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**PERFORMANCE MANAGEMENT IN THE DISTRICT OF COLUMBIA  
BUILDING ON A STRONG FOUNDATION**

**TESTIMONY OF MAYOR ANTHONY WILLIAMS**

**SUBCOMMITTEE ON OVERSIGHT OF GOVERNMENT, RESTRUCTURING  
AND THE DISTRICT OF COLUMBIA  
COMMITTEE ON GOVERNMENTAL AFFAIRS  
UNITED STATES SENATE**

**OCTOBER 3, 2000**

Chairman Voinovich, Senator Durbin, members of the Subcommittee, thank you for the opportunity to testify before you today on performance management in the District of Columbia. I am glad to have this opportunity to detail the progress we are making in the District—improving service delivery, accountability and confidence of our citizens.

When we met in May, I described the components of the performance management system that the District implemented during the first year and four months of my administration. These components include:

- A Citywide Strategic Plan, crafted by our citizens to reflect their priorities.
- Scorecards that present clear goals and deadlines to the public.
- Agency-Specific Strategic Plans that outline fundamental changes in the way each of our agencies would conduct business.

And individual performance contracts that translate our larger, citywide plans into tangible, personal commitments—measures by which I can judge the success of each of my cabinet members.

By utilizing this system of performance management, I believe we can make three important changes in the way our government operates—changes that will make our government more efficient, effective and responsive. Our goal is to:

- 1) Instill the values of performance and accountability in the minds and day-to-day habits of every District employee.
- 2) Improve the quality and credibility of our reports and performance data, to clearly communicate our progress to District government managers, our Council, this Congress and – most importantly – the public.
- 3) And incorporate these components into our budget – so we allocate resources wisely, based on known prior results and clear future goals.

### **Responses to the GAO Report**

Shortly before we met last spring, the U.S. General Accounting Office issued its report that assessed our initial performance accountability report. The GAO's report raised several concerns about our system of performance management and data tracking. Specifically, those concerns were that the District did not:

- identify managers most directly responsible for achieving each performance goal or their immediate supervisors;
- specify two levels of performance for each goal, acceptable and superior performance;
- and describe the status of District government activities subject to a court order or and the requirements placed on the District by the courts.

During the course of my testimony today, I would like to address each of those concerns and describe what the District is doing to improve for the future.

### **Congressional Reporting Requirements**

The GAO's primary concern was the extent to which we complied with Congressional reporting requirements.

We addressed their concern through four measures:

- 1) Identifying managers and supervisors responsible for achieving each goal in our FY 2001.
- 2) Collaborating with your staff to draft legislation to reconcile Congressional and District deadlines
- 3) Eliminating the provisions for two levels of performance for each goal; and
- 4) Agreeing upon a set of major equity cases that the District will include in future performance accountability reports until or unless those cases are resolved.

Now that this system of checks and balances is in place, our future performance plans and reports will comply with Congressional guidelines and will be submitted by the established deadlines.

### **Building an Effective Performance Management System**

During the summer, we had many conversations with officials from the GAO—conversations that proved informative and instructive for both parties. Together, we have addressed the substance of the District’s performance management system:

- the components we have in place,
- the need for continuous review,
- the alignment of our Citywide Strategic Plan with our individual agency plans and the critical need to improve the quality and credibility of our performance data.

I am pleased to report that we have made important progress in each of these areas.

### **Components in Place**

First, we have created written agency strategic plans and performance contracts for agency directors on my cabinet. Second, our agency directors have adopted the Citywide Strategic Plan as their unifying vision and we are working together on crosscutting initiatives. Third, our agency directors will review their strategic plans this fall to identify priorities that have changed over the last year to extend those plans through FY 2002.

### **Need for Alignment**

Our challenge now is to explicitly align these agency plans with the Citywide Strategic Plan, so each city employee understands his or her role in achieving their agency's objectives and supporting the Citywide Plan. We have to ensure that every District employee, regardless of their position, understands that they are the people who can improve our government. We also must demonstrate to our residents how the day-to-day operations of our agencies support the Citywide Strategic Plan.

### **Ensuring Credible Data**

The GAO's findings during their sampling of our FY 2000 performance measures indicate that variations still remain in our data. I am concerned that few agencies provided summaries of their own internal data collection and management practices regarding the 31 measures that the GAO sampled. I also know that while many of our agencies have their own internal standards they are not sufficient to pass independent review.

We are already working to correct this problem. When we unveiled our Scorecards last spring, I asked the Inspector General to begin to audit selected Scorecard and performance contract measures for FY 2000. I wanted to determine the most common problems, propose means address to them and ensure that agencies have sufficient internal quality controls for success in FY 2001. To ensure we are making progress, the OIG will audit selected performance data prior to the submission of the District's FY 2000 performance accountability report to Congress in March 2001.

### **Accountability at All Levels**

As you all know, plans, goals and measures alone cannot succeed. For our city government to become self-sufficient, we have to change the behaviors and beliefs of District employees at all levels of government.

I have a commitment to create accountability among my cabinet and their senior-most deputies. We need to grow that commitment among middle managers, program managers and front-line service employees throughout the District government. That is the goal of our Management Supervisory Service: to provide performance incentives to senior and middle managers. Through the D.C. Office of Personnel Performance Management Program, we are establishing individual performance plans with goals and objectives for our agency middle managers and excepted service personnel in the Office of the Mayor.

### **Tying Resources to Results**

Among our most critical alignments is the alignment of performance goals and agency budget submissions. For our performance management system to work there must be a clear link between performance goals and budget allocations, between expenditures and end results. Each consecutive District budget has improved the relationship between resources and results but we have substantial work remaining in this area as well.

Our new Deputy Mayor and City Administrator, John Koskinen and our Chief Financial Officer, Dr. Natwar Gandhi, are working closely to ensure that the program and financial staffs are integrating performance goals into agency budget submissions. First, our FY 2002 budget instructions will clearly define how agencies should relate their goals and measures to resources. Second John's experience as Deputy Director for Management of OMB will enhance our ability to achieve this goal. While we are making progress, I anticipate it will take another two full budget cycles before we have established lasting relationships between financial and performance measures.

### **Streamlining Agency Goals**

The GAO's review of our 1999 year-end report noted 542 goals in the District of Columbia Financial Responsibility and Management Assistance Authority's FY 1999 Performance Accountability Plan. GAO and the District both felt that was an excessive number of goals to effectively manage and track. Yet GAO notes that our FY 2000 plan has 417 and our FY 2001 plan may have more. Agencies need to identify and focus on core strategic goals. Each agency will maintain an internal set of operating measures that support their strategic goals and many of these will be reflected in directors' performance contracts. However, for the FY 2002 performance accountability plans our agencies will be more selective in establishing critical goals and measures.

### **Performance to Date**

Now, let me turn to some of our recent accomplishments on the District's Scorecard Goals that we have completed since we met in May.

*Engaging employees at all levels in the implementation of the City-Wide Strategic Plan.* Since September, more than 450 employees in 22 agencies have participated in "alignment workshops" and are prepared to conduct workshops in their own agencies throughout FY 2001. This way, we foster ownership of the Strategic Plan by having employees bring the plan to their peers.

*Resurfacing 150 blocks of streets and alleys.* By July, we had resurfaced 200 blocks and to date we have resurfaced over 300 blocks—more than 30 miles of the District's streets. We have issued contracts to continue to resurface streets throughout 2000-2001.

*Continuing our commitment to e-government* by launching 5 new information and service delivery features on the District website, [www.washingtondc.gov](http://www.washingtondc.gov).

*Replacing the lions on the Taft Bridge.* The lions – which were removed in 1993 – held great historical significance for residents of the District. We committed to returning the lions by this July. They were indeed returned in July. Their return is symbolic of a government that keeps its commitments to its citizens.

*Putting 200 more officers on the street.* This has been achieved through lateral hires of police from other jurisdictions, regular academy classes and the August redeployment of nearly 1,000 officers who now spend one week each month patrolling in the District's neighborhoods. From our residents' perspective, that means more than 200 additional police on the street every day. As with the lions, we set a deadline – in this case, September – and we met it.

In addition to the timely completion of these goals, I am pleased to report that the Department of Motor Vehicles has reached one of its performance targets ahead of schedule.

Our DMV committed to reducing the time that customers wait in line to 30 minutes or less for 80 percent of driver's license and registration transactions by October. We actually exceeded that performance level in May, as 82 percent of wait times were less than 30 minutes. But we fell below the target in the months of June-July, as we introduced new digital photography technology. Now that our DMV personnel are comfortable with the new equipment, they met the 80 percent target again in August. I anticipate that our DMV will sustain and improve their Scorecard performance through October and beyond.

#### **Future Revisions to the Citywide Plan**

In my staff's discussions with the GAO, the evaluators noted that we had not directly engaged all the relevant stakeholders in reviewing and refining the Citywide Strategic Plan.

In developing our first Citywide Plan, we focused our outreach efforts on the residents of the District of Columbia. We brought together more than 3,000 residents in November 1999 to share my cabinet's draft plan with them. Based on their input, we significantly redrafted the plan, allowing the citizens of our city to reorient our plans and priorities.

During 2000, however, we will expand our outreach. First, we will engage more than 4,000 residents in neighborhood planning forums to identify priorities unique to their neighborhoods and communities. Second, as we prepare to update the Citywide Plan in fall 2001, we will engage a wider range of stakeholders in the review process for the Strategic Plan. In addition to our residents, we recognize the role of local businesses, our Council, and this Congress in helping the District identify and realize its goals.

**Improving Performance, Confidence and Morale**

Chairman Voinovich, Senator Durbin, members of the Subcommittee, I want residents to know that their government is focused on service delivery and accountability—being responsive to the needs of its people. I want them to know that services will be efficient, effective and delivered on time. I want District employees to be proud of working for the District and to have the resources and management support to achieve their agencies' and their personal goals. And I want our Council and this Congress to have confidence in the District's day-to-day financial and operational management, so we can collectively focus on broader issues of strategy and policy.

There is much work left to be done. But based on the newfound successes of our performance management system, I feel confident we can make the necessary improvements and enhance the effectiveness of this government.

Thank you for the opportunity to testify today. I will be glad to answer any questions you might have.

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