meeting expectations and address issues as they arise. MC311 data allow managers and supervisors to view outstanding requests and follow up on issues affecting resolution.
- **Program Planning.** Enhanced reporting capabilities available through Siebel assist departments with the program planning process. For example, DOT Transit Services staff use a Siebel report that tracks Ride-On Complaints by route, identifies drivers with repeat complaints, and examines drivers' performance. Using this report, Transit Services has been able to focus resources on specific routes.
- **Issue Identification.** Spikes in caller requests for general information or service requests can serve as an early warning system for departments, indicating potential problems (i.e., property tax delinquency notices) or trends (i.e., frequent requests during storms or emergency periods). DOT Highway services utilized the latter and, with additional data available in Siebel, was able to measure the cost of storm-related damage.
- **Program Improvements.** Customer complaints show managers specific areas where more staff time is required. For example, the DOT Division of Transit Services noticed a spike in complaints after assigning drivers to new routes. Transit Services utilized Siebel data and identified the underlying issue - the time it took for drivers to learn a new route. This led the Division to program for additional driver training, including filming each route so drivers can learn how best to manage the new route.

Finding #11: MC311 data has the potential to play an important role in the Executive's ongoing results-based budgeting efforts, along with other sources of performance data.

The Office of Management and Budget, CountyStat, and County departments have worked to implement changes to the County's budget process to focus on results. During the budget cycle, departments have the opportunity to submit performance data to support specific budget requests. CountyStat and the Office of Management and Budget have recently integrated performance and budget tracking into a single system to facilitate this process. Staff emphasized that MC311 data is only one piece of a larger results-based budgeting picture, joining other sources of data to help form a complete picture of department work flows and processes.

Since responsibility for utilizing MC311 data in budgeting requests falls on the departments, the application of MC311 performance metrics varies by department. OLO heard from several departments that have utilized MC311 performance data to inform staffing changes. For example, based on the number of requests received, Department of Permitting Services created a new division, Zoning and Site Plan, to handle increased customer demand. The Department of Finance utilized volume and complexity of requests to justify reclassifying employee positions. Additionally, Department of Health and Human Services uses MC311 data to demonstrate resident need for services and staffing allocations or the need for overtime.

On a more general level, Executive Branch staff report that MC311 data can serve to frame discussions around the resources needed to provide specific levels of service. Staff reported three budget-related questions used when adjusting MC311 service request fulfillment targets:

1. If the target timeframe is decreased or increased, how will that decision affect efficiency of department processes and allocation of resources?
2. Will an adjustment in the target produce a budget savings or an increase in costs?
3. How will the customer's expectations for the level of service provided be affected by altering the intended target?

Customer Communication and Public Access to MC311 Data

Finding #12: MC311 allows customers to submit requests via a mobile-friendly website, but does not currently have mobile application or "app" technology. Case study jurisdictions offering 311 mobile apps reported an increase 311 participation.

When customers navigate to the MC311 website on mobile devices, they are routed to a streamlined website with simplified features, including buttons to quickly and easily make new requests and check the status of existing requests. Where relevant, customers have the option of attaching their location using their device's GPS capabilities. Customers must input the same information to submit a service request as they would using the non-mobile version of the website.

All five case study jurisdictions interviewed by OLO offer an app for mobile devices. These apps allow users to submit and track service requests, upload photos of the issue, attach their location, and view public requests submitted by other customers. Case study jurisdictions reported that while the implementation of the app did not result in a reduction of call center volumes, they believe that the app reached a new population of 311 customers.

Finding #13: The Executive makes MC311 performance data available to the public. However, in contrast to other jurisdictions, limited geographic data are available.

The Executive has made MC311 performance information public via both the CountyStat website and dataMontgomery, the County's open data portal.

- CountyStat Website. The public can view headline performance measures for every County department as well as for Countywide priority objectives on the CountyStat website. Measures include data on MC311 Customer Service Center performance and on-time service request fulfillments for departments that receive large numbers of MC311 service requests.
- dataMontgomery. The County's open data portal allows users to view and download datasets released by the County Government. dataMontgomery includes one comprehensive MC311 dataset that contains data on individual general information and service requests. dataMontgomery also features additional datasets and a data lens tool that can aggregate individual request data by topic, department, date, Council district and other categories.

OLO found that the Executive has made public MC311 data that are at least as extensive as data published in the five case study jurisdictions. However, publicly available MC311 data do not currently include geographic point data (street address or longitude/latitude coordinates for individual requests). In all case study jurisdictions, the public has the ability to view 311 requests made by others on a map either on the web or via the mobile app, and the majority of jurisdictions include geographic point data in their public 311 datasets. Geographic data allows the public to see issues that have been reported in their neighborhoods and other specific locations, increasing the transparency of the 311 system.

B. Recommendations

OLO found that the Executive's MC311 performance measurement practices are aligned with practices in other jurisdictions. Additionally, OLO found that MC311 supports data-driven decision-making by providing a new source of objective and robust performance data, and can also serve as one useful source of performance data for the Executive's ongoing results-based budgeting efforts.

OLO has four recommendations for Council action aimed at improving the Council's and the Executive's oversight of programming, strategic planning and funding of MC311.

Recommendation #1: Request that the County Executive report to the Council additional data on service request accuracy and first-call resolution rates, as well as data from the new Workforce Optimization tool when it is available, in order to better understand opportunities for improvement in MC311 request intake.

OLO found that MC311 and departments collaborate to promote accurate and effective intake of customer requests at the MC311 Customer Service Center. Department-specific training for MC311 representatives as well as positive relationships between departments and MC311 staff support this goal. Performance data, including the 83% rate of first-call resolution (FY2015), indicate a high level of performance in MC311 request intake.

However, survey data suggest that inaccurate requests continue to impact departments. In FY16, MC311 conducted a survey of 106 internal MCG customers to assess satisfaction with MC311 services. Focusing on the quality of requests forwarded to departments by MC311, 73% of internal MCG customers surveyed found the quality of forwarded requests to be in "good" or "excellent" condition (an increase of 3% from FY15) and 27% found quality to be "fair" or "poor". The most common challenges reported by departments in handling service requests were (1) incomplete or incorrect information and (2) unclear summary notes.

First-call resolution and service request accuracy rates are useful measures for understanding the quality of request intake. Some additional data points may assist in better understanding opportunities for improvement in MC311 request intake:

- First-call resolution rates broken down by department area and sub-area;
- Data, broken down by department area and sub-area, on manual returns of inaccurate requests from departments to MC311, which are not currently captured in the Service Request Accuracy rate; and
- Call quality data from the Workforce Optimization Tool planned for implementation in 2016.

Recommendation #2: Request that the County Executive review whether additional metrics or revised targets may be useful for assessing performance in certain request topics that are complex.

MC311 measures department performance in fulfilling service requests against targets for the completion of all work on a request, known as “Service-Level Agreements”. Staff reported that these targets have evolved into robust targets for department performance.

However, OLO received feedback that standard targets do not fully capture department performance in a few cases where requests are complex or require involvement from third parties. In these cases, performance can be impacted by the time required to investigate multiple issues, the speed to which third parties respond to requests, or whether legal action is necessary to compel performance. As a result, existing metrics may not provide an accurate picture of the time required to complete work on a request. Additional performance metrics, such as department response times (the time it takes for a department to initially respond) can assist in managing customer expectations and monitoring performance. Executive Branch staff reported that they are currently implementing a similar approach to assess the performance of the Department of Permitting Services by measuring the length of time to complete each stage of the permitting process.

Recommendation #3: Request that the County Executive explore ways to reach a wider audience when measuring MC311 customer satisfaction, including a formal community survey of residents.

Similar to other jurisdictions, MC311 conducts customer surveys via e-mail to measure customer satisfaction with MC311. OLO found examples in other jurisdictions of different methods to sample a 311 audience to measure customer satisfaction. For example, Dallas conducts a post-call survey to collect data on customers’ satisfaction with the services or information provided during the call and customers’ ratings of agents’ helpfulness and responsiveness. In Boston, for those customers that did not provide an e-mail address, Boston 311 staff call the customer the day after their request closes to update them on the status of their request and offer them the opportunity to participate in a phone survey. Finally, Dallas and San Francisco also collect data on a regular basis from formal community surveys, which are administered to random samples of residents and ask about a broad range of government services. Information gained from interviews suggest that data from community surveys can serve an important role in data-driven decision-making.

The Council may wish to ask the Executive to explore whether these methods or others, particularly the use of formal community surveys, may be useful for gaining a better understanding of customer satisfaction with MC311 and other government functions.

Recommendation #4: Request that the County Executive report to the Council on the technical feasibility and cost of implementing MC311 system enhancements, including increased system integration, tracking duplicate requests, GIS and field access capabilities, and a mobile app.

OLO found that several opportunities exist for MC311 system improvements to improve efficiency, data quality and customer communication:

- Increased system integration to prevent departments from having to manually update two systems when managing MC311 service requests;
- Field access to MC311 systems for field staff that do not already have it to avoid reliance on pen and paper and additional data entry;
- Additional Geographic Information Systems (GIS) capabilities to allow automatic identification via the MC311 website of whether a road is maintained by the County;
- Tools, similar to those used in other jurisdictions, to alert MC311 representatives that a customer is reporting an issue (such as a pothole) that has already been reported, to avoid duplicate request entries; and
- A mobile app that allows customers to submit requests and view public requests made by other customers.

Executive Branch staff report that the model currently in place for the operations and maintenance of MC311 systems was implemented when the County was experiencing severe budget constraints and is optimal for minimizing costs. Staff indicate that long-term, strategic investment would be necessary to modernize and enhance MC311 systems, including the enhancements listed above.

Recommendation #5: Request that the Executive explore ways to standardize the use of MC311 performance data in the budget process.

OLO found that MC311 data has the potential to play an important role in the Executive's ongoing results-based budgeting efforts, along with other sources of performance data. MC311 has reached a level of operational maturity where data on service request fulfillment can be used to assess departmental performance and evaluate budget requests based on responsiveness to residents who call MC311 for assistance. In particular, MC311 data can serve to frame discussions around the resources needed to provide specific levels of service, incorporating additional data and information in cases where MC311 data do not provide a full picture of department performance.

However, since responsibility for utilizing MC311 data in budgeting requests falls on the departments, the application of MC311 performance metrics varies by department. The Council may wish to ask the Executive to explore opportunities to standardize departments' application of MC311 data in budget requests and justifications, as means for further enhancing the County's results-based budgeting approach.

Chapter 6. Agency Comments

The Office of Legislative Oversight circulated a final draft of this report to the Chief Administrative Officer for Montgomery County. OLO appreciates the time taken by County Government representatives to review the draft report and provide comments. OLO's final report incorporates technical corrections provided by County staff. The written comments received from the Chief Administrative Officer are attached in their entirety on the following page.



OFFICES OF THE COUNTY EXECUTIVE

Isiah Leggett
County Executive

Timothy L. Firestine
Chief Administrative Officer

MEMORANDUM

June 30, 2016

TO: Chris Cihlar, Director, Office of Legislative Oversight
FROM: Timothy L. Firestine, Chief Administrative Officer
SUBJECT: OLO Draft Report 2016-8: MC311 Performance and Data

Timothy L. Firestine

Thank you for providing a copy of OLO Draft Report 2016-8: MC311 Performance and Data and for the opportunity to comment on it.

The report accurately captures the processes used by MC311 to assure quality and accuracy of 311 requests for service and information. We agree with your overall finding that the Customer Service Center met nearly all of its performance targets in 2015, and OLO correctly identifies that several of Montgomery County's performance targets and standards exceed those of other selected peer jurisdictions (e.g. 20 seconds for speed to answer in Montgomery County versus 144 seconds to answer to Miami-Dade County). Having such targets and standards allows MC311 to provide a higher level of customer service, responsiveness and efficiency, and effectively operate in a mode of continuous improvement. We are proud to be recognized by our peers as a model of best practices for 311.

The research conducted by OLO resulted in a report that will be useful both to other jurisdictions seeking to implement or improve their own 311 operations and to us as we continue to refine our business processes.

Per recommendation #1, we will use the information that OLO collected from our internal MCG customers to evaluate and implement new processes to continue to improve our 73% satisfaction rating on first-call resolution and service request accuracy; and, we look forward to launching our new Workforce Optimization system by the end of the calendar year.

In considering recommendation #2, it mirrors findings and discussions in prior MC311 and departmental performance reviews. MC311 and CountyStat will explore how to best incorporate the requested metrics such as department response time in future annual MC311 performance reviews and will continue its ongoing work on process analytics of the more complex types of requests and/or those involving third parties.

101 Monroe Street • Rockville, Maryland 20850
240-777-2500 • 240-777-2544 TTY • 240-777-2518 FAX
www.montgomerycountymd.gov



Chris Cihlar, Director, Office of Legislative Oversight
June 30, 2016
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With respect to exploring ways to reach a wider audience when measuring customer satisfaction as stated in recommendation #3, MC311 is intentional in its survey implementation and successfully balances our need to collect useful feedback with our customers' limited time.

Considering recommendation #4, the County currently takes full advantage of the 311 tools and technology at its disposal. There are plans to interface between MC311 and departmental systems, though these adjustments must be phased in. We are upgrading the MC311 system to accommodate field access and are continuing to assess opportunities in GIS integration via ArcGIS. There is an MC311 mobile app in place that allows submission of requests from mobile devices, and since the County has opened MC311 data, we will be reevaluating, and with possible third-party involvement, building an app with the ability to view requests. We recognize an ideal system would avoid the need for duplicate request entries, but to incorporate such increased technical capabilities would require a major redesign and a significant investment of resources and funding.

Lastly, regarding recommendation #5, the report recognizes that County departments interact with and rely on MC311 to varying degrees; therefore, it is not unusual that the application of MC311 data in the budget process would also vary by department. We will continue to build on the practices already employed by OMB and departments and on the success stories conveyed in the OLO report with respect to leveraging this important data source, with an emphasis on the departments with high volumes of MC311 Service Requests for Fulfillment.

Again, we thank the Office of Legislative Oversight for its work on this report. If you have any questions or need additional information, please contact Fariba Kassiri, Assistant Chief Administrative Officer, at 240-777-2512 or fariba.kassiri@montgomerycountymd.gov.

TLF:dg

cc: Fariba Kassiri, Assistant Chief Administrative Officer
Bonnie Kirkland, Assistant Chief Administrative Officer
Patrick Lacefield, Director, Public Information Office
Sonny Segal, Director, Department of Technology Services
Jennifer Hughes, Director, Office of Management and Budget

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Appendix A: Case Studies of 311 Systems in Other Jurisdictions

OLO spoke with staff from five jurisdictions (Boston, Dallas, Miami-Dade, Philadelphia, and San Francisco) that operate 311 systems and asked about their methods for using 311 data to measure performance. This section contains descriptions of each 311 system and the primary measures they use.

1. Boston

In August 2015, the City of Boston deployed a 311 customer service platform, Bos:311, to replace an existing 24-hour request hotline and Citizen Connect App. Call center agents are available 24 hours a day, 365 days per year. The call center handles roughly 26,000 requests per month, with an additional 200 requests per day received through the mobile app.

Boston established the City Hall to Go program in 2013. Since the city stretches 50 square miles, Boston utilizes the program to connect residents with city services. The city staffs a converted truck which makes regularly scheduled visits to different Boston neighborhoods from Tuesday through Saturday every week. Residents can track the location of the truck via an online calendar and GIS map. Available staff assist residents with completing city services, including filing a 311 service request, applying for a residential parking permit, pre-registering for school, paying property taxes, requesting rental inspections, and registering to vote.

Customer relationship management system, website, and app. Boston 311 uses a CRM to manage and track requests. Call center agents create service requests in the CRM system. For departments that receive a large number of requests, the CRM system routes the service request directly to the department's work order queue. Otherwise, the CRM sends an email to the department alerting staff to the service request. The system displays requests on a map allowing agents to identify repeat requests. Call center agents track information requests using a separate Google form.

In addition to calling 311, customers can also submit service requests via the Boston 311 website, 311 mobile app, Twitter, or in person at the Mayor's Office of Constituent Service or City Hall to Go Truck. The app was introduced in August 2015 along with the roll out of the 311 call center. The app currently accepts 23 service request categories and automatically feeds the requests into the servicing department's work order system. The app allows users to attach a relevant photo (e.g., overflowing trashcan, graffiti), input service request location, and allow the user to make the request public. If the request is made public, app users can view all recent requests with photos or on a map. When the service request is closed, app users receive a picture of the completed request and of the crew who resolved the issue. Since roll out there has been 10,000 new app downloads, for a total of 55,000 downloads. About 40% of all service requests are submitted through the mobile app.

In addition to the 311 app, the city of Boston launched two other companion apps - Trash Day and City Worker.

- **Trash Day App.** In response to high call volume related to trash collection, the City of Boston created this app for residents to easily access trash and recycling schedules and sign-up for reminders via text, email or phone. The app allows residents to select when to receive the reminders and automatically informs about special collection days (e.g., leaf and yard waste). Additionally, the app will automatically notify residents if their pickup schedule is adjusted due to a holiday. Staff report that this app has been extremely helpful in reducing call center volume.
- **City Worker App.** Provides city workers with real time access to the city's internal work order management system. The app allows city workers to create, close, or re-assign service requests from the field. Workers are able to proactively address problems spotted and upload pictures of resolved

service requests. The app syncs automatically giving supervisors a clear view of how resources are being deployed in the field.

Performance measurement and other data practices. Boston 311 performance data includes measures on call center and service request fulfillment. Boston 311 manages performance in three broad categories: Department SLA, surveys, and city-wide performance measurement. The table below lists the specific performance measures for Boston 311.

- Department SLA. Boston 311 staff hold monthly basic city services meetings with each major department (e.g., Public Works, Transportation, Inspection Services, and Parks). Staff review each service request queue with the department to determine if the SLAs are being met and if they are not, the reason behind the problem (i.e., issue with a particular neighborhood).
- Surveys. Customers have the opportunity to complete a web or phone survey. Customers who provide email addresses can complete two surveys – first, at request creation (based on service received from the 311 call center agent) and second, at request closure (based on service received from the department). If an email address is not provided, staff contact the customer via telephone when the request is closed and offer the opportunity to participate in a phone survey. Any feedback received from the surveys is shared with the call center agent who handled the request and the servicing department.
- City-Wide Performance Measurement. In 2015, the City of Boston started an initiative to track the daily performance of city government, known as City Score. City Score, similar to a batting average, aggregates key metrics from across the city into a single score that represents the City's overall day-to-day performance. The percentage of 311 calls answered in under 30 seconds is one of the 24 metrics used in the City Score. Other metrics include the percentage of street lights repaired, number of instances of missed trash collection, and percentage of potholes repaired. Additionally, city officials have access to detailed data via department-specific dashboards. The Bos:311 dashboard displays data on total calls, number of abandoned calls, average speed to answer, number of service requests opened/closed, and top ten requests for the day.

Table A-1. Boston 311 Performance Measures

Call Center	Online/ App Requests	Customer Satisfaction	Service Request Fulfillment
<ul style="list-style-type: none"> • % calls answered within 30 seconds • Total calls answered • Total service requests entered • Total web chat sessions • Abandoned call rate 	<ul style="list-style-type: none"> • % of service requests made online • Total mobile requests • % of service requests made via mobile application 	<ul style="list-style-type: none"> • Average satisfaction level for Operation Call Back • Operation Call Back logged • Mail sent to Mayor • Total number of emails sent to Mayor • Web chat surveys on knowledge, overall, professionalism, responses 	<ul style="list-style-type: none"> • Number of cases by neighborhood and department • Number of open and closed cases • % of service requests that meet SLAs

2. City of Dallas

In 1997, the City of Dallas consolidated 28 customer service numbers and seven call centers into a single 311 customer service center, becoming the second city in the United States to implement 311. Since then, the call center has picked up additional functions, including taking calls regarding water utilities and the courts system. The call center's responsibilities also include serving as a radio dispatch for field crews. For example, if a customer calls regarding a water main break, a 311 radio dispatcher will contact a field crew to address the issue.

Call center agents are available 24 hours a day, 365 days per year. The call center handles approximately 1 million customer calls per year, inclusive of water utilities- and courts-related calls. The largest categories of requests received are code compliance, street services, sanitation and transportation. As a large jurisdiction, Dallas has residents located up to 20 miles from City Hall. A recent program initiative, City Hall on the Go, aims to take services to customers by sending out a van five days a week (Wednesday-Sunday) to communities that face barriers to accessing city services. This program allows customers to ask questions and submit services request face-to-face with city staff. Performance data for this service are not yet available.

Customer relationship management system, website, and app. Dallas 311 uses a CRM to manage and track requests. Call center agents create requests in the CRM system, which are routed directly to the servicing departments. The system uses measures of geographical proximity and frequency to identify repeat requests about the same issue to avoid creating duplicate requests.

In addition to calling 311, customers can also submit service requests via the Dallas 311 website or the Dallas 311 mobile app, which was introduced in September of 2013. In most cases, requests submitted via these self-service channels will be sent directly to the relevant department. The app currently accepts approximately 20 of the most common service requests. Where relevant, customers can attach photos and location of problem. In the last fiscal year, approximately 20,000-30,000 requests were submitted via the app. Dallas 311 staff report that while the app did not result in a reduction in calls to the call center, it helps to serve a different population of 311 users.

Performance measurement and other data practices. Dallas 311 reports performance information on call center and service request fulfillment data from the CRM system, data from surveys of 311 customers, and data from an annual community survey of Dallas residents regarding city services. Additionally, Dallas 311 conducts internal quality assurance process to monitor call agents' performance. The table following page lists the performance measures in each category.

- Call Center Metrics. The City of Dallas reports performance data in its annual budget document, including the following call center metrics for the Dallas 311 Customer Service Center: percentage of call hang-ups, percentage of calls answered within 90 seconds, and the salary cost per call.
- Service Fulfillment Data. Dallas 311 is not directly involved in performance management for departments that fulfill 311 service requests. However, Dallas 311 provides monthly data reports on service request fulfillment by departments to Assistant City Managers, who are responsible for addressing performance issues with departments. This report breaks down request data by geographical area and request topic, including percentages of requests currently closed, percentages of requests closed within the established SLA, percentages of open requests that are still within the SLA, and average days to close requests.

- 311 Customer Survey. Dallas 311 customers have the opportunity to respond to a post-call survey that asks about their satisfaction with the services or information received, their rating of the ease of the process, and their rating of the agent's helpfulness and responsiveness.
- Dallas Community Survey. Between 2005 and 2014, seven community surveys of Dallas residents have been conducted in order to provide the City with standardized feedback and monitor long-term trends related to customer perceptions of City services. This survey collects information on residents' satisfaction with city services, including the 311 Customer Service Center, and the relative importance of those services. Survey results produce an importance-satisfaction rating which is designed to help the city to target resources to services rate as most important as well as those with which citizens are least satisfied. In 2014, the ETC Institute, which administered the survey, mailed surveys to 10,000 households and received survey responses from 1,523 households.
- Internal Quality Assurance. Dallas 311 conducts internal quality assurance by recording calls and scoring a sample of calls handled by each agent. Staff aim to score eight calls for each agent per month. The scores incorporate ratings of both technical skills and "soft skills" such as customer service, and inform the agents' performance evaluations.

Table A-2. Dallas 311 Performance Measures

Call Center	Service Request Fulfillment	Customer Satisfaction	Community Survey
<ul style="list-style-type: none"> • % calls hung-up (abandoned) • % of calls answered within 90 seconds • Salary cost per call 	<ul style="list-style-type: none"> • % and volume of requests closed • % and volume of requests closed within SLA • % of open requests that are within SLA • Average days to close requests 	<ul style="list-style-type: none"> • % customers satisfied with service or information received • Customer rating of ease of the process • Customer rating of agent's helpfulness and responsiveness 	<ul style="list-style-type: none"> • Resident rating of service by agents • Resident rating of web-based service request system • Resident ratings of satisfaction with and importance of city services

3. Miami-Dade County

In 2005, Miami-Dade County officially launched its 311 Contact Center in collaboration with the City of Miami. Miami-Dade's 311 system responds to calls for the County as well as 35 municipalities, including the City of Miami. The contact center operates Monday through Friday from 7 a.m. to 7 p.m. and Saturdays from 8 a.m. to 5 p.m., and it receives approximately 140,000 calls per month.

Customer relationship management system, website, and app. Miami-Dade 311 developed its CRM in-house to record and track 311 requests. When a customer calls 311, the agent records the customer's request in the CRM, including any information that the department requires from the customer to fulfill the request. The CRM system includes a knowledge base for 311 agents to look up requests and provide appropriate answers. Every customer receives a ticket number. If a customer reports an issue that has already been reported, the system will inform the agent that a service request is already open, and the agent will provide caller with the ticket number for the original request. Additionally, customers have the option of receiving e-mail notifications on the status of their requests.

Customers can also submit requests via the 311 website, a mobile app, e-mail, and in-person at three service centers. The 311Direct mobile app, launched two years ago, allows users to submit requests using their mobile devices. It includes the option to attach photos and location information to the requests. Requests submitted via the 311Direct are sent to a 311 agent, who reviews requests for accuracy before processing them for fulfillment. When making requests using 311Direct, customers can either choose from a selection of common requests, or select “Other” to submit a request that is not on the list.

Performance measurement and other data practices. 311 staff track performance measures for the 311 Contact Center and report them on a quarterly basis as part of the County’s performance reporting processes. Staff also record any commendations or complaints regarding the contact center. Additionally, staff review agent performance on a monthly basis.

- Quarterly Performance Reporting. Miami-Dade County requires County departments and related agencies to prepare biennial business plans that show how entities will achieve goals in the County’s Strategic Plans. Each department or agency must select performance metrics to show progress towards those goals and report on those goals on a quarterly basis. The Communications Department reports several metrics related to the 311 Contact Center, included call volume, average call wait time, abandoned call rate, and numbers of 311 walk-ins.
- Agent Performance. Miami-Dade 311’s CRM system allows supervisors to record calls in order to monitor agent performance. For call center agents’ monthly performance reviews, supervisors review call audio and screen shots for each agent to assess whether they are properly handling the call.
- Mystery Shopper Program. in the past, Miami-Dade County worked with a local university to operate a mystery shopper program. This program placed calls to the 311 line and assessed them for quality of service and accuracy of information. Although staff report that the program was helpful, it was discontinued for budgetary reasons. The table below lists the specific performance metrics used by Miami-Dade 311.

Table A-3. Miami-Dade 311 Performance Measures

Call Center	Customer Satisfaction
<ul style="list-style-type: none"> • Call volume • Average call wait time • Abandoned call rate • 311 walk-ins 	<ul style="list-style-type: none"> • % increase in Facebook likes • Customer commendations and complaints

4. City of Philadelphia

Philadelphia launched its 311 system, Philly311, in 2008 as a 24-hour operation. Due to budget cuts, Philly311 now operates 12 hours per day Monday through Friday. Philly311 receives on average 5,000 to 10,000 requests per week. In December 2014, Philly31 adopted a new organization structure to align to a new CRM. Philly311 is now divided into three business units – Call Center Operations, Customer Service/ Community Engagement, and Application/Business Services.

Customer relationship management system, website, and app. Philly311 uses a CRM to manage and track requests. Call center agents create service requests in the system using a keyword search function. The call center agent uses questions designed by the servicing department to collect information from the customer. The agent informs the customer of the service level agreement, shares a request reference number, and provides the customer with the opportunity to receive an email confirmation of the request. The request is automatically saved in the CRM system and is sent directly to the departments. Philly311 is integrated into all department legacy systems. Customers can track their request online, by phone, or the mobile app. Both agents and customers (via the mobile app) can look to see if a request was previously submitted. If so, the customer is able to submit a new request which the agent attaches to the original request, rather than sending a duplicate request to the department.

In addition to calling 311, customers can also submit requests via the Philly311 website, 311 mobile app, during office walk-in hours (Monday through Friday 9 am to 5 pm), Twitter, and Facebook. The app was launched in 2012 and provides customers with the opportunity to submit service requests in over 17 different languages, attach photos, input location, and submit the request publically. If the request is made public, app users can view all recent requests via a list with photos or on a map and provide comments. Service requests submitted via the app are fed directly to the servicing department. The servicing department also has access to the app in the field and can monitor incoming requests and the work order queue.

In addition to the 311 app, the city of Philadelphia Customer Service/Engagement business unit has instituted five other programs to help residents submit service requests.

- Neighborhood Liaison Program. Philly311 found that trust needed to be established within individual communities to educate and provide access to 311 services. To meet this goal, Philly311 staff offers training and education to individuals who live and work in the neighborhoods. Volunteers are trained on how to make requests and the types of services offered. Over 1,100 residents are trained, including state representatives' offices. The volunteers record items discussed during community meetings and submit the requests directly to 311.
- City Council. City Council staff have access to the 311 CRM system. Council staff received training on how to input requests directly into the system. All but 2 of the 17 Councilmember offices are trained. Staff can view the individual constituent's request and all requests submitted in the district. Additionally, Council staff can create monthly reports and share information with community organizations.
- Philadelphia Police Department. As part of community policing efforts, Philly311 staff cross trained 1,200 police officers on the 311 CRM system. Officers have direct access to the CRM system from their patrol cars enabling them to input requests and check status while on patrol. Staff report that due to the effort's success, 311 training was added to the police academy.
- Youth Engagement Program. In 2015, Philly311 launched the Youth Engagement Program to get youth involved in civic programming. The program partners with civic organizations and public schools to recruit youth for an eight-week training program. Youth are trained on how to submit service requests via the mobile app. All youth accounts are linked in the 311 CRM system. During the first week of training, youth walk around the neighborhoods, take pictures of issues, and submit service requests. At graduation, the students are shown the before and after pictures of their requests. The program recently graduated its fourth class of middle school students.
- Social Media Outreach. Staff reported that Philly311 actively uses social media to educate the community. Using Twitter, YouTube, and blogs, Philly311 publishes educational items to help customers

understand issues, differences between types of requests, and what services the City can and cannot provide. Philly311 uses push notifications through the app and Twitter to proactively distribute emergency or critical information. For example, during the Papal visit in 2015, Philly311 did not handle calls related to the visit. Instead, 311 conducted a proactive messaging campaign about where to find information about road closures.

Performance measurement and other data practices. Philly311 performance data includes measures on the call center and service request fulfillment. Philly311 offers customers the opportunity to participate in a survey. If the customer agrees, it is recorded in the service request by the call center agent. The following day 311 staff randomly sample these customers and follow-up with an automated survey. Surveys for walk-ins and app/web users are available online.

Service level agreements are established by the departments and performance is monitored by 311 staff. Departments can view real time reports of all performance metrics and are able to “drill down” to see why a case may be unresolved or sort by zip code. Some departments will also track complaints. The table below lists the performance measures for Philly311.

Table A-4. Philadelphia 311 Performance Measures

Call Center	Service Request Fulfillment	Customer Survey
<ul style="list-style-type: none"> • Total number of information and service requests • % of calls answered within 45 seconds • Average call wait time and call length 	<ul style="list-style-type: none"> • % of cases meeting SLA target • % of requests overdue (cannot exceed 20% of all requests) • Number of requests at risk for becoming overdue 	<ul style="list-style-type: none"> • % of customers whose expectations were or were not met (i.e., appropriate information provided, request/inquiry handled in a timely manner)

Philly311 is actively working with departments to improve business processes and utilize 311 data to improve program and strategic planning.

- Process Improvements. Philly311 staff is working with departments to make process improvements by analyzing current status of operations, goals, and service gaps. For example, Philly311 used 311 data to exam streetlight outages by zip code and geographic location. The Department changed staffing allocations to place the high need neighborhoods first in the work order queue. Staff reported that an unanticipated result from this effort was a decrease in crime when the street lights were replaced.
- Priority-setting. Staff are working to use 311 data to help departments determine program service gaps. For example, the fire department offers free smoke alarms to households who meet predetermined criteria. The Department used 311 data to determine which neighborhoods were most vulnerable to fires and fire-related deaths. Using this data, the Department partnered with Philly311 to develop a targeted outreach campaign. Philly311 pushed information via the 311 mobile app, email, and social media to promote the program in the targeted neighborhoods.
- Budget Preparation. With increased access to 311 data, departments are using the system for budgeting purposes, including budgeting priorities and requesting additional staff, programs, or new technology. Philly311 staff produce reports for the departments to use in budget preparation.

5. City and County of San Francisco

In 2007, San Francisco launched its 311 system, SF311, consolidating over 2,000 telephone numbers across 63 departments into a single point-of-communication for non-emergency city services and information. San Francisco's 311 call center operates 24 hours a day, 365 days per year. The call center receives approximately 1 million calls per year regarding city services and information. Additionally, SF311 fields calls regarding transit services operated by the city's transit authority as well as calls regarding utilities.

Customer relationship management system, website, and app. SF311 uses a CRM to manage service requests and track how long it takes to close requests. SF311 does not track requests for information as service requests; only requests for services are tracked. The CRM system is integrated with some departments' internal systems. Call agents can use the system to identify repeat requests about the same issue, so that rather than creating a duplicate request, they can attach a note to the original request. Additionally, when customers call to follow up on a request that is not closed, call center agents can create a new request and tag it as a follow-up request.

Customers can submit requests via the following four channels: the call center, the website, the mobile app, and Twitter. The app does not accept all types of requests, but rather those types that are best suited to submission via a app, such as location-based requests and requests that do not require the customer to provide large amounts of information. The website accepts all request types, and departments have created customized forms for specific request types to ensure that the customer provides the necessary information. Both the app and the website accept photos from the customer.

Customers can electronically track their service request using the service request number. Additionally, if the customer provides an e-mail, the customer will receive an in-depth status report and a copy of the request. Customers can also track the status of their request on the City's open data portal.

Performance measurement and other data practices. San Francisco collects 311 performance data regarding customer service center performance, service request fulfillment and citizen awareness and satisfaction. Additionally, the City conducts a biennial survey of a random sample of city residents that asks about awareness of and satisfaction with city services, including 311 services.

- Customer Service Center Performance. In its annual budget and quarterly performance documents, the City of San Francisco reports the following measures for its 311 Customer Service Center: average number of daily 311 contacts across all channels, percentage of calls answered within 60 seconds, percentage of calls handled without a transfer, and an average quality assurance percentage score. Supervisors calculate quality assurance percentage scores by listening to and analyzing a sample of recorded calls and scoring them on a 100-point scale.
- Service Request Fulfillment. 311 staff are not directly involved in assessing departments' service request fulfillment performance, they work closely with departments when backlogs arise. The CRM system tracks the percentages of requests for a given time period that are open versus closed, the average number of days it takes to close requests, and the percentages of requests closed within the SLA.
- Biennial City Survey. The City of San Francisco contracts with a research firm to conduct a city survey of residents every two years. In 2015, the survey had a response rate of 26% or 2,179 responses. The survey asked residents about their awareness of and ratings of their experiences with specific city services, including 311. The results of the survey were broken down by race/ethnicity, age, household income, English language proficiency, and educational attainment.

Table A-5. San Francisco 311 Performance Measures

Call Center	Service Request Fulfillment	City Survey
<ul style="list-style-type: none">• Average number of daily 311 contacts• % of calls answered within 60 seconds• % calls resolved without a transfer• Quality assurance call scores	<ul style="list-style-type: none">• % of requests open vs closed• Days to close requests• % of requests closed within SLA	<ul style="list-style-type: none">• Resident rating of awareness of 311 services• Resident rating of ease of getting city information by calling 311, on the web or using a mobile device• Resident rating of ease of requesting a City service by calling 311, on the web or using a mobile device

Appendix B: MC311 Request Process

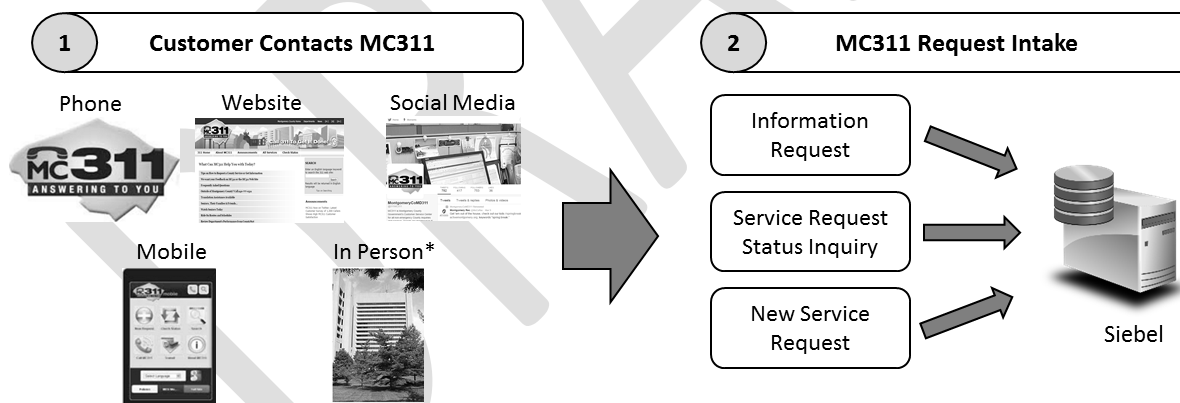
The MC311 service request process has two primary components –the process of how MC311 responds to an incoming request (Request Intake) and the process once a service request is received by the servicing department (Case Management).

Request Intake. The intake process begins when a customer contacts MC311 and includes the business process for how MC311 representatives respond to different types of requests. Steps within this process are tracked and reported through the MC311 Siebel database.

Case Management. Case management involves actions taken by the servicing department to manage and fulfill the service request. The majority of County departments operate independent case management systems separate from the Siebel database. A case management system is a technology application designed to manage work order queues. Case management systems allow department staff to automate the workflow for each service request (including staff collaboration), store images and documents, record staff actions/decisions, and process files/cases.

I. MC311 Request Intake

Since the majority of MC311 service requests are submitted via phone (88% in 2015), this section focuses on the business process for phone-intake requests.¹ The MC311 business process is defined by how customers interact with MC311 and the type of request that is submitted (see diagram below).



*Beginning in October 2015, MC311 Customer Service Center began staffing a help desk at the Executive Office Building.

Customer Contacts MC311. MC311 offers customers a variety of ways to locate County information or request a County service, including by phone, web, Twitter, mobile, and in-person at the Executive Office Building. For customers calling MC311, there is a brief welcome message announcing the ability to select a preferred language (English or Spanish). The welcome message also permits customers with requests for the Office of Human Resources (job applicants, current employees, or retirees) to select an option, which alerts MC311 that an internal customer is calling. Additionally, the welcome message offers the option for customers to enter the record number or “SR number” of an existing service request to check its status.

¹ Montgomery County CountyStat, “MC311 Annual Review – FY15,” October 21, 2015, p. 39.

Representative Records Request. After the brief welcome message, customers are connected with a representative, who determines the type of call: a general information request, new service request for fulfillment, or status inquiry for an existing service request. Every request – information or service – is recorded in the Siebel system.

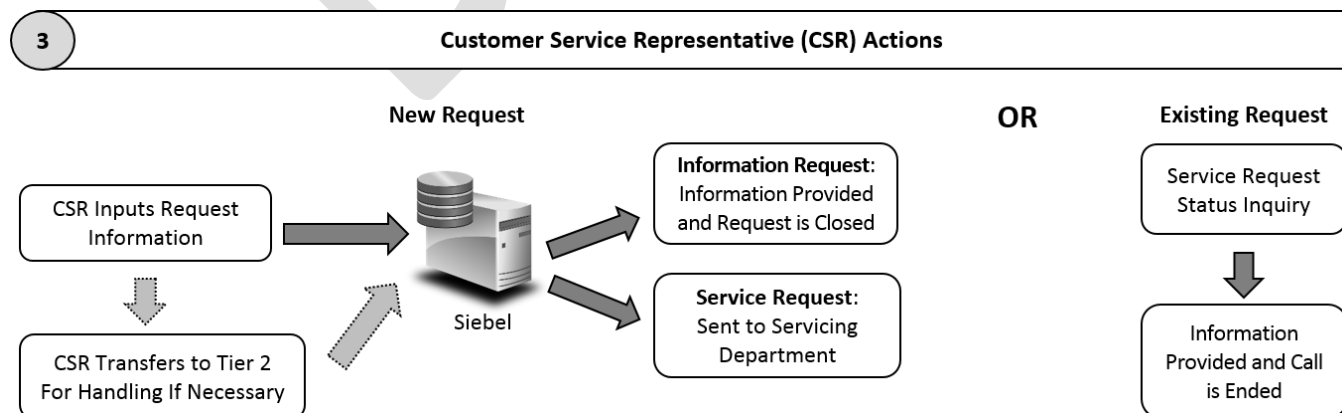
Representatives use knowledge base articles (KBAs) when providing answers and collecting information from the customer. Every type of request (information or service) is associated with a KBA. KBAs are collaboratively written by the departments and MC311 business analysts, with information updated on an ongoing and as-needed basis. Departments offer training for representatives on the KBAs and department business processes. KBAs typically provide representatives with a description of the issue, instructions on the information to collect from the caller, and a timeframe for resolution. For example, for bulk trash pick-up requests, a representative would record in the request the customer's name and telephone number, verify the correct address, list of items to be collected, and provide further instructions to the customer, if required. Representatives use KBAs to provide appropriate answers and attach the relevant KBA to the request record for reporting purposes.

Internal MC311 Requests. In 2015, approximately 22,600 or 4% of all MC311 requests were internal requests, meaning they were input into Siebel directly by departments. 61% of internal requests were for DOT, and 33% were for DEP.

Tree maintenance requests account for 94% of DOT's internal requests. DOT staff report that they input tree maintenance requests into Siebel when they receive direct requests (outside of MC311). For example, homeowner associations or community groups may contact DOT to inspect trees for an entire neighborhood. Pepco may also request DOT tree inspections to obtain permits for tree removal. DOT staff enter a request into Siebel for every tree they inspect in response to such requests.

Solid Waste Services requests comprise 99% of DEP internal requests. Solid Waste Services staff enter requests into Siebel when they are in the process of fulfilling a bulk trash or scrap metal pick-up request and find an unacceptable item left for collection and to advise other staff of the reason why the item was not collected. Additionally, Solid Waste Services staff enter requests into Siebel to arrange for field checks in which DEP staff visit a property to assess a specific issue.

Representative Actions. Once the type of request is determined, MC311 has defined business processes for phone- and web-intake requests. (See [page x](#) for information on web-intake requests). The process for each type of request (information request, service request status inquiry, and new service request) is described below.



New General Information Request. If the information provided satisfactorily answers the caller's question, the representative closes the request and ends the call. If the caller requires additional information, the call may be transferred to a Tier 2 representative (HHS, Finance, or DPS) or a new service request can be created and forwarded to the department.

New Service Request. The representative provides a unique request identifier, known as the "SR number", to the customer for future reference. The SR number ensures that only the customer can access status information. The customer also has the option of providing an e-mail address to check the status of the request online. The representative sends the completed request record to the appropriate department to fulfill the request. If the caller is calling about an issue that has already been reported by another customer (e.g., DHCA code violations, potholes, tree pruning, etc.), the representative will create a new service request. The duplicate request is forwarded to the department for fulfillment.

Service Request Status Inquiry (Existing Request). The caller provides the representative with the SR number (received from a prior call to MC311 or on the MC311 website). The representative checks the status of the request and provides the available update to the customer. Departments have dedicated staff that update request records as progress is made towards fulfillment. Representatives have access to the notes made by department staff. If this information satisfactorily answers the caller's question, the call is ended. If the caller requires additional information, the call may be transferred to a Tier 2 representative (HHS, Finance, or DPS) or a new service request can be created and forwarded to the department.

Customers also have the option of checking the status of a request via the MC311 website and mobile-enabled website. This option provides customers with general information on whether the request is in progress or closed, but does not provide notes made by department staff.

MC311 Web- and Mobile-Intake Process. Customers can use the MC311 website to locate information about County services and submit service requests, similar to calling MC311. Using a keyword search, customers can locate KBAs on specific topics. Web-based KBAs provide customers with a description of the issue and instructions on how to submit a service request, if applicable.

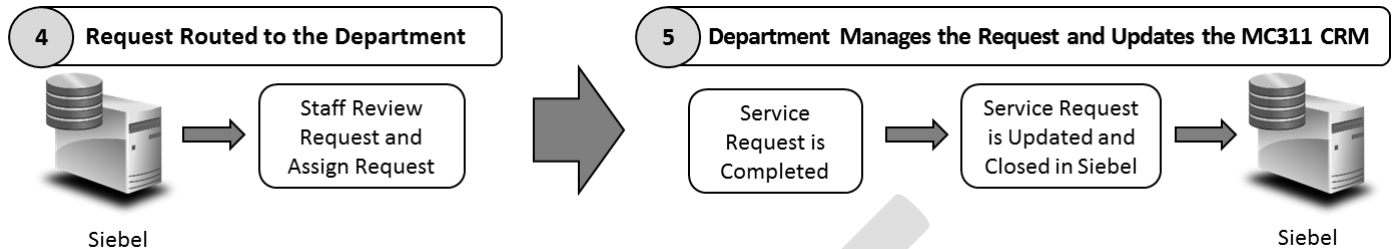
To submit a service request, the customer provides contact information (e.g. name and email are required), service/incident address information, and a description of the request. The customer receives an SR number for future reference. Requests submitted via the MC311 website are routed directly to the servicing department.

The MC311 website has a mobile version. When customers navigate to the website on mobile devices, they are routed to a streamlined website with simplified features, including buttons to quickly and easily make new requests and check the status of existing requests. Customers must still input the same information to submit a service request as they would using the non-mobile version of the website.

If the customer provided an email address at the time of the original request, submitted either by phone or web, the customer can check the status of a request online. However, unlike calling the MC311 Customer Service Center, the customer will not have access to the department-provided summary notes. Instead the customer will be able to see if the request is open or closed.

II. Department Case Management & Request Fulfillment Process

Once a request is forward to the servicing department, the department's business process for servicing the request is the same regardless of how the request initially entered the Siebel system (i.e., phone, web, etc.).



Request Routed to the Department. After the representative completes a service request record, Siebel forwards the request to the servicing department. For divisions/offices that receive low numbers of requests, Siebel can automatically send an email alerting the department to the service request (e.g., child care subsidies). Once at a department, staff members review the service request for accuracy. If the request is inaccurate, department staff can return the request to the representative who originally handled the service request for correction.

After reviewing the request for accuracy, staff assign the case to the appropriate staff and change the status of the service request in Siebel to “Fulfillment at Department.” If the department operates a separate system for managing cases or work orders that is not integrated with MC311’s Siebel system, staff may also need to enter the request into the department’s system.

Department Fulfills the Request and Updates the MC311 CRM. Department staff track work completed on the request within the department’s case management system. Staff routinely update Siebel with a summary of actions taken towards fulfilling the request. Depending on the level of integration between the Siebel database and the servicing department’s case management system, work orders may automatically be updated with new requests. (See Appendix E for a description of end-to-end system integration compared with point-to-point integration). A target known as a “Service-Level Agreement” is established for every KBA, or request category.

The target defines the maximum number of business days it should take a department to complete the requested service and close the request in the Siebel system (i.e., the Department of Transportation has a target of three days to repair potholes). Targets are set annually by the Departments and are reviewed in May/June of each year in consultation with CountyStat and MC311, and they have evolved into robust targets for department performance. When MC311 first started, departments worked to calibrate targets, which were adjusted frequently. However, staff report that targets are now more or less defined.

MC311 considers a request “closed” when the relevant department closes the request in Siebel. As a matter of policy, request closure occurs when the department has completed all work on the request. Depending on integration between the department’s case management system and Siebel, updating closing status may occur automatically or require a manual change in Siebel.

Appendix C: MC311 2016 Internal Customer Survey

MC311 Internal Customer Survey 2016

Page 1 of 3

[Exit this survey](#)



MC311 Internal Customer Survey 2016

1. Your feedback is important to us.

Thank you for working with MC311 to provide excellent customer service to Montgomery County residents. If you do not use Siebel, please ignore this survey.

If you currently use Siebel, please complete this short 5 minute survey that focuses on the handling of 311 Service Requests that are assigned to your department for fulfillment. Your feedback will help us identify any challenges that we can assist you with. Our accuracy goal is 95%, and with your help, we can consistently meet this goal.

Items marked with an asterisk (*) require a selection in order to continue. Thank you for your time.

* 1. Please rate the overall quality of 311 Service Requests you receive:

- ☐ Excellent
- ☐ Good
- ☐ Fair
- ☐ Poor

* 2. What are the most common challenges you face in handling 311 Service Requests? Please select all that apply:

- ☐ Incomplete or incorrect information

- ☐ Summary and Notes are not clear
- ☐ Spelling or grammatical errors
- ☐ Wrong Knowledgebase Article
- ☐ Wrong phone number
- ☐ Computer issues
- ☐ None of the above

Other (please specify)

*** 3. When you receive a 311 Service Request with errors, do you return it to MC311?**

- ☐ Yes
- ☐ No

4. If not, why? Please check all that apply:

- ☐ I do not want to delay the fulfillment of the customer's request
- ☐ I'm not sure how to return a Service Request to MC311
- ☐ I handle the Service Request even though there are some minor errors such as spelling or grammar

*** 5. In which areas would you like additional Siebel training? Please select all that apply:**

- ☐ Accessing my Service Requests
- ☐ Using pre-defined queries
- ☐ Reassigning Service Requests to other areas in my department
- ☐ Returning incorrect service requests to MC311
- ☐ Entering comments or notes in Activities
- ☐ None of the above

*** 6. What's the best way to provide training in these areas? Please select all that apply:**

- ☐ Computer-based Training
- ☐ Training Guides
- ☐ One-on-One Assistance
- ☐ Hands-on Classroom Computer Training
- ☐ Webinar
- ☐ None of the above

7. We value your feedback! Thank you for taking the time to share your thoughts with us. [Please click here to send us feedback.](#)

Finished Survey

Appendix D: MC311 July 2015 External Customer Survey

[SURVEY PREVIEW MODE] MC311 Bi-Annual Customer Survey - July 2015

[Exit this survey](#)



MC311 Bi-Annual Customer Survey - July 2015

1. Introduction

Thank you for contacting Montgomery County's MC311 information and service request system. Your feedback is critical in helping us achieve customer service excellence.

Also please note all questions marked with an * are required.

Please click "Next" to begin the short survey.

Next

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MC311 Bi-Annual Customer Survey - July 2015

2. We would like to learn more about your recent experience with MC311 Customer Service

* 1. Did you contact MC311 by calling us via phone or visiting via the internet?

- ☐ Phone
- ☐ Internet

Prev

Next

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MC311 Bi-Annual Customer Survey - July 2015

3. MC311 Phone Customer Feedback

*** 1. Regarding your most recent call, what was the purpose of the call?**

- ☐ General Information
- ☐ Report a Problem
- ☐ Request a Service
- ☐ Compliment a County Employee or Program
- ☐ Other

Other (please specify)

*** 2. Was the Customer Service Representative able to provide the information you were seeking or submit your request?**

- ☐ Yes
- ☐ No
- ☐ Not Sure

*** 3. Please rate your satisfaction with the time it took to reach a representative during your most recent call to the MC311 Customer Service Center.**

- ☐ Satisfied
- ☐ Dissatisfied

*** 4. Please rate your satisfaction with the handling of your call during your most recent call to the MC311 Customer Service Center.**

- ☐ Satisfied
- ☐ Dissatisfied

*** 5. Please rate your overall experience during your most recent call to the MC311 Customer Service Center.**

- ☐ Satisfied
- ☐ Dissatisfied

Prev

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MC311 Bi-Annual Customer Survey - July 2015

3. MC311 Web Site Customer Feedback

*** 1. What was the purpose of your visit to the MC311 Customer Service Web site?**

- ☐ General Information
- ☐ Report a problem
- ☐ Request a service
- ☐ Compliment a County Employee or Program
- ☐ Other (please specify)

*** 2. Were you able to find the information you were looking for?**

- ☐ Yes
- ☐ No
- ☐ Not sure

*** 3. Please rate the ease of using the MC311 Customer Service Web site on your most recent visit.**

- ☐ Satisfied
- ☐ Dissatisfied

*

4. Please rate your experience with the MC311 Customer Service Web Site on your most recent visit.

- ☐ Satisfied
- ☐ Dissatisfied

Prev

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MC311 Bi-Annual Customer Survey - July 2015

4. We want your feedback!

Please click on the following link to provide feedback on your experience with 311: [We welcome your comments!](#)

Prev

Done

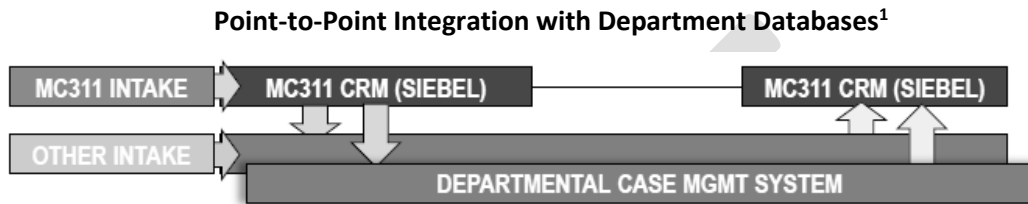
Powered by



See how easy it is to [create a survey](#).

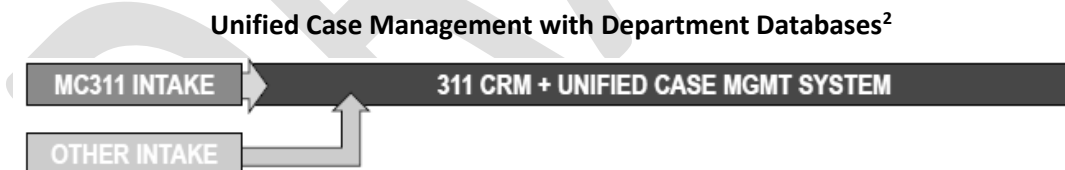
Appendix E: Siebel Integration with Department Case Management Systems

For most departments, MC311 Siebel database operates primarily as an intake system rather than a case management system. As such, the majority of County departments receive service requests through Siebel and operate independent case management systems outside of the Siebel database. This type of system integration is known as point-to-point integration, diagramed below.



In point-to-point integration, MC311 representatives input a service request into Siebel, which forwards the request to the department. Department staff re-enter request data into their own case management system, where the request is tracked, managed, and fulfilled. Department staff separately update Siebel, including at request closure. In a 2015 Governance Review of MC311, Montgomery County CountyStat (“CountyStat”) reported that this level of integration creates the need for double entry of data, increases the possibility of missing or incorrect data, and creates opportunities for requests to be received through other channels.

An alternative approach to a point-to-point system is an end-to-end system, in which the department’s case management system and Siebel are fully integrated. This level of integration currently exists with DEP’s Solid Waste Services Section. As shown by the diagram below, all the data are stored in a one place and managed under a single software license, allowing for standardization and easier maintenance and tracking of complaints.



¹ Montgomery County CountyStat, “MC311 & Customer Service Excellence – Governance Review,” February 18, 2015, pp. 26-28, available at <https://reports.data.montgomerycountymd.gov/dataset/Feb-2015-PIO-MC311-GovernanceReview/fn33-c8s5>.

² Ibid.