An analysis of the California State Department of Parks and Recreation's "Quality Management Program"

Celena Turney

Follow this and additional works at: https://scholarworks.lib.csusb.edu/etd-project

Part of the Public Administration Commons

Recommended Citation
https://scholarworks.lib.csusb.edu/etd-project/1316

This Thesis is brought to you for free and open access by the John M. Pfau Library at CSUSB ScholarWorks. It has been accepted for inclusion in Theses Digitization Project by an authorized administrator of CSUSB ScholarWorks. For more information, please contact scholarworks@csusb.edu.
AN ANALYSIS OF THE CALIFORNIA STATE DEPARTMENT OF PARKS AND RECREATION'S "QUALITY MANAGEMENT PROGRAM"

A Project
Presented to the
Faculty of
California State University,
San Bernardino

In Partial Fulfillment
of the Requirements for the Degree
Master of Public Administration

by
Celena Turney
September 1997
AN ANALYSIS OF THE CALIFORNIA STATE DEPARTMENT OF PARKS AND RECREATION'S "QUALITY MANAGEMENT PROGRAM"

A Project
Presented to the Faculty of California State University, San Bernardino

by Celena Turney
September 1997

Approved by:

Guenther Kress, Ph.D., Chair, Public Administration
Wesley McDaniels, M.P.A.
Clifford D. Young, Ph.D., Department Chair

9/19/97 Date
ABSTRACT

This research project evaluates the California State Department of Parks and Recreation's "Quality Management Program" and assesses its capability to improve allocation of resources and service delivery as well as to increase customer satisfaction. The study was conducted at Lake Perris State Recreation Area in Perris, California during the Spring and Summer of 1996. The research evaluates the progress of this program as it relates to three areas: 1) performance-based budgeting, 2) continuous process improvement tools, and 3) entrepreneurial government.

The results of this study will add to the body of information available regarding the various methods that public agencies have utilized to address bureaucratic inertia and inefficiency. It aims to make recommendations about the viability of entrepreneurial government as an alternative to the status quo, public sector deregulation, or other means of privatizing public agencies.
ACKNOWLEDGEMENTS

Many people have helped me in this study. They have provided valuable insight, information, and encouragement throughout the process of inquiry. Their contributions have given me the opportunity to begin to understand the promise as well as the limitations of this type of government reform.

My thanks go to Dr. Guenther Kress, Professor of Public Administration at California State University, San Bernardino for giving me the encouragement and theoretical foundation upon which to explore my interest in government reform.

I wish to thank Lisa Mulz, State Ranger II at Lake Perris SRA for her input without which this particular case study could not have been accomplished.

Through Ms. Mulz's contributions, I was able to interview Pete Williams, Assistant Director of Quality Management at the Sacramento Office of the State of California's Department of Parks and Recreation, to whom I am equally grateful. He provided me not only with valuable information about the "Quality Management Program" but patiently answered my many questions.

Finally, I wish to acknowledge the support that my family has given me throughout this project. Thank you Jerry, Francis, and Dayton.
# TABLE OF CONTENTS

ABSTRACT ........................................................................................................ iii

ACKNOWLEDGEMENTS .............................................................................. iv

LIST OF GRAPHS ........................................................................................ vii

LIST OF FIGURES ........................................................................................ vii

CHAPTER ONE: Presentation of the Research Question

I. Introduction .................................................................................................. 1
   Problem Statement ...................................................................................... 2
   Purpose of the Study .................................................................................. 3
   Significance of the Research Problem ....................................................... 3
   Assumptions, Limitations, and Delimitations ........................................... 4

II. Literature Review ...................................................................................... 6
   Introduction to the Literature ....................................................................... 6
   Critique of the Literature ........................................................................... 15

III. Theory, Research Questions, and Hypotheses ...................................... 18

IV. Key Concepts ........................................................................................... 20

CHAPTER TWO: California's Economy and the Department of Parks and
Recreation in the 1990s -- A Case Study

I. Background .................................................................................................. 24

II. The State of California’s Performance-Based Budgeting Pioneer Project ... 26

III. The Quality Management Program at the Unit Level: A Case Study of Lake
Perris State Recreation Area ........................................................................ 28
   Methods of Study ....................................................................................... 29

CHAPTER THREE: Analysis

I. Introduction .................................................................................................. 39

II. A Brief Assessment of the "Quality Management Program" at Lake Perris State
Recreation Area .......................................................................................... 40
III. Program-Specific Problems and Recommended Action Steps ............ 42

IV. Conclusion .................................................................................. 48

APPENDIX for Graphs and Figures ................................................ 51

BIBLIOGRAPHY ............................................................................... 65
LIST OF GRAPHS

Graph 2-1. General Fund as a Percentage of State Parks Operations Budget
State of California Department of Parks and Recreation ...................... 52

Graph 2-2. Causes of Boating Accidents from 1989-1994
at the Los Lagos District .............................................. 53

Graph 2-3. Comparison of Boating Accidents from 1989-1994 by Vessel Type
at the Los Lagos District .................................................. 54

Graph 2-4. Comparison of Boating Accidents from 1989-1994 by Age Group of Operators
at the Los Lagos District .................................................. 55

LIST OF FIGURES

Figure 2-1. Performance Measure Outline
California State Parks .................................................. 56

Figure 2-2a. State Park System Programs .................................. 57

Figure 2-2b. Summary of Measures .................................................. 57

Figure 2-3. Schematic Conceptualization -- Quality Management Program
California State Department of Parks and Recreation .......................... 58

Figure 2-4. Public Safety as a Core Program Area
Los Lagos District ................................................................... 59

Figure 2-5. Fishbone Chart -- Causes of Boating Accidents/Possible Solutions
Los Lagos District ................................................................. 60

Figure 3-1. Transition to Performance Based Budgeting
State of California, Department of Parks and Recreation ...................... 61

Figure 3-2. Questionnaire
Lake Perris Operations Task Force
at Lake Perris State Recreation Area ........................................... 62-64
CHAPTER ONE: Presentation of the Research Question

I. Introduction

Since the 1950s, government bureaucracies have grown in both size and number. Simultaneously, the public has experienced a widening gap between what it expects and needs from government programs and the services it receives. There is much discussion as to how the functions and operations of public agencies can become more efficient in their use of resources and more effective in program delivery. Options discussed to date have proposed that a radical restructuring of government is required, a reinvention of government, so to speak, or that deregulation of government at all levels must take place. Only then, it is thought, will the problems currently facing government be rectified. Other less radical options do exist and have been experimented with throughout the country. These plans emphasize performance-based budgeting to improve accountability and efficiency in program performance and delivery, the use of continuous process improvement tools (i.e., Total Quality Management [TQM]), or exploration of entrepreneurial initiatives (i.e., public/private partnerships) to enhance program offerings.

Historically, complex and inflexible methods of resource allocation have provided public administrators with little discretionary power to create alternate means of delivering essential services to the public. Traditional economic remedies such as tax increases and new bond measures have failed because of the public's perception of government as inept, inefficient, and irresponsible. Other
reform efforts have focused on cutting costs as way of bringing about a balanced budget. However, due to the severity of budget cutbacks and the immediacy of action required, little attention was afforded to maintaining the integrity of programs and services offered to the public. As a result, the public outcry has intensified and distrust of government has grown to disturbing proportions.

In today's turbulent and uncertain times, there is a willingness to explore new ways of achieving balance in governmental operations -- weighing the restraints associated with economic efficiency against the necessity of providing established program offerings. This reform effort has been led, in part, by United States President Bill Clinton and Vice-President Al Gore. It has not only created opportunities for innovative public managers to achieve dramatic change, but has also heightened the awareness that such experimentation should occur.

Problem statement -- Extended recessionary periods have caused government administrations to evaluate their operations with regard to their efficiency as well as to closely examine the effectiveness of their program offerings. An increasingly cynical public expects that government should be able to accomplish more with the dollars taxpayers currently provide.

In an effort to restore fiscal integrity to their administrations, many governments are looking to several options to reduce (or relieve) their burden. Deregulation of government, large-scale privatization, and government reengineering all have merit as possible solutions to the current dilemma which
governments now face. The challenge for public administrators today is to develop a viable method by which to meet increased demand for public services in an ever-tightening fiscal environment.

**Purpose of the Study** -- This research project will assess the capabilities of California State Department of Parks and Recreation's "Quality Management Program." The program strives to provide the means by which individual locations under the jurisdiction of the Department of Parks and Recreation (DPR) can achieve:

1) better resource allocation (in spite of the decreased availability of operating funds)

2) increased service/offerings to its visitors consistent with streamlined processes and a decentralization of decision-making authority, and

3) the formation of public/private partnerships which could potentially provide alternate funding sources or offer programs that the department can no longer offer.

An additional goal, consistent with the mission of the Department of Parks and Recreation, is that these partnerships can create an increased appreciation and understanding of their program offerings, be they services or the continued opportunity for the public to enjoy California’s diverse natural resources.

**Significance of the Research Problem** -- In some cases, government officials have slashed budgets without full consideration of the consequences. Newly created budget documents have reduced expenditures and limited services
in order to bring deficits under control. However, a good number of these budgetary decisions have had the unintended effect of increasing the need for public support and program offerings in other areas.

The enduring fiscal crisis coupled with government's inability to resolve some of society's gravest problems without significant measures of success, has left many without confidence in the entire system. However, many governmental entities are seeking alternate means by which a balance between these competing needs can be achieved. The California State Department of Parks and Recreation's "Quality Management Program" provides an apt example because it addresses these concerns. It attempts to resolve them with a multi-faceted approach to change designed not only to promote the efficient allocation of resources but to do so in accordance with customer needs and wants while simultaneously inviting community support.

Assumptions, Limitations, and Delimitations -- The California State Department of Parks and Recreation is just one of four departments currently participating in the Performance-Based Budget Pioneer Project (California State Department of Parks and Recreation 1995; Veliquette, personal communication). For purposes of simplification and manageability, this research assesses a single site within the DPR: Los Lagos District/Lake Perris State Recreation Area.

This site was chosen for evaluation for two reasons. The first being because District Supervisor, Dave Vincent, had received extensive training in the utilization of continuous process improvement tools such as Total Quality
Management. Additionally, Mr. Vincent's willingness to experiment with this method of government reform provides an excellent opportunity to observe and analyze the implementation of abstract theory as it is applied to the field.

Second, Lake Perris was chosen as a site because it is located in Riverside County, an area which is simultaneously facing rapid population growth, increased demand for public services, and decreased revenue allocations from local and intergovernmental agencies. The lake also serves as an excellent site for evaluation because of problems regarding its negative image. Heavy use of the lake by a disparate clientele has created tension among competing interests. Other complications associated with heavy use are increased boating accidents, increased public drunkenness, and a steady erosion of natural resources. Declining budget allocations have reduced the staff's ability to provide sufficient personnel to patrol the lake, to keep the lake clean, and to reduce the amount of inappropriate conduct at a public site.

Lake Perris offers a wide variety of opportunities to experience outdoor recreation and, as illustrated above, has a multiplicity of significant problems to address as well. There can be many ways to evaluate this site in terms of experimentation with government reform. At the beginning stages of implementing dramatic organizational change, it is recommended by practitioners of government reform that a single process or program is targeted (Cohen and Brand 1993).

The management of Lake Perris State Recreation Area determined that
boating safety was the program area most in need of significant change. As a result, a quality focus team (process-improvement team) called The Lake Perris Operations Task Force was formed in October 1994. This research evaluates the activities and accomplishments of this particular team since its inception. By choosing to observe this specific team, it is not the intent of the researcher to imply that no other reform efforts are currently underway.

II. Literature Review

Introduction to the Literature -- Much literature has been published which documents the ways that governmental agencies have attempted reform. The reform movement surrounding this dramatic upheaval of government structure and function gained wide acceptance by public administrators in 1993 when the report of National Performance Review was presented. The report, entitled Creating a Government that Works Better and Costs Less (1993) was authored by Vice President Al Gore and pressed for radical changes in government structure. Ultimately, bureaucratic red-tape would be reduced (along with the expense associated with it), workers would be empowered to make decisions that improve the service they offer to customers, and government agencies would be reorganized to operate by process rather than by function (Gore 1993).

Our goal is to make the entire federal government both less expensive and more efficient, and to change the culture of our national bureaucracy away from complacency and entitlement toward initiative and empowerment. We intend to redesign, to reinvent, to reinvigorate the entire national government.

(President Bill Clinton, March 3, 1993)
The literature offers many examples of governments that have experimented with some aspect of restructuring. Popular methods utilized to achieve this objective have included budget reform, the application of Total Quality Management principles and the development of "entrepreneurial government" dedicated to discovering and maximizing the benefits to be gained by establishing public/private partnerships.

Budget Reform -- Budgeting reflects governmental goals and obligations; it is the center of all governmental activity. "It is a decision-making system for allocating funds and tapping resources in order to achieve governmental priorities and objectives efficiently, economically, and effectively" (Axelrod 1995). As such, budgets are entrusted with addressing the following major functions: resource allocation, revenue generation, fiscal policy, government accountability, expenditure control, fund transfer, planning to achieve social and economic goals, and management oversight at the agency or departmental level to ensure that government's greater goals and objectives are being met (Axelrod 1995).

A review of the most recent literature on budget reform suggests a focus on two issues: 1) decentralized budgetary control (Ikerd 1994; Cothran 1993) and 2) the introduction of financial incentives as program efficiency and effectiveness increase (Axelrod 1995; Cothran 1993). This method relies heavily upon the assumption that productivity will increase overall when program managers are given increased control of expenditures as well as greater accountability for the results of their decisions. Essential components of this method include:
1) Central control of spending goals. The total amount of spending for each government unit is set at the highest decision-making level. This aspect of budget reform frees the department director from his current "micro-management" responsibilities and allows him to concentrate on the broader duties and policy functions of his position (Cothran 1993).

2) Decentralization of means. Once overall spending levels are set, program managers are then permitted considerable discretion in resource allocation (Ikerd 1994). Funds can be transferred easily among line items, provided that total cost does not exceed the program's spending limit. To illustrate, the British government passed its "financial management initiatives" in 1982 to facilitate the "budgeting for results" methodology at the national level. In 1988, the Treasury department set total departmental spending limits on administrative costs. This allowed individual departments to decide on the appropriate mix of personnel and equipment, thereby maximizing departmental resource allocation (Cothran 1993).

3) Accountability for Results. In return for greater freedom at the implementation level, program managers are expected to improve performance efficiency and effectiveness (Axelrod 1995; Ikerd 1994; Cothran 1993).

In Britain, budgetary reform occurred as a result of the Financial Management Initiative. Departments were divided into cost centers where managers then developed clear objectives for each center. Outputs were measured in relation to inputs to determine if actual productivity met projected levels.
Although productivity increased and cost-consciousness rose, the ultimate result of this reform was a dramatic reduction in the number of public service employees (Mascarenhas 1993).

Like the British, the Australians granted more autonomy to their senior public servants in a recent budget reform package. Increased autonomy allowed managers to maximize resource allocation, but greater accountability for results was also expected. Outcome or performance measures were periodically evaluated to determine the extent to which they met public policy expectations. This reform encouraged decentralized management; a dramatic move away from the top-down, externally-imposed managerial techniques previously in use (Mascarenhas 1993).

In New Zealand, a "new public management" philosophy is currently under experimentation. This philosophy resembles the reforms the Australian government has attempted. It differs, however, in that it offers rewards or exacts penalties according to how actual performance levels measure up to expectations (Mascarenhas 1993).

Catawba County in North Carolina also redesigned its budget system. As with most performance-based budgets, decisions regarding resource allocation were decentralized. Evaluation of cost relative to output were continually assessed. Departments were given maximum flexibility to make changes as needed, including reassignment of personnel within allocated fund levels. The unique aspect of this budget reform is that any savings incurred as a result of effective and efficient allocation of resources could be "invested" into the
department for future use (Ikerd 1994).

This method has the potential to eliminate the unnecessary complexity of operations management and excessive financial control by reducing much of the bureaucratic "red-tape." Clearly, "[t]he goal of budget reform is to motivate managers to behave more in harmony with the purposes of the overall organization and to lessen the 'suboptimization' that often characterizes public programs" (Cothran 1993). It is seen as being an appropriate method of budgetary control for public administrators because of the enormity of the bureaucratic structure, the diversity of policies to be implemented, and the wide spectrum of people they serve.

**Total Quality Management (TQM) or Continuous Process Improvement Tools** -- A review of the literature on Total Quality Management (TQM) indicates that it has primarily been identified with private enterprise and has only recently been applied to public sector agencies. During the late 1970s and early 1980s, a poorly performing American economy netted significant reductions in productivity. The search for an improvement to the situation led to the belief that the root of this decline lay with poor managerial techniques. It was felt that the business enterprise, in its quest to improve the bottom line, had cast aside its commitment to the customer and its obligation to provide a quality product or service (Cohen and Brand 1993). The reforms inherent within the Total Quality Management philosophy indicated a return to the notion that enterprise, be it public or private, was obligated to serve their customers as well as to provide them with quality
products and services.

The movement toward excellence in quality had thus begun in America, building upon the basic philosophies that W. Edwards Deming had initiated in Japan several decades earlier. Total Quality Management, one of the more common managerial philosophies in use today, aims to provide a means by which the organization can return its focus to the customer (Cohen and Brand 1993).

In today's environment of change, public agencies like their private counterparts, realize that they must deliver quality services to their customers. For the public agency, however, the bottom line is not greater profits but rather increased efficiency in the allocation of scarce resources. It becomes necessary then, for public managers to experiment with new managerial philosophies to achieve this end. Total Quality Management is one such philosophy.

Total Quality Management is facilitated by a bottom-up managerial approach. Workers at every level of the work process are involved, especially those at the front-line who interface with external customers on a regular basis. Consultants are used to inform workers about the process and to provide initial momentum but as time progresses, more reliance is placed upon in-house workers (Cohen and Brand 1993).

A trademark quality of TQM is that of continuous improvement brought about through the coordinated effort of worker-teams. Communication, support from co-workers and managers alike, and the ability of team workers to implement improvement suggestions add to TQM's effectiveness. Analytical tools
such as fishbone diagrams (which visualize the causes and effects of problems), pareto charts (which illustrate the relative importance of specific problems), flow charts (which describe the steps involved in performing tasks and producing products), and run charts (which track progress over time) are also significant aspects of TQM (Cohen and Brand 1993). They provide a strong statistical basis upon which recommendations for change can be made.

In 1992, the city of New York’s Department of Parks and Recreation initiated several quality improvement programs. Each of them focused on improving service delivery by empowering front-line workers to implement change. To ensure a successful TQM effort, small projects were selected. The forestry tree removal program was evaluated, and several dramatic changes in process and procedure were made. The team’s efforts not only reduced the time it took to cut down trees but reduced the number of workers needed to accomplish the work as well. In another example, the city’s established timekeeping procedures were examined. They were found to be both time-consuming and prone to error. After quality improvement efforts were initiated, a new system was put in place that satisfied everyone that took part in the process. Streamlined processes increased worker productivity and morale besides saving the department almost $100,000 per year (National Academy of Public Administration 1994).

Total Quality Management methodology emphasizes customer needs analysis as an important component in goal setting. A Mid-Atlantic motor vehicle department differs markedly from others across the nation in that it
accommodates customer need efficiently and effectively. One license renewal facility is centrally located at a major shopping mall; its office is clean, the service is friendly, fast, and convenient. By using customer surveys, the process improvement team was able to streamline the application process by capturing the information once, eliminating processing errors, and satisfying customer need (Cohen and Brand 1993).

"Entrepreneurial Government" -- Public/Private Partnerships -- An entrepreneurial government is mission-oriented by nature. By tapping the talents of its managerial staff, these organizations look to discover and define the unfulfilled needs of their customers and to search for opportunities to address them within the context of the organization. Governments utilizing this approach encourage innovation and leadership in their staff. Innovation depicts the ability to "create new institutional forms to pursue their vision of the future or to create interorganizational arrangements to produce new goods and services" (Schneider et al. 1995). Leadership connotes the ability to inspire employees by instilling in them a sense of mission, ultimately resulting in higher levels of performance. The ability of entrepreneurial governments to build coalitions or to forge new relationships between private and public sector organizations is another important feature (Perlmutter and Cnaan 1995).

These partnerships can be an effective way in which governmental agencies can continue to offer vital public services at their facilities despite the lack of public funds (California State Department of Parks and Recreation 1995;
Private organizations also benefit from these associations by creating goodwill within the community. It is also an opportunity for private enterprise to voluntarily fulfill their educational responsibilities to the public.

An excellent illustration of this type of short-term partnership was recently demonstrated when Yamaha, Inc. provided a series of free public safety workshops regarding the proper use of their Waverunners at National Parks and State Recreation Areas throughout the United States (CNN 1997).

An entrepreneurial government also recognizes the value of recycling or adapting innovative projects and policies that have been implemented in other settings (Teske and Schneider 1994).

[Entrepreneurial governments] find alternative delivery systems with partners; empower citizens by pushing control into the community and strongly focus on creating virtual governments.

(Entrepreneurial Government Workshops 1995)

Despite severe cutbacks in funding from government sources, the city of Philadelphia’s Department of Recreation continues to offer a plethora of community services. Acting in an entrepreneurial capacity, Michael DiBerardinis, commissioner of recreation, created and instituted a strategic plan that would retain government control and operations of public facilities yet would seek additional funding through the financial support of local businesses and community members. Central to the success of the commissioner’s program and
its anticipated continuation is the notion that local businesses and community members would make a significant commitment to revitalizing the city's offerings both financially, as a "community investment," and philosophically. This approach is unique in that unlike the "contracting out" of services that occurs so often in financially-strapped municipalities throughout the nation, the city of Philadelphia would maintain control of, accountability and responsibility for the department's operations. (Perlmutter and Cnaan 1995).

The Lincoln Park Zoo in Illinois provides an interesting example of a public/private partnership. Although the zoo has been privatized, public funds from the city will continue to provide a significant amount of funds for the zoo's operational use. The privatization agreement between the city and the non-profit Zoological Society is unique in that an explicit obligation to serve the public became an important part of the contract. Although the Zoological Society has the freedom to raise funds from private sources, it must continue to provide free admission to the zoo for 30 years, the duration of the contract. In this way, the public interest is honored and secured; the bottom line cannot alter the zoo's public obligation or relationship to its public (Redfield 1995).

Critique of the Literature -- As the examples in the literature review successfully illustrate, governments have done much to experiment with ways to ease their financial burden. The efforts include budgetary reform, the use of Total Quality Management, and/or the cultivation of public/private partnerships. Independently, each of these methods has much to offer. Yet, potential for misuse
of funds, wildly excessive expenditure reductions, or abuse of public trust can still occur.

The bottom-line approach can have little lasting benefit if operating procedures are not streamlined and public participation is not encouraged or invited. Conversely, public/private collaboration will not endure if quality management tools and budgetary reforms are not implemented. Civic participation and community involvement through the formation of joint partnerships alone cannot meet their full potential for change without fiscal responsibility. The 1990s has seen much innovation and experimentation in order to resolve these shortcomings.

Managing-for-results is such an example. Utilizing a results-based approach to management, it links a strategic plan that fully integrates the agency's mission statement into the planning document with accountability for results. Like the reform efforts mentioned above, it aims to maximize the efficient and effective delivery of services. Furthermore, it is highly compatible with the objectives of Total Quality Management. Often the two reforms are paired together (Miller and Kress, unpublished 1996).

In Texas, "Strategic Budgeting" reflects a systems approach to planning, budgeting, and performance management. This information-driven approach to decision-making links each agency's mission and strategic plans to the budget process. Agencies must also prepare detailed action plans which are maintained, monitored, and evaluated for their ability to satisfy previously identified
performance targets in the strategic planning process. To facilitate performance outcomes measurement, there are roughly 10,000 externally reported performance measures. Only recently have efforts been made to integrate customer satisfaction measures into the outcome measure category. Additionally, the Texas Legislature has recently required the development of a process by which to link taxpayer investments to agency performance (Merjanian 1996).

Phoenix, Arizona has been utilizing customer-focused measurements in the local budgeting process since 1985 when it instituted its biannual "community attitude survey." This random telephone survey conducted by a professional opinion research firm aims to assess the public's satisfaction with the city's major public services. Focus groups made up of citizen customers also help local government officials to measure public perception about agency services, both existing and proposed (Fairbanks 1996).

To realize additional efficiencies in many of the city's public service offerings, the City of Phoenix encourages departments to compete with private companies through a sealed bid process. The competitive process has enabled the city's departments to more efficiently and effectively allocate their resources. Results measurement is another key element within the City's innovative governmental budgeting process. Indicators which focus on customer satisfaction, cost, cycle time, and mission are developed to inform the budgeting process with regard to resource allocation. The abovementioned measurements are compared against previously determined targets for service. Any deviations are reported in
the departmental write-ups (Fairbanks 1996).

Although there are a few notable exceptions, many of the reform efforts now underway lack a commitment to integrate the community's voice into the development of public program planning and execution. Because government agencies today must operate within fiscal constraints brought about by prolonged economic stress, conservative fiscal policy prevails and there is a tendency by many governmental agencies to favor deregulation and privatization. In this environment of urgency and resource scarcity, it is often simpler to move ahead quickly without seeking input from the constituencies that public agencies are obligated to serve.

What is needed is a multi-faceted, integrated approach to governmental reform. It would highlight responsible fiscal management, honor staff involvement by empowering them to make change, and encourage community participation by inviting them to become a part of the planning, decision-making, and oversight process.

The State of California's "Quality Management Program" makes a concerted effort to join these independent reforms of government administration into a single process for governmental change and revitalization. This program has been chosen as a topic for research because of its uniqueness in this regard.

III. Theory, Research Questions, and Hypotheses

Democratic government has unique and often conflicting responsibilities. It is expected to formulate policy, to provide a wide variety of programs and
services, as well as to ensure that implementation is accomplished. Policy makers insist that their authority to act as stewards of the public will is of far greater consequence and importance than those entrusted with carrying out the programs that act upon that will. Therefore, the public administrators charged with implementing these policies are torn between two masters.

Their training as public sector professionals suggests an approach to policy implementation that often clashes with the quixotic directives of the elected representatives they serve. To ensure democratic accountability, bureaucratic red-tape has increased to crippling proportions. At the same time, the effectiveness of governmental programs and services, both perceived and actual, has reached all-time lows. An increasingly cynical and informed public demands change.

Restructuring and reinventing government has become an imperative. The new shape of government must, however, answer to the following:

How will government restructure or design itself?

How can dramatic reductions in budget expenditure be effectively balanced with increased demand for services?

How can the public's expectation of quality offerings be satisfied in an economic climate which is firmly rooted in conservative fiscal policy?

Is government obligated to act as provider of the public programs and services that come as a result of its policy-making/legislative functions? Or can the implementation of certain legislative imperatives be left to private enterprise?

To what extent can the government allocate the implementation of its
programs and services to the private sector?

The proposed research attempts to determine the capabilities of California State Department of Parks and Recreation's "Quality Management Program" as it relates to the satisfaction of the preceding questions. Three hypotheses have been developed and will be evaluated for their significance in this case study.

**H1:** The linkage of resource allocation and outcome measurement leads to increased customer satisfaction through performance-based budgeting.

**H2:** TQM leads to increased customer satisfaction through its focus on continuous process improvement.

**H3:** The formation of public/private partnerships leads to increased customer satisfaction through entrepreneurial administration.

IV. Key Concepts

**Performance-based budgeting** -- This type of budgeting method focuses on measuring governmental performance by monitoring and evaluating a series of essential data as they correspond to specific program areas. These data are classified as inputs, outputs, outcomes, and indicators.

Inputs can be defined as resources which are used during the program's implementation process. Measurement of inputs used are instrumental in determining program efficiency. Programs are evaluated based upon the use of their resources in relation to the outputs achieved. Outputs are the activities or services that a program offers. They can help to determine a program's efficiency level but without further information, say little about how effective the given
program is in achieving its intended goal. An outcome measures the marginal change that occurs as a result of allocating resources (inputs) to a given program (outputs). This measure is critical in determining program effectiveness. Indicators provide the means by which to quantify how much progress has been made toward achieving specific program objectives or strategic goals. Several indicators can be combined to provide a more accurate performance measurement for an individual program as it relates to the anticipated outcome (Bellis et al. 1996).

**Total Quality Management (TQM)** -- One of the most identifiable trademarks of the TQM process is that it requires a total agency effort towards reform; the entire agency strives to improve the quality of the products and services it offers to its customers. In the beginning stages, however, one key area is selected for evaluation and rework. Although TQM is incremental in nature, it involves a dramatic shift in organizational culture and work performance. It is characterized by empowerment, teamwork, commitment, and continual analysis of all work processes (Cohen and Brand 1993).

Total Quality Management is marked by an ongoing quest for customer satisfaction and requires continual improvement in quality. Expectations are identified as a result of frequent communication with the customer (which can be internal or external) and are achieved by reducing variations in output (qualitative not quantitative) and designing work procedures that best fit organizational need.

The key to successful implementation of TQM is the commitment and support of management. A nonthreatening environment is essential; workers'
input should be valued and respected. Total Quality Management has value not only in encouraging organizational change but also in its ability to strengthen the agency's mission.

Although TQM is often associated with the "reengineering movement," it differs in a number of areas. In the TQM process: 1) Management aims to change its operational practices by responding to the needs of its customers rather than by utilizing efficiency as the dominant criteria for change. 2) A bottom-up approach to change is encouraged, whereas the radical restructuring expectation for reengineering requires a top-down approach. 3) Organizational change (which ultimately leads to greater efficiencies and customer satisfaction) occurs through the empowerment of its workers -- heightening the importance of interpersonal relations among staff. 4) Change is continuous and evolves from an agency's current practices. Reengineering efforts are predicated upon the notion that organizational change should be a radical, discontinuous departure from the status quo (Kettl and DiIulio, Jr. 1995).

Entrepreneurial Government -- Today's turbulent conditions have created opportunities for entrepreneurial individuals in the public sector to achieve dramatic change through innovation (Schneider et al. 1995). An infusion of public sector entrepreneurs have led to dramatic reforms and the creation of an "enterprise culture" within public bureaucracies on a global scale. Entrepreneurship in public administration has been shown to inspire new budgeting methods (Merjanian 1996; Mascarenhas 1993), to increase citizen
participation (Fairbanks 1996; Perlmutter and Cnaan 1995), as well as to create new public/private partnerships (Lowry 1996; Perlmutter and Cnaan 1995; Redfield 1995).

The formation of public/private partnerships are viewed by public administrators as an acceptable means by which additional revenues can be generated: (evident in the abundance of private concessionaires at National and State Park locations; Lowry 1996), community involvement can be increased (as in the case of Philadelphia’s Department of Parks and Recreation; Perlmutter and Cnaan 1995), and an endless variety of programs can be offered (as indicated in the arrangement agreed upon at the Lincoln Park Zoo in Illinois; Redfield 1995).

Through collaboration and joint effort, opportunities for increased civic participation can be enhanced as well. Unlike privatization, which involves the contracting out of governmental services to private firms, an entrepreneurial administration which capitalizes on public/private partnerships, retains control, responsibility, and direct accountability for program offerings (Perlmutter and Cnaan 1995). Another distinguishing factor of entrepreneurial administration is that it ensures that the provision of essential programs and services will not fall prey to economic instability, a key problem with sole reliance on private contractors to perform governmental functions.
CHAPTER TWO: California's Economy and the Department of Parks and Recreation in the 1990s -- A Case Study

I. Background

At the beginning of the 1990s, California experienced severe fiscal stress. The sources of this stress can be attributed to a variety of events: 1) natural events, such as the 1987-1992 drought, the Loma Prieta Quake of 1989, and the fires of 1991 and 1993; 2) exogenous events, such as the onslaught of recession in 1990, the cut in defense spending, and the influx of undocumented immigrants; and 3) events caused directly by California's regulatory, legislative, and public initiative policies (Gold 1995).

In an attempt to alleviate and overcome the ongoing fiscal emergency, a series of innovations were introduced. The 1991-92 budget brought a realignment of responsibilities and revenues; in most cases, a shift in program management responsibilities from state to county jurisdiction took place. The governor's 1993-94 budget ushered in other significant changes in the operation of state business. Four key areas were addressed in this government "reinvention": 1) government downsizing [requiring a 15% reduction in some government operations]; 2) performance-based budgeting [rather than implementing an automatic workload budget]; 3) reorganization of the executive branch [which included the consolidation or elimination of many commissions and the privatization of several state-operated law schools and the California Maritime Academy]; and 4) increased information-sharing [through the expanded use of information and
communications technology] (Gold 1995).

California’s enduring fiscal crisis had a devastating impact on all public agencies but none more so than those that receive a significant portion of their appropriations from the General Fund. The Department of Parks and Recreation is such an agency. According to the 1995 “State of the State Parks,” the department now receives 27% of its operating budget from the general fund, while the figure for fiscal year 1990 approached 56% (California State Parks 1995b). Appropriations declined rapidly in the early 1990s but have been more stable in recent years (see Graph 2-1).

The department attempted to supplement state revenues by instituting alternative funding mechanisms such as increased user fees. However, the income generated by increased user fees was not enough to offset the reduction in fund appropriation from the state (California State Department of Parks and Recreation 1995; Williams, personal communication). Consequently, in some cases, facility maintenance was postponed, natural resource erosion continued, and customer complaints remained, for the most part, unanswered (Vincent, personal communication). The inability to resolve the situation highlighted several important aspects not only about the inefficiencies inherent within department operations but those of the state as well.

Two elements were identified as needing extensive review and eventually, some type of reform. 1) Layers of bureaucracy, oftentimes with redundant responsibilities add significantly to the cost of operations yet contribute little to
overall effectiveness, efficiency, or accountability. 2) Line-item budgets, with their emphasis on the measurement of inputs as a means for budget allocation, do little to assess how well the government is meeting its overall goals and objectives.

As a result, the Department of Parks and Recreation (like many other state departments) restructured in 1992. Fifty-five park districts were consolidated to 23 districts which now report directly to headquarters in Sacramento rather than to an intermediary at the regional level. This effort saved the department more than $10,000,000 annually "while allowing authority and decision making to be rooted closer to the customer" (California State Department of Parks and Recreation 1995). District managers experienced continued frustration and confusion because they received little direction from the administration at the state level about how to effectively manage the newly streamlined departments (Vincent, personal communication).

II. The State of California’s Performance-Based Budgeting Pioneer Project

To realize the anticipated benefits of restructuring while simultaneously addressing the concerns of management, Governor Pete Wilson issued Executive Order W-47-93 (June 10, 1993). The order emphasized the administration's commitment to quality as "a proven approach to management that demonstrably improves performance." The California State Legislature enacted The Performance and Results Act (Chapter 641, Statutes of 1993) in response to the Governor's initiative (California State Department of Finance 1996; Legislative Analyst's Office 1996). A Task Force on Quality Government was

26
established and charged with selecting four State departments to participate in the Performance-Based Budgeting Pioneer Project. Departments were evaluated and selected on the basis of three criteria: 1) the existence of a departmental strategic plan; 2) a record of departmental performance that demonstrated good management; and 3) a system of management that emphasized quality as a key component of performance (Veliquette, personal communication). For the duration of the project, participating departments have been granted some relief in the areas of purchasing, procurement/contracting, and financial reporting.

Annual Memoranda of Understanding (MOUs) form the contractual basis by which each participating department and the State Legislature can measure progress towards the development and implementation of the Department's performance-based budget (California State Parks 1995a; Veliquette, personal communication). As the process is still in the experimental stages, the annual MOUs allow both parties to refine goals/objectives and criteria as well as to identify more appropriate methods of outcome measurement (Veliquette, personal communication).

Since the California State Department of Parks and Recreation began its participation in the Performance-Based Budgeting Pioneer Project in FY 1994, the Department has worked towards the development of a performance-based budget that could be utilized at all operational levels through the use of standardized terminology. The standardization of budget terminology serves two major functions. First, it allows for increased accountability at the macro level and,
second, it reasserts the Department’s commitment to its mission and vision statement (Williams, personal communication; see Figure 2-1). Resource Protection, Education/Interpretation, Facilities, Public Safety, and Recreation have been identified as Core Program Areas for FY 1996/97 (California State Parks 1996; see Figures 2-2a, b).

Outcome measures are then established for each new program area with indicators of success, data sources, and targets serving as the means by which each outcome can be quantified. Superintendents at the district level identify, measure, and evaluate resources at the unit level as defined by the Core Program Areas. Results are then sent on to the Department’s headquarters in Sacramento for a complete analysis of the Department’s activity at the State level. Once the data is assembled and analyzed, a progress report is prepared for presentation to the State Legislature (Williams, personal communication). Ultimately, resource allocation would be determined based on performance measures presented and approved through the State Legislature.

III. The Quality Management Program at the Unit Level: A Case Study of Lake Perris State Recreation Area

In tandem with the state’s quality in government initiative, the Department of Parks and Recreation designed its own "Quality Management Program." As described in previous sections, the program uniquely combines three discrete management tools into a single yet systematic approach to performance measurement. Performance-Based Budgeting constitutes the most complex aspect
of the Department's three-pronged program, but Total Quality Management (TQM) and Entrepreneurial Government add significant managerial dimensions not encompassed in the budgeting component (Figure 2-3).

The following descriptions, observations, and discussion of the California State Department of Parks and Recreation "Quality Management Program" are presented as observed at Lake Perris State Recreation Area/Los Lagos District. The information presented in this research project is limited to the analysis of a single measure within the Core Program Area of Public Safety, that of Boating Safety.

Managerial directive initiated the formation of the Lake Perris Operations Task Force in October of 1994. The Task Force was charged with studying the problem of boating accidents at the Lake and devising a series of recommendations for presentation to District Superintendent, Dave Vincent. Through the use of data retrieved from accident reports, the Task Force found that the primary cause of boating accidents was due to operator inexperience rather than from alcohol abuse on Lake Perris. As a result of their efforts, the district chose to emphasize boating safety and education as its primary means of reducing boating accidents on the Lake (California Department of Parks and Recreation 1996). The work of the Lake Perris Operations Task Force is the focal point for this research project.

Methods of Study--Field-level research included the following: 1) conducting a series of exploratory interviews with Department personnel, both in
person and over the telephone; 2) observing Lake Perris Operations Task Force meetings; 3) observing Lake Perris State Recreation Area's collaborative educational event entitled, "Safe Boating Day" held at Lake Perris on May 4, 1996; 4) surveying participants in the "Safe Boating Day" event; 5) attending a District Level Quality Management training held at the California State Citrus Heritage Park in Riverside, California; and 6) participating in an Entrepreneurial Government workshop on Team-Based Leadership for public sector employees offered via satellite in Anaheim, California (part of the Department's commitment to staff development/empowerment).

**Performance-Based Budgeting: Public Safety as a Core Program Area** --

Boating Safety was identified as a key component of the Public Safety Core Program Area. The Performance Contract for FY 1996-97 at the Los Lagos District proposed "a safe environment within the State Parks" as the anticipated outcome for the Public Safety Core Program Area. The program measure as it relates to boating safety was to be derived by calculating a ratio of boating accidents to park visitation statistics, while the indicator of success could be quantified by maintaining the above-mentioned ratio at previously specified levels. Data sources included referencing Department of Parks and Recreation Vital Statistics (tickets, accidents, arrests, and visitation statistics, etc.) and Public Safety databases (such as from the California State Department of Boating and Waterways). Targets outlined for the year were 1) the initiation and maintenance of accurate data on visitor (boating) accidents throughout the Los Lagos District
and 2) the maintenance (or reduction) of boating accident rates at Lake Perris using 1995-96 statistics as a baseline measure (Los Lagos District, unpublished document; see Figure 2-4).

Satisfaction of the above-mentioned targets involves extensive reliance upon electronic media and networking capabilities. However, managers at the District and Departmental level acknowledge that the Department as a whole is "data poor." At the District meeting held at the Citrus Heritage Park in April 1996, it was announced that the District had purchased two new cash registers for use at Lake Perris with advanced computing capabilities. New types of data could then be collected from visitors at the gate resulting in increased knowledge of customer needs and traffic/use patterns.

Mainframe computers at the District office currently maintain statistics on park visitation from daily register totals and also record selected information from tickets and accident reports issued by Park Rangers. Data collected from the two sources are inputted manually to a stand-alone PC for graphing, analysis, and/or evaluation. District Superintendent, Dave Vincent operates a state-of-the-art Personal Computer (PC) in his office, but is not connected to the mainframe.

Once the statistical information has been captured and evaluated, the next step is the application of appropriate resources to rectify identified inadequacies. At a minimum, this involves the coordination of personnel and equipment. It can also involve training new personnel or updating the current staff's skill level to 1) meet new demands for customer service, 2) reflect changes in legislation affecting
park operations, and 3) introduce the latest technological tools for use in the field.

In a memo dated November 9, 1995, Vincent issued guidelines to Core Staff at the Los Lagos District regarding the initiation of a Program Management system designed to address these issues. Highlighted in the plan was the need for program managers to pay increased attention to time management (workload commitments), as many plans would require the services of personnel assigned to a variety of classifications and areas of expertise. Program managers would also "be expected to 1) recommend goals and provide proper planning in their program area, 2) provide recommendations and perform program evaluations, 3) ensure the effective and efficient utilization of program resources, 4) identify program budget requirements, and 5) develop program standards" (Vincent 1995, internal communication).

As the Performance-based budgeting component is still in the initial phases of development, there were no budget documents available for review that reflected a change in format. An evaluation/progress report (1996) issued from the Department of Finance states that while the Department of Parks and Recreation’s efforts have not yet yielded a fully-functioning performance-based budget, their initial work has made significant progress towards the accomplishment of that goal. The report also indicates that the Department will continue to develop performance measures that best define ongoing processes rather than specific target goals. Moreover, the report asserts, once the basis for the performance measures is finalized, then measurement of program
performance as it relates to anticipated outcomes will provide useful data. Accurate measures are a prerequisite to successful longitudinal studies on performance (California State Department of Finance 1996).

Continuous Process Improvement Tools: Staff Empowerment via the Lake Perris Operations Task Force -- The Department’s restructure in 1992 had a traumatic effect throughout the system. Layoffs were significant and by FY 1993-94, staffing levels at the Los Lagos District were at 50% (Mulz, personal communication). In light of these substantial staff reductions, the Department "empowered" its workers at the front line to act upon their "informed" recommendations with decreased bureaucratic control so that they could more easily respond to customer needs. This was met with more confusion and frustration as many had not received sufficient training on how to effectively utilize their new decision-making powers. As a result, many decisions were made unilaterally without adequate data to support the actions taken. Furthermore, the concept of "empowerment" ran counter to the Department's well-established "para-military" organizational culture (Mulz, personal communication). For this reason, the Department adopted a continuous process improvement approach towards organizational change.

The initiation of the Department’s "Quality Management Program" in 1994 was a deliberate effort to slow the tempo of organizational change. It aimed to build confidence among staff as individuals and to enable them to contribute comfortably towards the achievement of the Department’s mission and goals.
through teamwork. Focus was taken away from function-driven decision-making and reconfigured to reflect a process-driven orientation powered by data from the field. Through employee involvement at all levels and divisions, offices and districts, it was hoped that a quality product could be delivered to the customer.

Using the Quality Control (QC) Story developed by Ron Black of Meta Dynamics (Loomis, California) as a foundation, a task force was formed at Lake Perris to investigate the problem of boating safety. Members were selected from a variety of classifications to form the rank-neutral Lake Perris Operations Task Force which included: State Park Rangers I and II, Lifeguard, District Interpretive Specialist, Concessionaire, Office Administrator, Park Maintenance Worker I, Public Service Communications Officer, and Dispatch. By following the eight-step process of the QC Story guidelines, Task Force members were asked to: 1) develop an issue; 2) explain why it was selected; 3) detail the initial status of the problem; 4) make an analysis of causes; 5) devise plans for a solution; 6) document results of the implemented plans; 7) standardize the process; and 8) select future problem areas for review (Black, undated workshop materials).

Data was collected from accident reports issued at Lake Perris for the years 1989-1994. A review of the data in graph form indicates that the primary cause of accidents is operator inexperience (see Graph 2-2). Cause of boating accident by vessel type was also studied and it was determined that Power Boats

---

1 Primary data on boating accidents which are represented on the following graphs and charts in this research project are available at the Los Lagos District Office.
were the primary cause with Personal Water Craft (PWC) placing a distant second (see Graph 2-3). In another review of the data, the age group of operators was analyzed. Those between the ages of 19 and 29 most frequently caused boating accidents while those operators between 30 and 39 came in second.

In a series of brainstorming sessions, Task Force members constructed a Fishbone chart to further understand the underlying causes of boating accidents that had previously been documented. Among the reasons listed were inexperienced operators, violation of rules and regulations, conflicts between user groups, lack of education/training, usage exceeded the Lake’s carrying capacity, and alcohol consumption (see Figure 2-5).

The research undertaken by the Task Force resulted in a number of changes at the Lake. Among the most significant: 1) checkpoints were established at locations frequently identified as accident sites and at hours when the most accidents occurred; 2) a new carrying capacity at the Lake was determined based upon the increased use of Personal Water Craft; 3) night boating at the Lake was eliminated; and 4) the collaborative public education program "Safe Boating Day" was established.

In an April 1996 District level meeting, Pete Williams, the Department’s Assistant Director for Quality Management announced that within the last year boating accidents at Lake Perris had decreased 32%. While this can be attributed primarily to the efforts of the Lake Perris Operations Task Force, two other factors also had some bearing on this statistic. 1) Staffing at Lake Perris had once
again reached the 100% level and 2) soaring insurance rates resulted in the removal of Personal Water Craft concessionaires at the District's two recreation areas that had opportunities for water sports.

Entrepreneurial Government: Safe Boating Day and Public/Private Partnerships -- During the course of the Lake Perris Operations Task Force meetings, a jet-ski fatality occurred at Lake Perris. This event triggered a series of public relations sessions and ultimately, after research and discussion, the group decided to launch a full-day public education event at Lake Perris entitled, "Safe Boating Day." The first event, held in May 1995, was targeted to educate inexperienced operators about proper usage of power vessels on the Lake, to familiarize boat operators of the rules and regulations concerning vessel operation on the Lake, and to increase visitor perception of boating safety on Lake Perris.

Simultaneously, the popularity of the Personal Water Craft (PWC), along with its alarming involvement in accident rates, caused manufacturers to look for ways to promote safety on the Nation's waterways. In an effort to avoid restrictions on the sale of PWCs, manufacturers distributed materials about boating safety, supported operator licensing, and generated a PWC Code of Ethics (CNN 1997; Sisson 1995). Some states, such as Connecticut, now require licensing and mandatory attendance at public safety classes for all PWC owners (CNN 1997). A number of large PWC manufacturers, such as Kawasaki, have joined forces with several public agencies and private non-profit educational organizations to sponsor educational events such as Lake Perris' "Safe Boating
Day." This public education program brought together public and private organizations with similar concerns about boating safety. The partnership, while temporary in nature, reflected the commitment that each participating organization had towards the promotion of safe boating. The reason for the partnership was evident. Each organization felt that collaboration would enable them to reach a greater audience, to make a stronger statement about safety while recreating on the water, and to offer a unique program that might not have been possible otherwise.

This researcher attended the second annual "Safe Boating Day" at Lake Perris's Boat Launch #7 on May 4, 1996. Participating organizations for the 1996 event included public, private, and non-profit agencies. Among them were: Hobie Fleet 30, K-38 Water Safety, the Coast Guard Auxiliary, Riverside's Sheriff's Posse, Langston's Kawasaki, Kawasaki Motor Corporation, the U.S. Power Squadron, and the Aquasports Association for the Physically Challenged. While the event was not held at the location on the Lake most frequently occupied by power boaters, it served to offer those who attended an introduction to safe boating practices. It also conveyed to Park visitors that responsiveness to customer concerns as they relate to boating safety remains a top priority of the Department.

"Safe Boating Day" reflects the Department of Parks and Recreation's commitment to entrepreneurial government as it relates to public/private partnerships. As a public education event, it satisfies the missions of both public, private non-profit agencies, and community-based sporting associations. For the
PWC manufacturers and other for-profit corporations, it promotes goodwill through its public support of education programs. As host for this event, Lake Perris State Recreation Area can continue to offer education programs that it would not have been able to provide otherwise due to funding constraints. The Department is then free to utilize its scarce resources to satisfy its fundamental responsibilities in other areas, such as for preservation efforts and the stewardship of public lands.
CHAPTER THREE: Analysis

I. Introduction

It is difficult at best to assess with any certainty the ultimate potential of the California State Department of Parks and Recreation's "Quality Management Program" because it remains, at this point, a work in progress. However, as with any program, evaluations must be undertaken periodically to ensure that the program itself remains viable and that it continues to be an appropriate expression of the Department's mission and goals.

Its similarities with other performance-based, managing-for-results programs is clear. Common strengths include commitments to 1) emphasize the agency's mission and vision statements in all program planning; 2) reference the strategic plan as a guide for action; 3) link resource allocation to program performance; 4) utilize staff empowerment tools (such as TQM) to ensure that customer needs are being satisfied efficiently and effectively; and 5) employ entrepreneurial techniques for the funding of discrete aspects of planned programs (Miller and Kress 1996).

Weaknesses which surfaced in the Department's "Quality Management Program" have been documented in other public sector reform efforts as well. They most often deal with the difficulty of 1) producing accurate performance measures and associated outcomes (California State Department of Finance 1996; Merjanian 1996) 2) allocating resources based solely on performance outcome measures rather than political will or directive (California State Department of
Finance 1996); 3) eradicating fear from the workplace with regard to the implementation of TQM or other similar management tools (Fairbanks 1996; Merjanian 1996); 4) maintaining strong managerial support throughout all of the program's stages of development (Fairbanks 1996; Merjanian 1996); and 5) sustaining active support and participation from community-based organizations and/or other agencies (as external customers and suppliers) over time (Perlmutter and Cnaan 1995).

II. A Brief Assessment of the "Quality Management Program" at Lake Perris State Recreation Area

The California State Department of Parks and Recreation has entered the fourth year of an ambitious plan that requires radical organizational change and a "reinvention" of sorts throughout every aspect of the agency (Figure 3-1). Much of the change occurred as a result of the deep recession that California experienced at the beginning of the decade. The move towards performance-based budgeting and continuous process improvement tools such as Total Quality Management, however, came about largely because of the political climate. Reinvention and reengineering efforts in the public sector were fueled by President Bill Clinton and Vice-President Al Gore's enthusiasm for the development of governmental entities that could once again become accountable to the public they serve. Lastly, change within the Department of Parks and Recreation at the district level, especially at Los Lagos District (based at Lake Perris State Recreation Area), was successfully initiated due to the installation of individuals dedicated to the notion
of offering services to the public with greater efficiency and effectiveness.

Radical organizational change does not always proceed at the anticipated pace or in the precise manner proposed at the outset. Such is the case with the Department of Parks and Recreation "Quality Management Program." Components of the program that require little capital outlay or agencywide coordination efforts, such as TQM and Entrepreneurial Government have gotten a healthy start. Results in these two areas are encouraging.

However, those components which rely upon the acquisition of expensive and highly sophisticated computer equipment, such as the institution of Performance-based Budgeting and the development of accurate visitor survey instruments, have gotten off to a slow start (California State Department of Finance 1996). Both of the abovementioned components require initiation from Sacramento. They also require a great deal of collaboration from each of the Department's 200+ locations throughout the state.

Significant progress has been made, yet at the time this field research was completed, efforts to link resource allocation with performance measures had not been attempted and a survey instrument to measure visitor satisfaction was not complete (California State Department of Finance 1996). What follows below are several recommendations that can be applied at the District or Unit Level. They primarily address concerns about instituting changes in organizational culture. It is hoped that the recommendations will allow the Los Lagos District to continue its progress towards the full application of the Department's innovative and
ambitious integrated managerial program.

III. Program-Specific Problems and Recommended Action Steps

Problem 1. Programs initiated at the front-line level receive inadequate guidance and support by upper management.

The "Quality Management Program" initiated by the Department of Parks and Recreation demands significant change, especially from its non-managerial level staff. Not only are personnel expected to contribute their ideas freely without regard to rank but they are also expected to perform additional tasks without a reduction in their previously scheduled workload. Additionally, ideas for program improvement that came from event participants (and supported by front-line staff) did not receive adequate managerial review.

As per managerial directive, Lake Perris Operations Task Force members were selected without regard to rank and assured that all ideas presented would be equally welcome despite differences in rank and education level. However, a survey written and distributed by this researcher (Figure 3-2) for Task Force members showed that participants felt otherwise. Some felt intimidated by the rank and education of the other members and one member in particular was concerned with retribution in the workplace. These fears are frequently shared by those who have had little formal training in TQM, or other related managerial tools.

Although the Task Force received some recognition for their accomplishments, the amount of time spent on preparatory work went unnoticed.
Hence attendance at the regularly scheduled meetings was sporadic, commitment from front-line staff was low, and participation in other aspects of the program (besides the meetings) was minimum because of an already full workload.

The Task Force's self-assessment of the program recommended a change in location for the collaborative "Safe Boating Day" event. The heightened visibility available at the new location would encourage greater numbers of the public to attend, thereby increasing the power of the Park's educational message. Without active involvement from District management, the event remained (for the second year in a row) in a less than satisfactory location causing Task Force members as well as other participating organizations to feel that their contributions were not valued.

Recommendation 1. Upper-level management should become actively involved in every aspect of planning and implementation during the program's early phases.

Instituting organizational change is difficult at best. Efforts should be made by management to ensure that all participants feel welcome throughout the process. A variety of team-building/ice-breaking exercises have been developed to meet this need (Entrepreneurial Government Workshop 1996), as this seems to be a common problem during the initial phases of implementing change within the organization. The Department currently requires some training and an introduction to team-building for selected managers (Williams, personal communication) but does not make these opportunities available to front-line staff.
In order for all parties to fully recognize and appreciate the contributions that Task Force members make to the program, a performance contract for all required work should be developed for each individual. Following discussion and negotiation, participation in cross-functional teams should be assigned a value (in terms of percent time allocated for regular workload duties). At regular intervals, each of the Task Force members’ performance should be reviewed in all work areas. A self-evaluation should also become part of the review process (Entrepreneurial Government Workshop 1996).

Recommendations about resource allocation from the Task Force as well as from other participating organizations should receive serious consideration from management. An important component of the "Quality Management Program" requires frequent input and careful evaluation from the customer about the Department's public offerings.

In this instance, a strong recommendation was made following the first "Safe Boating Day" and again prior to the second annual event, that the intended location was inadequate because the event's targeted audience (young Personal Water Craft operators) would be launching their vessels from another location. Task Force members and invited organizations made the recommendation in an appropriate manner with logical reasons to support the change of location. While the location for the second annual event was changed, it was not to the suggested location. Low attendance, especially with regard to the event's targeted audience, plagued the second annual "Safe Boating Day." Consequently, morale was low and
enthusiasm for the third annual event was weak.

An informed response from management, either in support of or against the proposed plan, should have been made directly to those involved with making the initial recommendation. In order to encourage the free exchange of ideas between Task Force members and other participants, all serious recommendations should be given consideration by management. During sessions where program evaluation is being discussed, it is important that management be present and ready, willing, and able to discuss all aspects of the event. To do less, would be to invalidate the work of the entire team.

Problem 2. Lack of opportunities for front-line workers to receive hands-on training.

When Task Force participants were asked if they had received any training on Total Quality Management, Quality Circles, or Reengineering, 56% said they had not. There was a strong interest in learning more about TQM and one respondent suggested that the Department should find "ways to make TQM user friendly to persons unfamiliar with it."

Surveys distributed to Task Force members indicated that the majority understood the group's overall purpose and function but saw little relevance between those goals and their own individual work responsibilities. Furthermore, this researcher observed that members were not familiar with their colleague’s work responsibilities or the importance of that work to the Department's overall mission. The group's lack of cohesiveness could be attributed to this lack of
knowledge and appreciation.

Recommendation 2. The Department should encourage cross-functional training as well as to make staff development a priority during this time of radical change.

Change is traumatic for most individuals, especially so when groups are assembled where the individuals have not had a chance to work together or do not understand their colleague’s contribution to the organization as a whole. The result can be lack of confidence in one’s own abilities or an unwillingness to participate in the group discussion for fear of reprisal. In order for TQM to flourish within the organization, individuals should feel comfortable to speak openly and contribute freely.

In the instant case, the Department should allow job-sharing and/or job rotation (where possible). Thereafter, when cross-functional teams are assembled to work on a project or to resolve a problem, the resulting recommendations would enjoy greater support among all members and proposed plans for action would reflect an increased awareness of each member’s job duties, responsibilities, and capabilities.

Simultaneously, Task Force members, and eventually all staff, should be encouraged expand their horizons by attending seminars and workshops about new methods of team-building and other managerial tools used in the public sector. Not only will an appreciation for alternate methods of management be acquired, but members will have a chance to learn about other public sector teams and how they addressed seemingly unresolvable problems. Entrepreneurial
Government Workshops produced in Sacramento offer excellent programs. Their unique programs are presented at a variety of locations via satellite hookup. They offer a balance of lecture/theory, case study, roundtable discussion, and hands-on application for public sector employees.

Problem 3. Lack of communication, both internally and externally.

Despite the Task Force's eagerness to promote and publicize the event through the local media, little attention was received. "Safe Boating Day" differs substantially from the District's other activities because of its reach (to new audiences), purpose (public education and safety at the Lake), and size (a benefit of any collaborative project). Staff assigned to cover promotion of this event had other significant tasks to perform as well and therefore were not able to devote sufficient time to that part of the program. The event also required the services of someone experienced in marketing in order for the Department and the other collaborating organizations to reap the anticipated benefits that would come from staging an educational event of this sort.

Surveys received from participating non-profit organizations indicated a willingness to provide information to District staff about similar events on boating safety occurring throughout the State, as well as other relevant information. Respondents pledged to support the event and stated their commitment to the program and to the Department's efforts in no uncertain terms. While this information was emphatically communicated to the researcher, there was no opportunity for this type of input directly with District staff.
Recommendation 3. A project coordinator should be retained.

Assuming that increased boating safety ultimately leads to increased visitor satisfaction and a stronger public perception/value of the State Park system as a whole, then the role of communication and promotion of the Department's public education events is critical. Increased visitation and customer satisfaction not only reaps monetary rewards but garners additional political support as well.

For this reason, an event such as "Safe Boating Day" requires special allocation of funds for coordination and publicity. Opportunities for collaboration, free promotion, and the like, will not be missed due to lack of personnel support and funding. Additionally, scheduling conflicts decrease because greater attention can be placed on scanning events and organizations external to the Department. Increased communication in planning phases of the project will allow greater involvement and support from a variety of external stakeholders, such as community-based sporting associations, sport education groups, and auxiliary law enforcement organizations.

IV. Conclusion

The research conducted at Lake Perris State Recreation Area/Los Lagos District provides valuable insight about how innovative managerial theory has been applied to the field at the unit level. While the research at hand focused on the application of a single aspect of one of the Department's five core program areas, it is an excellent study because it touches upon all areas of the "Quality Management Program": instituting performance-based budgeting, reintroducing
continuous process improvement tools to the staff, encouraging entrepreneurial
government, and responding to customer needs.

It represents the Department’s mission well because it aims to promote a
safe environment within which park visitors can appreciate the state’s unique and
diverse biological attributes. Furthermore, it attempts to satisfy the Department’s
goal to create opportunities for high-quality outdoor recreation through its public
education program, "Safe Boating Day." By engaging in these activities, it serves to
preserve and protect the state’s most valued natural resources for generations to
come.

However, hard times lie ahead for California’s state government with
regard to finding new means to generate revenue. Through the political initiative
process, California voters have asserted their right to respond directly to proposed
legislation which might involve changes in taxation or assessment (Proposition
218). New legislation of this type requires a 2/3 majority to be enacted into law
and in the current climate faces little chance of voter approval.

This could ultimately impact the State’s commitment to performance-based
budgeting as a means of improved public accountability, primarily because of the
costs involved. Computerization of all of the state’s finance and accounting
functions not only requires sophisticated computer hardware and software but
experienced computer technicians, programmers, analysts, and operators as well.

Perhaps performance-based budgeting will go the way of other budget
reforms that were initiated during the course of the last seventy-four years.
Notable budget reforms of the past have included: Program Budgeting, Planning, Programming, Budgeting System (P.P.B.S.), Budgeting MBO style (management by objectives), and Zero-based Budgeting (Z.B.B.) (Axelrod 1995). Their rise in popularity among governmental agencies reflected an effort to reform the processes and functions of government -- to improve upon the status quo. Each new budgetary system as it comes into fruition bears the imprint of the budgetary changes that came before; results are oftentimes unpredictable. However, with each new budget form and orientation, comes a fresh look at what the fundamental responsibilities of government are, how resources should be allocated to essential programs, and how the success of government programs should be measured.

Performance-based budgeting attempts to examine these responsibilities in a new light. However, the cost in terms of resource allocation, both in terms of the purchase of state-of-the-art computer technologies and staffing requirements, may cause this innovative approach to be abandoned before significant results can be achieved. At a minimum, performance-based budgeting will have given supervisors at every level of government an opportunity to become fully acquainted with the programs and resources under their management. Budgeting which supports anticipated outcomes of governmental programs and services involves a complete reevaluation of governmental assumptions; that alone, is a challenge worthy of the interest and dedication of all public administrators.
APPENDIX
FOR
GRAPHS AND FIGURES
Graph 2-1.

General Fund as a Percentage of State Parks Operations Budget
State of California Department of Parks and Recreation

Source: California State Department of Parks and Recreation’s 1995 Application for the Eureka Award for Quality and Service Excellence (Page 49).
Graph 2-2.

Causes of Boating Accidents from 1989-1994
at the Los Lagos District

Source: Lake Perris Operations Task Force, Los Lagos District.
Graph 2-3.

Comparison of Boating Accidents from 1989-1994 by Vessel Type at the Los Lagos District

Source: Lake Perris Operations Task Force, Los Lagos District.
Graph 2-4.

Comparison of Boating Accidents from 1989-1994 by Age Group of Operators at the Los Lagos District

Source: Lake Perris Operations Task Force, Los Lagos District
Figure 2-1.

Performance Measure Outline
California State Parks

Source: Department of Parks and Recreation; Presentation to Senate Fiscal Review Subcommittee No. 2; 1996.
Figure 2-2a.

State Park System Programs

Resource Protection
Activities related to the management and perpetuation of the natural and cultural resources of the State Park System.

Education/Interpretation
Activities related to the interpretation of park resources and the education of park visitors and the public at-large.

Public Safety
Activities related to public safety, emergency services and law enforcement in the State Park system.

Facilities
Activities related to the maintenance of facilities, systems and roads in the State Park system.

Recreation
Activities related to the provision of recreational activities and programs for visitors to the State Park system.

Source: Department of Parks and Recreation; Presentation to Senate Fiscal Review Subcommittee No. 2; 1996.

Figure 2-2b.

Summary of Measures

MOU for Performance Based Budgeting 1996-97

<table>
<thead>
<tr>
<th>CORE PROGRAM AREA</th>
<th>OUTCOME</th>
<th>OUTCOME MEASURE</th>
</tr>
</thead>
<tbody>
<tr>
<td>4. Public Safety</td>
<td>4.1</td>
<td>A safe environment within State Parks</td>
</tr>
<tr>
<td></td>
<td>4.1A</td>
<td>Ratio of accidents to park visitation</td>
</tr>
<tr>
<td></td>
<td>4.1B</td>
<td>Ratio of crimes to park visitation</td>
</tr>
<tr>
<td></td>
<td>4.1C</td>
<td>Visitors' rating of their perception of parks as &quot;safe zones&quot;</td>
</tr>
</tbody>
</table>

Source: MOU for Performance Based Budgeting 1996-97, Third Draft, California State Department of Parks and Recreation.
The mission of the California Department of Parks and Recreation is to provide for the health, inspiration, and education of the people of California by helping to preserve the state's extraordinary biological diversity, protecting its most valued natural and cultural resources, and creating opportunities for high quality outdoor recreation.

**Quality Management Program**

- **PERFORMANCE-BASED BUDGETING**
  - 1. Resource Protection
  - 2. Public Safety -- Safe boating
  - 3. Facilities
  - 4. Recreation
  - 5. Education/Interpretation

- **CONTINUOUS PROCESS IMPROVEMENT TOOLS**
  - Staff Empowerment
  - Quality Circles
  - Lake Perris Operations
  - Task Force

- **ENTREPRENEURIAL GOVERNMENT**
  - Public/Private Partnerships
  - Safe Boating Day

**Outcome:**

CUSTOMER SATISFACTION

A safe environment within the State Parks

Lake Perris State Recreation Area

Source: Designed by Celena Turney, 1996.
Figure 2-4.

Public Safety as a Core Program Area
Los Lagos District

1996-97 F.Y. Performance Contract
Los Lagos District
Page 7

PUBLIC SAFETY

OUTCOME: A safe environment within State Parks.

MEASURE: Ratio of accidents to park visitation.

INDICATOR OF SUCCESS: Department maintains a ratio of xx% accidents to park visitation.

DATA SOURCE: DPR Vital Statistics/Public Safety databases.

TARGET:

1. Initiate and maintain accurate data on visitor accidents for the Los Lagos District by 6/30/97.

2. Maintain or reduce boating accident rate by 15% at Lake Perris using the 1995-96 statistics as the baseline by 6/30/97.

Figure 2-5.

Fishbone Chart -- Causes of Boating Accidents/Possible Solutions
Los Lagos District

Source: Lake Perris Operations Task Force, Los Lagos District.
Figure 3-1.

Transition to Performance Based Budgeting
State of California, Department of Parks and Recreation

### Transition to Performance Based Budgeting

<table>
<thead>
<tr>
<th>Fiscal Yr. 93-94</th>
<th>Fiscal Yr. 94-95</th>
<th>Fiscal Yr. 95-96</th>
<th>Fiscal Yr. 96-97</th>
<th>Fiscal Yr. 97-98</th>
</tr>
</thead>
<tbody>
<tr>
<td>- Strategic plan developed</td>
<td>- MOU identifies performance measures that represent selected elements of department operations.</td>
<td>- Direct linkage of performance measures to department's mission and strategic plan.</td>
<td>- Portions of the department budget represented by outcome linked directly to the mission and strategic plan.</td>
<td>- Entire department budget represented in performance budget terms.</td>
</tr>
<tr>
<td>- Staff training begins in performance budget concepts.</td>
<td>- Planning process begins to structure performance measures/budget linkage.</td>
<td>- Performance Measures are expressed in long term, outcome oriented format with specific targets for 95/96, 96/97 and three to five years.</td>
<td>- Performance measurements stated in outcomes.</td>
<td>- Performance measurements stated in outcomes.</td>
</tr>
<tr>
<td></td>
<td>- Department performance measures are output oriented.</td>
<td>- Trial performance measures are established to link outcomes to the department's budget.</td>
<td>- Team formed to develop budget structure that will link all department outcomes to budget.</td>
<td>- Department's representation in Governor's Budget expressed in full performance budget terms.</td>
</tr>
<tr>
<td></td>
<td>- Budget remains in programmatic and line item format.</td>
<td>- Team formed to develop budget structure that will link all department outcomes to budget.</td>
<td>- Training continues to facilitate development of performance measurement at all levels which will aggregate to departmentwide indicators of success.</td>
<td></td>
</tr>
</tbody>
</table>

Source: California State Department of Parks and Recreation’s 1995 Application for the Eureka Award for Quality and Service Excellence (Page 24).
I am a graduate student at California State University, San Bernardino in the Department of Public Administration. I am conducting research to determine the extent to which the actions suggested by the Lake Perris Operations Task Force affect safety, enjoyment, and customer satisfaction at Lake Perris.

Please answer the following questions to the best of your ability.

BACKGROUND INFORMATION

Please tell me about yourself.

1. How long have you worked at Lake Perris State Recreation Area? _____ years.

2. What is your job title? _______________________________

3. When did you begin participating in the Lake Perris Operations Task Force? ______

Check the box that applies.

4. I attend meetings _____ when they are scheduled.
   _____ occasionally.
   _____ not at all.

EXPECTATIONS OF THE LAKE PERRIS OPERATIONS TASK FORCE

5. What do you consider to be the major objectives of Lake Perris Operations Task Force? Please rank the following in order of importance (1 being most, 5 or 6 being least).

   _____ to increase visitor satisfaction/enjoyment at the Lake.
   _____ to increase boating safety.
   _____ to find a way to more effectively utilize staff talents.
   _____ to find a way to more effectively utilize park resources.
   _____ to empower staff in the field.
   _____ other. Please specify.

(continued)

Source: Designed by Celena Turney, 1996.
Figure 3-2

Questionnaire
LAKE PERRIS OPERATIONS TASK FORCE
at the Lake Perris State Recreation Area

Lake Ferris Operations Task Force Questionnaire (cont.)

TRAINING AND TASK FORCE PARTICIPATION

6. Have you received any training on Total Quality Management (TQM), Quality Circles, or Reengineering?  yes  no

6a. If the answer to question 6 was yes, please indicate which method by checking all the boxes that apply.

  on the job  books  seminars/workshops  articles

7. Do you feel that you have sufficient knowledge of TQM to realize the full potential of the Lake Perris Operations Task Force?  yes  no

7a. If not, what, in your opinion could be improved? Please use the space below to answer.

Please rate the following statements according to the degree to which you strongly agree or disagree (1 means you strongly agree [SA]; 5 means you strongly disagree [SD]).

8. I feel that management appreciates the contributions that Task Force members offer.  (SA)  (SD)

   (1)  (2)  (3)  (4)  (5)

9. I feel that I can take actions on the suggestions contributed by the Task Force.  (SA)  (SD)

   (1)  (2)  (3)  (4)  (5)

10. I feel that I can speak out and offer suggestions without fear of reprisal.  (SA)  (SD)

    (1)  (2)  (3)  (4)  (5)

(continued)

Source: Designed by Celena Turney, 1996.
ACCOMPLISHMENTS

Please place the following statements in rank order, 1 indicating the highest degree of success in accomplishment, 6 the least.

11. In my opinion, the Lake Perris Operations Task Force achieved the following:

- increased boating safety at the lake.
- increased the attractiveness of recreating at Lake Perris.
- increased the public's knowledge of rules of conduct at the lake.
- demonstrated a commitment to the enforcement of posted rules.
- placed more staff at the line level, allowing for more visibility and interaction with the public.
- demonstrated how public and private firms can work together for mutual benefit.

If you have any additional comments, suggestions, or ideas regarding this topic, please feel free to comment.

Results of this survey will be posted in the District Office.

Thank you very much for your participation in this survey.
Celena Turney
MPA Student, CSUSB
under the direction of
Dr. Guenther Kress, Professor

Source: Designed by Celena Turney, 1996.
BIBLIOGRAPHY


National Academy of Public Administration. 1994. "Quality Management in


INTERVIEWS


Veliquette, Mary. Analyst, Budget Section. California State Department of Parks and Recreation. Sacramento, California. Telephone interview.

Vincent, Dave. District Supervisor, Los Lagos District. California State Department of Parks and Recreation. Lake Perris State Recreation Area in Perris, California. Site interview.
Williams, Pete. Assistant Director for Quality Management, California State Department of Parks and Recreation. Sacramento, California. Telephone interviews.