



PB² Performance Report

No. 98-72

March 1999

Library, Archives, Information Program Measures Provide a Limited Assessment of Performance

This report assesses the performance of the Department of State's Library, Archives, and Information Program on 1997-98 measures and comments on the measures proposed for 1999-2000 under performance-based program budgeting (PB²).

Summary

- Due to problems with measure validity and reliability of reported data, which prevent many measures from being used, the program's Fiscal Year 1997-98 performance measures provide a limited assessment of performance. The few output measures that can be used show increased use of the state library and archives reference collections; and mixed results in the area of records management. Also there was a slowing of additions to the statewide library holdings database.
- The department's proposed Fiscal Year 1999-2000 performance measures show improved representation of functions.
- However, some of the program's major functions still are not represented.
- The program's accountability system met OPPAGA's expectations in one of four areas (program purpose and goals). The program's performance measures do not adequately assess program outcomes and need major modifications. The program also needs to improve the reliability of its data.
- We discussed our findings with the Secretary of the Department of State and program management. The department's response is included in this report.

Background

The Library, Archives, and Information Program is authorized to administer federal and state grants to supplement local funding for the establishment, construction, and operation of local public libraries, to provide aid and assistance in the development of the

PB² Performance Report

public libraries, and to provide records management and information services for government agencies.

There are three bureaus within the Library, Archives, and Information Program.

- Archives and Records Management preserves public records that have permanent or long-term historical or research value. Services include technical assistance to state, county, and local governments on the management and preservation of records. Florida's archives include collections on state and local government, and on non-government records such as valuable manuscripts, photography, and genealogical records.
- Library and Network Services operates the State Library of Florida which provides reference and information services for state agencies, other libraries, and the general public. The bureau also provides an interlibrary loan program and public information on Florida government. The Florida Government Information Locator Service is an online index and locator, which provides access to state government Internet sites, electronic publications, and information about non-electronic resources and services.
- Library Development works with local government officials, community leaders, and librarians throughout the state to aid and encourage the development of libraries for all Floridians. In Fiscal Year 1998-99, the department will award state and federal grants totaling approximately \$42.7 million. These awards include State Aid to Libraries grants, library cooperative grants, library construction grants, and federal Library Services and Technology Act grants.

Performance

The program's Fiscal Year 1997-98 PB² performance measures do not provide a comprehensive assessment of the impact of this program. The 4 outcome measures and 11 of the 16 output measures cannot be used to measure program performance because they do not assess the results of program activities or have data reliability problems. The five output measures that can be used provided information on two of the program's three functional areas, Archives and Records Management and State Library and Network Services. Overall performance in records management improved over the prior year, despite the diminished demand for micrographics services due to technological developments in state agencies. Also, the number of new users of the state library and archive's reference collections increased, but additions to the statewide library holdings database slowed.

The program's PB² measures that cannot be used include measures that are intended to be indicators of the state's efforts in local library development. However, these measures cannot be used to assess program performance as the program has no regulatory authority over local public libraries. Although these measures can provide the Legislature with information as to the condition and activities of local public libraries, problems have been identified with the reliability of the current data that prevent their use even for informational purposes. For example, according to program staff, the libraries do not use

the same methods for counting and compiling their reporting statistics and their methods have changed considerably over the past few years due to improvements and to increased funding for computer technology. Also, these figures are not adjusted for annual population increases, which have totaled 20% over the past decade.

See Appendix A for detailed comments on the program's past performance in relation to its measures.

Proposed Performance Measures

The department has proposed changes to its performance measures for Fiscal Year 1999-2000, which address some of the validity and data reliability problems of the current measures. To provide measures that will represent all major program activities, the department needs to develop new outcome and output measures. Appendix B provides OPPAGA's recommended changes to the program's performance measures and identifies proposed standards that may need adjustment.

Rating of Program Accountability

A key factor in PB² is that agencies need to develop strong accountability systems that enable the Legislature and the public to assess program performance. An accountability system consists of these key elements: program purpose or goals, performance measures, a process for valid and reliable data, and credible reports of performance that can be used to manage the program. Our rating tells decision-makers whether they can rely on the program's performance information. We compare the components of an accountability system against our established criteria to determine the rating.

Accountability System Component	Meets Expectations	Needs Some Modifications	Needs Major Modifications
Program Purpose and Goals	X		
Performance Measures			X
Data Reliability		X	
Reporting Information and Use by Management		X	

Source: OPPAGA analysis

The Library, Archives, and Information Program meets OPPAGA's expectations for an accountability system in one of the four elements specified above. The program has developed a clear and comprehensive purpose statement that covers the major aspects of the program. Also, the program has clearly defined objectives that are consistent with the program's purpose and most of the program objectives are measurable.

PB² Performance Report

Major modifications to the program's performance measures and standards are needed. Three of the four outcome measures need to be replaced because they are not valid indicators of program performance, and they cannot be used to provide information to the Legislature.

The program also needs some modification to improve the reliability of its data. The current measures relating to non-program work have data reliability problems because the measures depend on data from outside sources, such as the local public libraries, over which the program has no control. The development of new measures that are closely related to program work will permit the program to develop new data collection procedures that are valid and reliable. Also, the program needs to modify the data collection methods relating to the usage of research collections because some data collection procedures were not feasible, accurate and consistent.

Some modification is also needed to the program's reporting of information to the Legislature and to the public and in the use of information by management. Due to the lack of valid outcome measures, incomplete performance information is currently being reported. This problem will be resolved by the development of new performance measures.

For More Information

Additional information about the Library, Archives, and Information Program is available on the Internet. The program profile is in OPPAGA's Florida Government Accountability Report (FGAR) at <http://www.oppaga.state.fl.us/profiles/4099>. OPPAGA's staff contact for this program is Brian Betters, (850) 487-9268. The Department of State's Internet address is: <http://dos.state.fl.us/>. The Department of State Director of the Library, Archives, and Information Program may be reached at (850) 487-2651 and the program web site is located at <http://dlis.dos.state.fl.us>.

THIS PAGE INTENTIONALLY LEFT BLANK

Appendix A

Analysis of DOS's Library, Archives, and Information Program's Performance for Each of Its Performance Measures

Outcome Measures

Performance		1997-98	Met	Comments
1996-97	1997-98	Standard	Standard?	

Annual increase in use of local public library service (Library Development (local libraries))

This is an informational measure regarding the performance of the local public libraries in providing services to their communities. It is not a measure of the program's performance. However, it cannot be used to assess local library performance for this period due to data reliability problems.*

Annual increase in accessibility by library patrons to materials not owned by their local public library [State Library and Network Services, Library Development (local libraries)]

This measure cannot be used as it is not a valid indicator of performance.

Annual increase in usage of research collections (State Library and Network Services, Archives and Records Management)

This measure cannot be used due to problems with data reliability and collection. The program reported 6% in error; actual percentage was 85%.*

Annual cost-avoidance achieved by government agencies through records storage/disposition/micrographics (Archives and Records Management)

This measure cannot be used as it is not a valid indicator of performance.*

Output Measures

Performance		1997-98 Standard	Met Standard?	Comments
1996-97	1997-98			
Number of items loaned by public libraries				These measures are informational measures describing the activities of the local public libraries and the benefits they provide to their communities. They are appropriate indicators of community usage of the libraries but have some data reliability problems and should be used only as estimates of local library services. The results of the measures are based on local library data collection that may vary from library to library and have not been verified. Also, these estimates of library usage are not adjusted for population growth although the state has experienced a 20% growth in the past decade.*
Number of library customer visits				
Number of public library reference requests				
Number of public library registered borrowers				
Number of persons attending public library programs				
Number of volumes in public library collections				
<hr/>				
Number of records added to the statewide library holdings database annually				
1,623,477	942,941	1,315,070	No	Additions to the statewide database of library holdings available for loan were 28% below the standard. Program management stated that no projects were funded to add library materials to the statewide union database for Fiscal Year 1997-98, because of the priority to fund the Florinet program and purchase technology for local public library access to the Internet.
<hr/>				
Number of interlibrary loan requests filled by Florida libraries				This measure should not be used due to data reliability problems. The program has requested permission to discard this measure in Fiscal Year 1999-2000.*
<hr/>				
Number of new users (State Library and the State Archives)				
5,488	5,634	5,547	Yes	This output measure tracks the number of new users annually of the State Archives and of the research collection in the State Library. It is used as part of the outcome measure on increase in usage of research collections.

Output Measures

Performance		1997-98 Standard	Met Standard?	Comments
1996-97	1997-98			
Number of reference requests handled (State Library and the State Archives)				These measures describe the level of service provided by program staff in the State Library and the State Archives.
Number of items used on site (State Library)				They are appropriate indicators of program performance but currently have data reliability problems and should not be used to assess performance.*
Number of database searches conducted (State Library and the State Archives)				
Number of items loaned (State Library)				
<hr/>				
Cubic feet of obsolete records approved for disposal				
396,482	589,362	450,000	Yes	The Records Management program exceeded the standard of records approved for disposal by 31% (49% above the previous year) by providing increased records management training for agencies such as FDLE, which may have stimulated the increase in disposal.
<hr/>				
Cubic feet of non-current records stored at the Records Center				
208,680	228,074	200,000	Yes	Program staff indicated that records, which were eligible for disposal, were retained longer due to the litigation between the State of Florida and the tobacco industry. The Records Storage Center stored 14% more records above its standard.
<hr/>				

Output Measures

Performance		1997-98 Standard	Met Standard?	Comments
1996-97	1997-98			
Number of microfilm images created, processed and duplicated at the Records Center				
240,909,572	153,852,656	200,170,000	No	The use of computer output microfilm has been reduced in agencies due to technological advances. On-line access to databases has replaced the need for microfiche use in regional offices in addition to the use of compact disks. Program management are monitoring this trend and intend to review demand for its effect on this measure and on the operation. This measure provides tangible information for management on maintaining the service.

Source: DOS Legislative Budget Request and OPPAGA analysis

* Various data reliability problems were found. According to program staff, the local public libraries do not use the same methods for counting and compiling their reporting statistics. Also, these figures are not adjusted for annual population increases, which have totaled 20% over the past decade. The program needs to modify the data collection methods relating to the usage of research collections because some data collection procedures were not feasible, accurate and consistent. These types of problems resulted in inaccurate baselines and standards. Data collection for the cost avoidance measure is not feasible. We have omitted performance data for invalid or unreliable measures.

Appendix B

OPPAGA Recommendations for the Library, Archives, and Information Program's Fiscal Year 1999-2000 Measures

Outcome Measures, Fiscal Year 1999-2000

Measures Proposed by Agency	Proposed Standards	OPPAGA Recommendations/Comments
Annual increase in use of local public library service	2%	<p>We recommend modification or deletion of this measure. This measure is intended to evaluate program efforts to administer state and federal grants and to provide statewide library development services. However, it refers to the services provided by and the performance of the public libraries, which the program does not have statutory authority to administer. Program managers stated that the program is statutorily unable to apply performance measures and standards upon the local public libraries beyond what is listed in statute and thus, cannot affect the results of the GAA output and outcome measures. This measure needs to be modified or replaced by adding a measure of program efforts in the development of local public libraries. (See OPPAGA recommendations for additional measures below.)</p> <p>The measure has data reliability problems that cause inaccurate results. For example, the calculation method is not on a per capita basis, but the state's population has grown almost 20% in the past decade. According to program staff, the local public libraries also have different data collection and reporting methods.</p>
Annual increase in accessibility by library patrons to materials not owned by their local public library	4%	<p>We recommend deletion of this measure. This measure is intended to report the effectiveness of the Florida Library Information Network (FLIN) Interlibrary Loan System and relates to the work of the Bureau of Library Development and the Bureau of Library and Network Services.</p> <p>This outcome measure does not measure the effectiveness or the benefit to the public of the Interlibrary Loan system because it does not evaluate accessibility based on whether library patrons actually receive the loans that they request. The measure reports only the 'potential' or estimated increase of</p>

Outcome Measures, Fiscal Year 1999-2000

Measures Proposed by Agency	Proposed Standards	OPPAGA Recommendations/Comments
Annual increase in usage of research collections	6%	<p>accessibility implied by the increased amount of materials listed in the on-line database. Instead, accessibility should be determined by comparing the amount of information that is actually received by the public against the amount of information requested. This measure needs to be replaced by a measure of the accessibility to information provided by the Interlibrary Loan system. (See below.)</p> <p>We recommend modification of this measure to more clearly indicate performance in the functional areas and to improve the reliability of the data.</p> <p>This measure is intended to evaluate the performance of the Bureau of Library and Network Services and the Bureau of Archives and Records Management, which support the research needs of the public and state employees.</p> <p>Usage of library research collections does not necessarily show the quality of services provided. This measure should be complemented with a measure of customer satisfaction of research library services as proposed by the department. The baseline and standards need to be revised along with improved data collection methods.</p>
Annual cost-avoidance achieved by government agencies through records storage/disposition/micrographics	\$58,000,000	<p>We recommend deletion of this measure. This measure's purpose is to identify the cost avoidance realized by government agencies through disposing of obsolete records, storing non-current records in the state warehouse, and using micrographic copies of data instead of paper.</p> <p>The program estimated \$58,000,000 by using a method from a records management reference book without verification by agencies holding the records. However, there is no reliable data for this measure. Reliable data would involve all government agencies submitting forms requesting obsolete record disposal and describing the amounts of cost avoidance experienced, and identifying the cost avoidance from storing records in the state warehouse and using the micrographics services.</p>

Outcome Measures, Fiscal Year 1999-2000

Measures Proposed by Agency	Proposed Standards	OPPAGA Recommendations/Comments
Customer satisfaction with relevancy of research response (State Library and the State Archives)	Available in September 1999	<p>We recommend adoption of these measures. These measures, baselines, and standards are being developed for Fiscal Year 1999-00. Data for the measures will be derived from customer satisfaction surveys of customers of the State Library, State Archives, and the Records Center. All questions on the surveys link to PB² requirements or the Service Quality Evaluative model (SERVQUAL) or both. Methodology and evaluation instruments were developed by consultants from the FSU School of Information Studies, who recommended a survey approach using a sampling methodology. Service points for the survey will include in-person, telephone, mail, e-mail, and fax. Customers receiving service via any of these means will be surveyed.</p>
Customer satisfaction with timeliness of research response (State Library and the State Archives)		
Customer satisfaction with Records Management Technical Assistance		
Customer satisfaction with Records Management Training		

Output Measures, Fiscal Year 1999-2000

Measures Proposed by Agency	Proposed Standards	OPPAGA Recommendations/Comments
Number of items loaned by public libraries	69,961,992	<p>We recommend modifications to these measures. These six output measures are intended to provide information on the increase in use and benefit of local libraries to their communities in relation to the state and federal grants and to the services provided by the Library Development Bureau.</p> <p>The data for these output measures is collected and reported by the local public libraries. According to program staff, the libraries do not use the same methods for counting and compiling their reporting statistics and their methods have changed considerably over the past few years due to improvements and to increased funding for computer technology. Also, these figures are not adjusted for annual population increases. These measures should be altered to include population figures and the numbers should be reported as 'per capita.' This would take into account Florida's population growth and provide a comparison to other states.</p> <p>The program cannot verify the reported results from the public libraries. Therefore, the program needs to explore the feasibility of establishing quality control methods to ensure the accuracy and reliability of the results. This would also involve all public libraries</p>
Number of library customer visits	49,513,960	
Number of public library reference requests	25,142,042	
Number of public library registered borrowers	7,066,610	
Number of persons attending public library programs	3,087,030	

Output Measures, Fiscal Year 1999-2000

Measures Proposed by Agency	Proposed Standards	OPPAGA Recommendations/Comments
Number of volumes in public library collections	24,748,033	
Number of records added to the statewide library holdings database annually	1,826,191	We recommend adoption of this measure. However, based on historical performance, we suggest adjusting the standard downward.
Number of interlibrary loan requests filled by Florida libraries	0	We recommend deletion of this measure. The program has requested permission to discard this measure.
Number of new users (State Library and the State Archives)	5,977	We recommend modification of this measure. To be an accurate resource indicator, this measure needs to be supported with additional data on the number of current users. New user data does not provide a complete description of user demand. It may be helpful to include the 'percentage increase' to current customer base to clarify resource usage.
Number of reference requests handled (State Library and the State Archives)	117,847	We recommend modification of this measure. The program needs to complete its development of data collection methods. The program experienced difficulty in developing feasible data collection methods to identify accurate baselines, standards, and to perform the actual performance data counting. The department inspector general is working with the program to redesign the collection methods to provide accurate and informative results. Also, the decrease in request for reference service may have been partially caused by increased patron use of databases for reference searches.
Number of items used on site (State Library)	39,822	We recommend deletion of this measure. This measure should be discarded because accurate data collection methods do not appear feasible.
Number of database searches conducted (State Library and the State Archives)	789,807	We recommend modification of this measure. The program needs to complete its development of accurate, feasible data collection methods and set the baselines and standards appropriately.
Number of items loaned (State Library)	81,286	We recommend modification of this measure. The program needs to complete its development of accurate, feasible data collection methods.

Output Measures, Fiscal Year 1999-2000

Measures Proposed by Agency	Proposed Standards	OPPAGA Recommendations/Comments
Cubic feet of obsolete records approved for disposal	510,000	We recommend adoption of this measure.
Cubic feet of non-current records stored at the Records Center	220,000	We recommend adoption of this measure.
Number of microfilm images created, processed and duplicated at the Records Center	160,000,000	We recommend adoption of this measure. However, based on historical performance, we suggest adjusting the standard downward.

OPPAGA Recommendations for Additional Measures, Fiscal Year 1999-2000

Measures	Comments
<i>Outcome Measures</i>	
Customer satisfaction survey of library consulting, training, and publications provided by Library Development Bureau	This measure would indicate the benefit of the services provided to the local public libraries.
Percentage of Interlibrary Loan requests filled	This measure would indicate the benefit of the Interlibrary Loan system by measuring the percentage that patrons actually receive the information that they request.
Customer satisfaction survey of Records Warehouse services	This measure would indicate customer satisfaction with the quality and level of service provided by the Records Warehouse.
Percentage State Records Warehouse below cost of local private warehouse	This measure would indicate the percentage that the state warehouse is below the cost of a private warehouse providing the same level of service.

OPPAGA Recommendations for Additional Measures, Fiscal Year 1999-2000

Measures	Comments
<i>Output Measures: additions to provide information on local public libraries</i>	
State funds percentage of local public libraries total operating expenditures/ total operating income/National average of other states fund percentage	This measure would indicate the percentage of local public library operating expenditures provided by state grants and compare it to the state funding provided by other states.
Total local public libraries circulation per capita/ National average of circulation per capita	This measure would comment upon the satisfaction of library patrons with the library collection and compare it to other states.
Regular local public libraries' borrowers as percentage of state population	This measure would indicate the percentage of the state population using the local public libraries.
Local public libraries total operating income per capita/ National average per capita	This measure would indicate the amount of local public library operating funds per person statewide and compare it to other states.
Local public libraries operating expenditures per capita/ National average per capita	This measure would indicate the amount that local public libraries spend per person statewide and compare it to other states.
Local public libraries total collection per capita/ National average per capita	This measure would indicate the number of books, serials, audio/video and other holdings in the local public libraries per person statewide and compare it to other states.
Percentage of grants provided to public libraries used for collection development	This measure would provide data on the amount of investment going to library holdings which directly impacts the local communities.
<i>Output Measures: additions to provide information on Library Development activities</i>	
Number of requests from public libraries for consultant and technical assistance contacts to improve public library service; and percentage of requests filled	This measure would indicate the use of resources in the Library Development Bureau and the effectiveness of current staffing.

OPPAGA Recommendations for Additional Measures, Fiscal Year 1999-2000

Measures	Comments
Number of requests from public libraries and others for workshops and continuing education opportunities to improve library services; and percentage of requests filled	This measure would indicate the use of resources in the Library Development Bureau and the effectiveness of current staffing.
Number of publications and communications	This measure would indicate the use of resources in the Library Development Bureau.
Number of attendees at workshops and continuing education opportunities	This measure would indicate the use of resources in the Library Development Bureau and the level of interest of customers.
<i>Output Measures: additions to provide information on Library and Network Services activities</i>	
Percentage of growth of State Library holdings	This measure would indicate funding application.
<i>Output Measures: addition to provide information on Archives activities</i>	
Percent of growth of archival records	This measure would indicate funding application.

Source: DOS Legislative Budget Request and OPPAGA analysis

THIS PAGE INTENTIONALLY LEFT BLANK

Appendix C

Response From the Department of State

DIVISIONS OF FLORIDA DEPARTMENT OF STATE

Office of the Secretary
Office of International Relations
Division of Elections
Division of Corporations
Division of Cultural Affairs
Division of Historical Resources
Division of Library and Information Services
Division of Licensing
Division of Administrative Services



MEMBER OF THE FLORIDA CABINET

State Board of Education
Trustees of the Internal Improvement Trust Fund
Administration Commission
Florida Land and Water Adjudicatory Commission
Siting Board
Division of Bond Finance
Department of Revenue
Department of Law Enforcement
Department of Highway Safety and Motor Vehicles
Department of Veterans' Affairs

FLORIDA DEPARTMENT OF STATE

Katherine Harris
Secretary of State

February 25, 1999

Mr. John Turcotte
Director
Office of Program Policy Analysis
and Government Accountability
312 Pepper Building
111 West Madison Street
Tallahassee, Florida 32399-1300

Dear Mr. Turcotte:

Thank you for the opportunity to review and comment on the OPPAGA Performance Report on the Library, Archives, and Information Program.

Attached is a response provided by the Library, Archives, and Information Program to the OPPAGA report.

As Florida's newly elected Secretary of State, please know that the Department is committed to accountability and performance assessment for all of its programs. I required accountability while serving in the Senate, and I will demand it from my department. We look forward to working with the Governor, House, Senate and OPPAGA in improving the Library, Archives, and Information Program's performance measures.

Sincerely,

Katherine Harris
Secretary of State

fl

Attachment

The Capitol · Tallahassee, Florida 32399-0250 · (850) 414-5500

<http://www.dos.state.fl.us>

LIBRARY, ARCHIVES, AND INFORMATION PROGRAM

I. OVERALL COMMENTS

The Division of Library and Information Services has reviewed the OPPAGA PB² Performance Report on the Library, Archives, and Information Program. The report cites problems with Program performance measures as far as comprehensiveness, validity, reliability, and reporting. In order to place these cited problems in context it is necessary to briefly review the Division's participation in the PB² program.

In FY 1995-96, the Department of State's Library, Archives, and Information Program was the first unit in the Department to participate in PB² and enthusiastically joined other early participants such as the Departments of Revenue and Management Services. It was selected because it gave all interested parties an opportunity to apply the PB² concept to a program that is highly complex and based on professional principles and practices. **It is important to note that certain functions of government cannot be quantified; however, the Program is actively searching for new means of evaluation and measurement.**

The FY 1995-96 instructions for participating in the PB² program produced by the Governor's Office of Planning and Budgeting (OPB) and approved by the House and Senate with input from OPPAGA, required the Division to compress performance into as few programs and measures as possible. Three-to-four measures were the maximum a program could use; ONE was the ideal.

The four outcome measures derived for the single Program were the result of an intensive year-long process of study by the Division's staff with the assistance of the FSU Center for Public Management. Approval of the Program and four outcome measures were negotiated with the Governor's OPB and staff of the House and Senate. OPPAGA and GAP staff also participated and contributed during the process. Data gathering and baseline validation was accomplished in FY 1996-97, and data were first reported for FY 1997-98.

During the 1998 legislative session, four customer satisfaction measures were added by the Legislature doubling the number of measures. The Department's Inspector General (IG) published an assessment of the validity and reliability of the Program's performance data in August 1998, and this report was the basis for the Division requesting adjustments to Program performance standards and data collection methodology. These revisions were approved by the Governor's OPB on September 4, 1998.

II. COMMENTS ON OPPAGA FINDINGS

Page 1, Summary, Paragraph 4: *"The Program also needs to improve the reliability of its data."*

Program Response: The Program has improved the reliability of its data by adjusting standards to be more realistic and improving the consistency of methods of data collection as recommended by the Department's IG and approved by the Governor's OPB.

PB² Performance Report

Page 2, Performance, Paragraph 1: *"The Program's Fiscal Year 1997-98 PB² performance measures do not provide a comprehensive assessment of the impact of this program."*

Program Response: As already stated, the PB² parameters required the Program to compress and condense performance measures toward an ideal of ONE measure for the Program. Even with four outcome measures, a comprehensive assessment of Program is not possible.

Page 3, Performance, remainder of Paragraph 1: *"...problems have been identified with reliability of the current data that prevent their use even for informational purposes. For example, according to staff, the libraries do not use the same methods for counting and compiling..(data)... Also, these figures are not adjusted for annual population increases, which have totaled over 20% over the past decade."*

Program Response: The program has no statutory authority to mandate public libraries to collect data in the same manner. However, through training and technical advice to public libraries, the Program attempts to ensure the highest level of reliability possible.

Pages 3 & 4, Rating of Program Accountability: See report for OPPAGA comments.

Program Response: The Program has made a good-faith effort in complying with the PB² process and the parameters it imposes. All performance measures have been negotiated with and approved by the Governor, the House of Representatives, and the Senate. Throughout that process, OPPAGA has been an active participant and contributor.

III. COMMENTS ON APPENDIX A

There are many areas where the Program agrees with the OPPAGA report relative to outcome and output measures. If replacement of any of these outcome or output measures would be beneficial, the Program will begin studying the development of a new measure, working with the staff of the Governor's Office, House, Senate, and OPPAGA. Comment is made below only on those findings about which the Program has additional information or disagreement.

OUTCOME MEASURES

Page 5, *"Annual increase in usage of research collections."* OPPAGA indicates *"this measure cannot be used due to problems with data reliability and collection"*.

Program Response: Problems with data reliability were addressed. The Program recommended the modification of one of the five output measures used to provide data for this measure and the recommendation is in the Department's Legislative Budget Request for FY 1999-2000.

Page 6, *"Annual cost avoidance achieved by government agencies through records storage/disposition/micrographics."* OPPAGA indicates measure *"cannot be used as it is not a valid indicator of performance."*

Program Response: This is an easily understood measure by the public and decision makers. The primary purpose of records management is to reduce cost. The formula used to arrive at the measure is derived from a records management textbook. In fact, the Program's formula is more detailed than the one published and takes into account more specific factors.

OUTPUT MEASURES

Page 6, OPPAGA lists six output measures describing the activities of local public libraries. OPPAGA indicates while they are appropriate indicators of community usage of libraries, there are reliability and validity problems.

Program Response: The six output measures are nationally reported measures and have been used for decades in reporting public library use. Reliability and validity have already been addressed.

Page 7, "*Number of items used on site (State Library).*" OPPAGA reports reliability problems.

Program Response: As a result of the Department's IG's Report on validity and reliability, a new methodology was recommended and adopted for data gathering during FY 1998-99. If this proves unsuccessful, the Program will request its deletion.

IV. COMMENTS ON APPENDIX B

There are many areas where the Program agrees with the OPPAGA report relative to outcome and output measures. If replacement of any of the outcome or output measures would be beneficial, the Program will begin studying the development of a new measure, working with staff of the Governor's Office, House Senate, and OPPAGA. Comment is made below only on those findings about which the Program has additional information or disagreement.

OUTCOME MEASURES

Page 10, "*Annual increase in usage of research collections.*" OPPAGA recommends modification to more clearly indicate performance in the functional areas and to improve reliability. OPPAGA recommends measure be complimented with measure of customer satisfaction.

Program Response: Modifications were made and approved by the Governor's Office for FY 1999-2000. Further, the Legislature added a measure of customer satisfaction in this area.

Page 11, "*Annual cost avoidance achieved by government agencies through records storage/disposition/micrographics.*" OPPAGA recommends deletion of measure.

Program Response: The current measure is reflective of the whole records management service. It is one of the most easily understood by the public and by decision makers. The formula is based on a textbook formula which has been modified by the Program to provide more detail. The Program believes that having local and state agencies report describing the amounts of cost avoidance experienced as recommended would considerably add to the reporting burden of government and add unnecessarily to the workload of the Program.

PB² Performance Report

OUTPUT MEASURES

Page 13, "*Number of items used on site (State Library).*" OPPAGA recommends deletion.

Program Response: If data collection adjustments are not more reliable during FY 1998-99, the Program will recommend it for deletion.

Page 14, "*Number of microfilm images created, processed and duplicated at the Records Center.*" OPPAGA recommends adoption of this measure with some adjustment in the standard downward.

Program Response: The FY 1998-99 standard was corrected based on the previous year's actual figures.

V. OPPAGA RECOMMENDATIONS FOR ADDITIONAL MEASURES, FISCAL YEAR 1999-2000

The Program will review proposed additional measures suggested in the OPPAGA report. If it is beneficial to have any additional outcome or output measures, the Program will begin studying the development of new measures working with staff of the Governor's Office, House, Senate, and OPPAGA. Comment is made below only on those recommendations about which the Program has additional information and suggestions.

OUTCOME MEASURES

Page 15, OPPAGA recommends the addition of "*Customer satisfaction survey of library consulting, training, and publications provided by the Library Development Bureau.*"

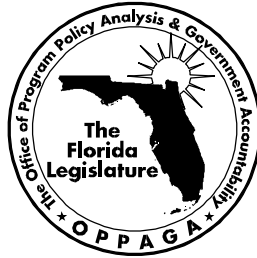
Program Response: The Bureau has already instituted customer surveys to determine the impact of consulting and related services. If it is beneficial to have an additional outcome measure, the Program will begin studying the development of new measures working with staff of the Governor's Office, House, Senate, and OPPAGA.

Page 15, OPPAGA recommends the addition of "*Customer satisfaction survey of Records Warehouse Services.*"

Program Response: This measure can be incorporated in the current approved customer satisfaction measure with records management services survey.

The Florida Legislature

Office of Program Policy Analysis and Government Accountability



Visit *The Florida Monitor*, OPPAGA's online service. This site monitors the performance and accountability of Florida government by making OPPAGA's four primary products available online.

- OPPAGA publications and contracted reviews, such as policy analyses and performance reviews, assess the efficiency and effectiveness of state policies and programs and recommend improvements for Florida government.
- Performance-based program budgeting (PB²) reports and information offer a variety of tools. Program evaluation and justification reviews assess state programs operating under performance-based program budgeting. Also offered are performance measures information and our assessments of measures.
- Florida Government Accountability Report (FGAR) is an Internet encyclopedia of Florida state government. FGAR offers concise information about state programs, policy issues, and performance. Check out the ratings of the accountability systems of 13 state programs.
- Best Financial Management Practice Reviews for Florida school districts. OPPAGA and the Auditor General jointly conduct reviews to determine if a school district is using best financial management practices to help school districts meet the challenge of educating their students in a cost-efficient manner.

OPPAGA provides objective, independent, professional analyses of state policies and services to assist the Florida Legislature in decision making, to ensure government accountability, and to recommend the best use of public resources. This project was conducted in accordance with applicable evaluation standards. Copies of this report in print or alternate accessible format may be obtained by telephone (850/488-0021 or 800/531-2477), by FAX (850/487-3804), in person (Claude Pepper Building, Room 312, 111 W. Madison St.), or by mail (OPPAGA Report Production, P.O. Box 1735, Tallahassee, FL 32302).

The Florida Monitor: <http://www.oppaga.state.fl.us>

Project supervised by Debbie Gilreath (850/487-9278)

Project conducted by Brian Betters (850/487-9268)

Kara Collins-Gomez(850/487-4257)

