Initiative Performance Report
Final

December, 2009
The Working 4 Utah initiative was implemented as a one-year pilot study. A baseline report was drafted to present a methodology, and an interim report presented early data on the initiative’s impact. This final report contains a summary of impacts that informed the discussion about whether the change should be made permanent.

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In August 2008, Utah Governor Jon Huntsman launched the Working 4 Utah initiative. This initiative was intended to extend state government services that are not already available during extended hours and weekends – from 7 a.m. to 6 p.m., Monday through Thursday. The purpose of the initiative was to make a positive impact in the areas of energy consumption, extended customer service, employee recruitment and retention, and reducing the environmental impact of state government operations. The initiative was implemented via Governor’s Executive Order (#2008-0006).

As the initiative was launched, a baseline report was compiled. The purpose of that report was to outline where the State was and what success might look like at the end of the one-year pilot. That report was posted on the Governor’s website, and it drew a great deal of attention from other states and local governments interested in the methodology Utah was following.

A follow-up report presented to the Utah State Legislature in February 2009 included updated information on the impacts of the Working 4 Utah initiative and any adjustments made along the way. The primary discovery at that time was the existence of a multitude of other drivers making it difficult to fully isolate all of the effects of the initiative. For example, a softening economy affects public sector recruitment, the opening of Legacy Highway impacts commuting patterns, and unusually mild weather in November reduces the amount of natural gas consumed.

The impact of this initiative can only be measured in the context of its full effects.

<table>
<thead>
<tr>
<th>INTENDED BENEFITS &amp; SUMMARY of FINDINGS</th>
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<tr>
<td><strong>Energy:</strong> state savings on building operational costs, as well as spreading the load on transportation infrastructure.</td>
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<td><strong>Extended Service:</strong> maintaining productivity while improving availability of State services beyond the traditional workday.</td>
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<td><strong>Employees:</strong> quality of life benefit to existing State employees, as well as an increased ability to recruit new talent.</td>
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<td><strong>Environment:</strong> reduced energy usage correlates to reduced CO2 emissions.</td>
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Energy Impacts

What is the impact on the State’s use of energy and operational costs?

→ Overall energy consumption reduction was 10.5% (leading to cost avoidance savings of $502,000)
→ Reduction of operational costs was $203,000
→ 38 of the larger state-owned buildings are in the top 25% of buildings for energy efficiency and have achieved energy star label ratings
→ 900 State owned buildings and structures were closed on Fridays
→ State employees are involved in a grass roots effort to help foster an energy conservation culture and achieve additional reductions in energy usage in state buildings
→ Fleet vehicle usage has decreased over the last year

The 4/10 work schedule, implemented on August 4, 2008, is part of an overall State of Utah energy usage reduction strategy which includes both energy conservation and energy efficiency measures. Energy conservation measures include the 4/10 schedule, an employee energy awareness and behavior partnership, as well as a building operator training program. Energy efficiency measures include the new LEED (Leadership in Energy and Environmental Design) Silver energy efficiency standards for new construction and energy efficiency retrofits for existing buildings. The state is on-target to exceed the stated goal to increase in energy efficiency in state owned buildings by 20% by 2015 (as measured against the baseline year – FY 2007).

Indicators and Lessons Learned

1) Energy Conservation Results

Average overall energy usage reduction is 10.5%* in 125 larger, state-owned buildings that moved to the 4/10 schedule, which included closing buildings on Fridays and establishing core work hours Monday through Thursday of 7AM to 6PM.

(*Based on August 15, 2008 through August 15, 2009 utility bill data, with weather normalization adjustment)

Future energy usage reductions are expected due to the following:

• It took several months to get all buildings operating efficiently. In some cases, new control technology was installed and building operator training was needed. Future yearly results will show greater energy reductions in these buildings.
• An employee energy awareness campaign launched in June 2009 will reduce energy usage statewide among the state’s workforce.
• Lease agreements in non-state owned buildings (500) where the 4/10 schedule was implemented can be renegotiated to realize a further cost savings.
• Utility rates are forecasted to rise in the future due to normal supply and demand pressures and other factors.
• Proposed electric and gas rate increases for Utah at the beginning of the pilot were reduced by the Public Service Commission and Questar gas rates were actually reduced by 16% in May 2009.
2) **Operational Savings Results**

State agencies realized a reduction in annual janitorial agreement costs in a number of facilities, saving approximately $203,000.

3) **Fleet Operations Savings**

During the pilot, the state experienced a reduction in the usage of fleet vehicles. While these savings cannot be fully attributed to the 4/10 schedule, it is interesting to note that the state saw a total reduction for all state vehicles of more than 3.1 million miles from FY 2008 to FY 2009. This translates into an estimated $1,446,767 in savings.

Savings estimated by comparing the following variables from FY 2008 to FY 2009.

- Actual rate reduction charges for fleet-leased vehicles of $582,137.
- Estimated savings of $289,630 for vehicles outside of the fleet variable rate charges for their portion of the mileage reduction.
- Actual reductions in the statewide personal-owned vehicle (POV) mileage reimbursements of $575,000.
Building Electrical Load Profiles for Friday Operation
- Cal Rampton Building -

Time of Day

kWh

1:00 2:00 3:00 4:00 5:00 6:00 7:00 8:00 9:00 10:00 11:00 12:00 13:00 14:00 15:00 16:00 17:00 18:00 19:00 20:00 21:00 22:00 23:00 24:00

8/1/2008
8/8/2008
8/15/2008
8/22/2008
8/29/2008
9/5/2008
9/12/2008
Building Electrical Load Profiles for Friday Operation
- Capitol Hill Campus -

- kWh -

- 1:00, 2:00, 3:00, 4:00, 5:00, 6:00, 7:00, 8:00, 9:00, 10:00, 11:00, 12:00, 13:00, 14:00, 15:00, 16:00, 17:00, 18:00, 19:00, 20:00, 21:00, 22:00, 23:00, 24:00 -

- 8/1/2008
- 8/8/2008
- 8/15/2008
- 8/22/2008

- 3,000
- 2,500
- 2,000
- 1,500
- 1,000
- 500
- 0
Building Electrical Load Profiles for Friday Operation
- Human Service Administration Building -

8/1/2008
8/8/2008
8/15/2008
8/22/2008
8/29/2008
9/5/2008
9/12/2008
Extended Service Impacts

How does the public view the initiative? Does it create a positive impact on them?

→ Number of calls to the Working 4 Utah hotline decreased substantially

→ A majority of local government leaders report no concerns with the operating hours

→ A majority of Utah citizens have a favorable opinion of the initiative (66% are positive, and only 20% think it should be discontinued)

→ Agencies report that customer service results are similar to periods prior to the initiative

→ DMV and Driver’s License wait times have improved

→ Utilization of Utah.gov web services continues to increase

The general impact on the public is the most important, yet most difficult to quantify due to the different ways the public interfaces with state government. The following indicators provide insight on the customer service impact of the change.

Indicators and Lessons Learned

1) Track the type of concerns directly expressed

A hotline was established and advertised at the beginning of the initiative. Staff recorded the number and type of contacts that were made. They report the total number of constituent phone calls diminished over time, and most relevant calls were from people who had forgotten about the change, or had unique situations.

Hotline calls regarding the 4/10 schedule decreased so significantly that operators recommended that agencies modify their websites, to include a Friday contact number on their homepage. Agencies were also asked to modify 4/10 signs and posters that were physically placed by the entries to each building.

Concerns Expressed via Hotline
(total of 630 calls from August 08 to December 08)

- Commerce (13%), DPS (19%), DWS (31%), Tax (8%)
- Non-related Complaint
- All Other State Agencies (Combined)
2) Survey of local government leaders

In many cases, local governments are the primary customer of state government services. The Governor’s Office of Planning and Budget partnered with the Utah Association of Counties and the Utah League of City and Towns to conduct a non-scientific survey of local government. Survey requests were sent via email to more than 320 county commissioners, city mayors, council members, clerks, etc.

The results show that about 60% of respondents either agree with the 4/10 workweek or feel that it has had no impact on their operations.
3) Customer service survey

The Department of Human Resources (DHRM) issued a request for proposals from firms that might help the state gauge the opinion of the adjusted work schedule on citizens. This resulted in a contract with Dan Jones and Associates. A telephone survey was conducted in October 2009. The results of that survey are available online at www.dhram.utah.gov.

Sixty percent of those polled indicated the program was a good thing for Utah residents, while another 25 percent were undecided. Another 72 percent said the program was a good way for the state to save money.

While the survey indicated a majority of Utah citizens prefer Utah’s four-day, 10-hour schedule, it did identify the Division of Motor Vehicles and Driver License Division as the two main areas where the initiative could be improved with service on Fridays. With that in mind, Utah Governor Gary R. Herbert, in extending the program for a majority of state offices, instructed that one office, centrally located along the Wasatch Front, be opened for citizens to access the two agencies on Fridays from 7 a.m. to 6 p.m.

Overall, do you think changing most state offices and agencies to a 4/10 workweek was a good idea?

- **YES**
  - Definitely - 21%
  - Probably - 41%

- **DON'T KNOW**
  - Don't know - 10%

- **NO**
  - Probably not - 14%
  - Definitely not - 14%
**Is the 4/10 schedule sufficient to take care of your needs at this office or not?**

- **SUFFICIENT**
  - Definitely positive - 42%
  - Probably positive - 31%

- **UNSPECIFIED**
  - Don't know - 2%
  - Depends - 2%

- **NOT SUFFICIENT**
  - Probably not - 11%
  - Definitely not - 13%

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**Has the state's 4/10 workweek had an overall positive or negative impact on you and your family, or has it made no difference?**

- **POSITIVE**
  - Definitely positive - 6%
  - Probably positive - 3%

- **NO DIFFERENCE**
  - No difference - 79%

- **NEGATIVE**
  - Probably negative - 4%
  - Definitely negative - 8%

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In your opinion, is having the extended office hours for most state agencies a good thing or a bad thing for Utah residents, or does it make no difference?

**Good**
- Definitely good: 35%
- Probably good: 25%

**No Difference**
- No difference: 25%
- Don’t know: 4%

**Bad**
- Probably bad: 7%
- Definitely bad: 6%

In your opinion, is this a good way for the state to try to save money?

**Yes**
- Definitely: 32%
- Probably: 40%

**Unspecified**
- Don’t know: 4%
- Depends: 4%

**Negative**
- Probably not: 10%
- Definitely not: 10%
4) **Agency-specific monitoring of customer opinion**

Executive Branch agencies monitor their performance with internal management tools. At the beginning of this initiative, impacted agencies were asked to identify performance metrics that would provide the best indicator of how this change might affect their customers, stakeholders, etc.

One of the lessons learned with this approach is that most agency performance metrics change over time (as goals are achieved, situations change or methodology improves). Therefore, in order to present a meaningful indication of the impact of the initiative, agencies were asked to submit brief statements on how the initiative affected their customers.

Perhaps the most compelling of all agency reports was the vastly reduced wait times at the Division of Motor Vehicles and Driver License Division — the two agencies that interface the most with the public. At one particular Driver License Division office in West Valley City, wait times decreased by some two hours after the implementation of the extended service hours.
5) **Utilization of online services**

The State of Utah is consistently recognized as a leader in eGovernment. Changes in the utilization of websites in the Utah.gov portal is a key indicator of the level of service influenced by the Working 4 Utah initiative. One of the best ways to track this is by monitoring adoption rates for the State’s online services.

### Unique Visitors to State Websites

- In 2008, 88% of business registration renewals – in 2009 increased to 93%
- In 2008, 71% of hunting and fishing licenses – now all are purchased on line or through private sector merchants
- In 2008, 67% of criminal background checks – 80% in 2009
- In 2008, 54% of income tax filings were completed online – 65.6% in 2009

These adoption rates have continued to increase since 2006. This illustrates that a change in business hours may have had less of a net negative impact to the public because a significant amount of the population were already using online services.

The State will continue to emphasize the use of the many services available online at www.utah.gov as a convenient, effective and efficient way for Utahns to access their state government.
Employee Impacts

How is the initiative received by current employees?
How does it affect future/potential employees?

→ 82% of employees on the 4/10 schedule during the pilot want to stay on this schedule
→ Employee turnover rates have decreased slightly
→ Employee overtime claims have decreased

From the outset, the impact on people currently employed by the State was a significant concern because it was clear that the impact on some will be significant. Two sources of data have been used to help decision-makers understand the impact on employees:

1) **System data:** The Department of Human Resources routinely gathers data from its existing Human Resource Information System (HRIS) to track turnover rates, recruitment acceptance/rejection rates, and overtime claims. They compared historical data in each of these areas with changes that occurred because of the modified 4/10 work schedule.

2) **Survey data:** Employee surveys have been a valuable tool to gather additional information directly from staff. A baseline employee survey was sent out to all employees once they were notified of the change in work schedules, but before the 4/10 work schedules actually started. The data discussed in this report reflects the results of that survey, as well as a final survey conducted in May 2009. The surveys gauged the feelings of all executive branch employees toward the 4/10 schedule as well its impact on various aspects of their personal life.

**Indicators and Lessons Learned**

The initial, July 2008 survey demonstrated a positive opinion from a significant majority of current state employees. The final survey showed a significant increase over those initial positive opinions of employees.

1) **Employee Work Preference**

The final survey indicated that almost 75% of respondents prefer the 4/10 schedule, up from 56% in the July 2008 questionnaire. More than 53% indicated the schedule had resulted in a positive impact on activities outside of work, up from 40% in the initial survey.

2) **Commuting**

Survey data indicates a savings in commuting costs, both in terms of actual dollars and in a reduction in the total driving days of personal vehicles to work. About 65% of employees agreed or strongly agreed the 4/10 schedule had reduced commuting costs.
3) Employee Issues

The baseline survey indicated that, prior to the implementation of the 4/10 work schedule, some employees anticipated negative impacts on childcare and the use of public transportation. Our final survey reported that the actual impact was much lower than anticipated in each of the areas. Only 9% of respondents indicated a negative impact on childcare, down from 20% who initially anticipated a negative impact. About 8% of employees indicated a negative impact on public transportation, down from 14% who anticipated a negative impact.

4) Organizational Impacts

Turnover has remained fairly consistent with the previous year’s turnover rate. The annualized turnover from July 2008 to November 2009 was 9.7%, while the overall turnover rate for the previous fiscal year (July 2007-June 2008) is 10.7%.

The ratio of job offers declined versus job offers made has also decreased slightly, indicating that fewer job applicants are turning down jobs with the State. There are, however, other factors that impact both recruitment and turnover, during the economic climate over the past several years, making it difficult to directly measure the impact of the new schedule.

5) Overtime

Since the establishment of the 4/10 work schedule, the State has experienced a significant decrease in the amount of paid overtime, compared with the same time period in previous fiscal years. Cumulative overtime across agencies in the Executive Branch is down 160,926 hours, or about 30%, since the 4/10 work schedule began over the previous year. This reduction is be equivalent to approximately $4.1 million. While the change in overtime hours may also be attributed to other factors, such as budget reductions in agencies and full staffing at certain agencies, a large portion of the savings is believed to be a result of the 4/10 work schedule.
Do you want to continue with the four day/ten hour work schedule or go back to your schedule prior to the Working for Utah initiative?
Only employees working a 4/10 schedule

- Revert to schedule prior to the four day/ten hour work week 18%
- Continue with four day/ten hour work week 82%

Executive Branch Overtime Changes
Total Overtime Hours

<table>
<thead>
<tr>
<th>Year</th>
<th>Overtime Hours</th>
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<tbody>
<tr>
<td>2007</td>
<td>445,017</td>
</tr>
<tr>
<td>2008</td>
<td>531,009</td>
</tr>
<tr>
<td>2009</td>
<td>370,083</td>
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Environmental Impacts

What is the estimated environmental impact?

⇒ Reduction of greenhouse emissions produced annually

Estimated: 12,652 metric tons  
Actual: 5,494 metric tons from vehicles and 4,546 metric tons from facilities (10,040 total)

⇒ Estimated reduction of gasoline consumed annually

Estimated: 744,000 gallons  
Actual: 523,980 gallons

The principal environmental benefits associated with the Working 4 Utah initiative have been reductions in greenhouse gas and air pollution emissions that stem from avoided fuel combustion for State buildings and employee vehicles. The following metrics illustrate the initiative’s impact on the environment.

Leading Indicators and Lessons Learned

1) Environmental Benefits

The Utah Department of Environmental Quality (DEQ) estimates the annual greenhouse gas emissions reductions associated with changes in employee personal vehicle use at 5,494 metric tons of CO₂. This is equivalent to taking 999 cars off the road for one year.

In addition, DEQ estimates annual air pollution reductions of 0.07 metric tons of PM10, 0.07 metric tons of PM2.5, 13.9 metric tons of NOx, 0.5 metric tons of SOx, 19.0 metric tons of VOCs, and 179 metric tons of CO from changes in employee personal vehicle use.

2) Commuter Energy Savings

Over the course of the pilot program, the Utah Department of Human Resource Management conducted a number of surveys of State employees on their commuting practices and vehicle characteristics both before and after the switch to a four-day work week under the Working 4 Utah initiative. The survey resulted in 8,320 complete responses that were then used to assess changes in employee personal vehicle use.

Applying these results to the 18,000 employees covered under the Working 4 Utah initiative, it is estimated that the new four-day work week resulted in over 523,980 gallons* of fuel conserved annually. At the current Utah gasoline price of $2.62 per gallon, this results in a savings to employees of over $1.37 million* (at $4.00 per gallon the savings would be over $2.0 million).

*Note that these estimates do not include potential changes in transit ridership or non-commuter personal vehicle use that may result from the Working 4 Utah initiative.
Lessons Learned & Suggestions

The following summarizes the lessons learned during the one-year pilot program.

**Leverage existing operational advantages.** During the pilot, Utah was contacted by a number of other public entities who asked how Utah’s experience with the 4/10 schedule may apply to their situation. Very few states expressed confidence in their performance management data. They were not convinced that they would be able to track changes or make adjustments to operations based on the data available today. Furthermore, very few states provide a comparable number of services online, as Utah does. The customer service impact is substantially greater for citizens who can only conduct their business over a counter.

**Project conservative energy savings from building adjustments.** The energy savings were positive, the projections for that goal fell short on the number and size of buildings that could be closed. Additionally, the projections did not forecast the substantial drop in energy prices that occurred almost immediately after the program launch. However, the adjustment in operating hours provided the State with a learning opportunity. From the outset of the initiative, it was assumed that strict observance of the new working hours would result in buildings running more efficiently, but as the pilot continued, it became clear that strategies were needed to encourage employee adherence.

**Address employee fatigue.** Some employees adjust to an extended workday more easily than others. In the future, employees might profit from a reminder of options that are available to them (i.e. exercise leave time, voluntary furlough, telecommuting) and managers and supervisors might profit from a forum where they can discuss other ideas on how to provide flexibility to employees.

**Conduct an energy savings awareness partnership campaign early.** Adjusting the heating/cooling systems in buildings is an important step in reducing energy consumption, but the full potential cannot be realized without a change in behavior from the people occupying the building. More noticeable savings were realized once Utah initiated the Think!Utah campaign, a grassroots employee energy awareness/behavioral partnership launched in June 2009.

**Accelerate the adjustment and monitoring of building systems.** Closing buildings and determining operation during the rest of the week is critical to estimating potential 4/10 energy savings. In several cases, energy studies were needed to determine the cost avoidance because of a lack of utility meters at specific buildings. Upgrading the controls and meters in buildings facilitated better consumption habits.

**Improve the use of alternative transportation.** The final employee survey indicated the negative impact of the initiative on commuters using transit was less than anticipated (9% actual instead of 14% anticipated). While this is encouraging, the amount of employees impacted is still significant. The State encouraged carpooling by developing an online matching tool specific to state employees.

**Develop a baseline and keep excellent records.** Alternative work arrangements generate a lot of interest. Utah developed a series of reports (baseline, interim, final), and posted them online at [http://www.utah.gov/governor/news_media/article.html?article=1724](http://www.utah.gov/governor/news_media/article.html?article=1724).