



## FY 2015 Performance Accountability Report Office of the City Administrator

### INTRODUCTION

The Performance Accountability Report (PAR) measures each agency's performance for the fiscal year against the agency's performance plan and includes major accomplishments, updates on initiatives' progress and key performance indicators (KPIs).

### MISSION

The mission of the Office of the City Administrator (OCA) is to facilitate the effective and efficient implementation of the Mayor's policies by providing leadership, support, and oversight of District government agencies.

### SUMMARY OF SERVICES

The Office of the City Administrator supports the day to day operations of the District government by:

- Managing the Performance Management program (CapStat), to track progress toward goals, reduce costs, improve government services, and increase government accountability;
- Improving government services and responsiveness by creating efficiencies and advancing innovative solutions to public challenges;
- Increasing public-private partnerships to expedite vital capital projects;
- Providing direct leadership and support to the Government Operations Cluster and the Public Safety and Justice Cluster, which report directly to the OCA, in addition to the operations of each Deputy Mayor's office;
- Developing fiscally responsible budgets and continuously monitoring agency spending to ensure government services are delivered on time and on budget; and
- Fostering fair and open negotiations with the District government's labor union workforce.

### OVERVIEW – AGENCY PERFORMANCE

The following section provides a summary of OCA performance in FY 2015 by listing OCA's top three accomplishments, and a summary of its progress achieving its initiatives and progress on key performance indicators.

### TOP THREE ACCOMPLISHMENTS

The top three accomplishments of OCA in FY 2015 are as follows:

- ✓ To develop the FY15 budget, the Office of Budget and Finance, with the City Administrator and the Executive Office of the Mayor, held three forums to engage residents from all 8

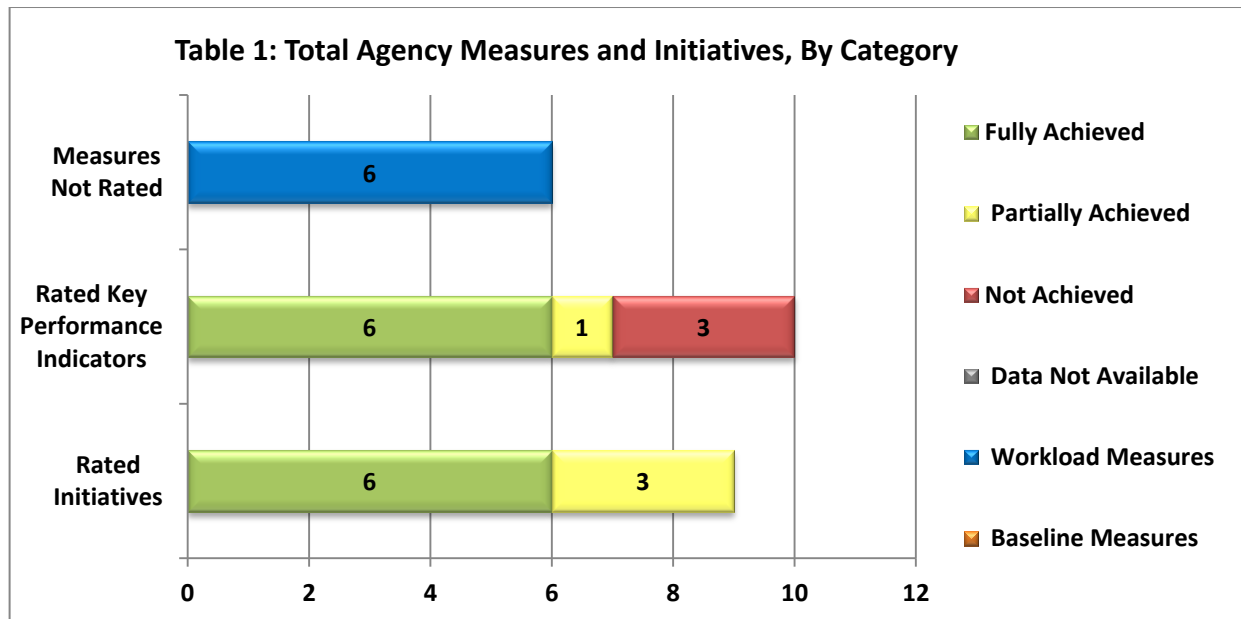


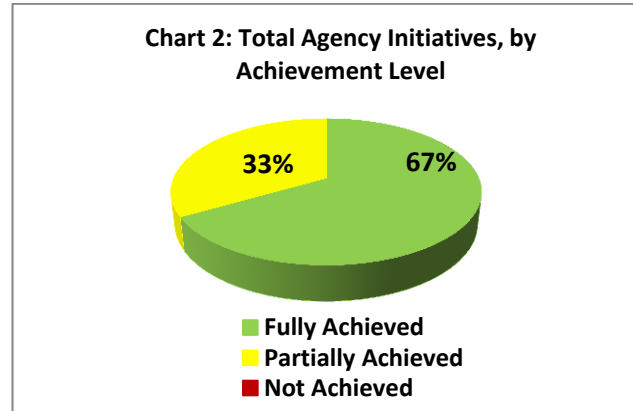
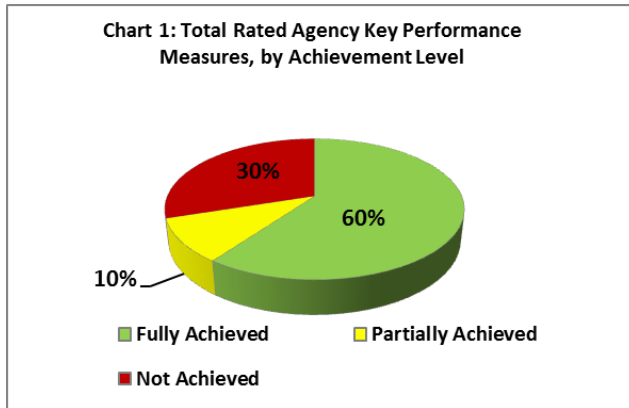
wards. These forums provided the opportunity to help the Mayor prioritize District investments that provide pathways to the middle class. As a result of these interactive forms, the Mayor’s budget closed a projected gap and made investments in ending homelessness, providing body cameras for MPD, implemented a new Kids Ride Free on Metrorail program, invested \$100 million in the Housing Production Trust fund, and more.

- ✓ The Office of the City Administrator (OCA) underwent a significant restructuring under the Bowser Administration. First, the Office of Budget and Finance was moved from the Mayor’s office to the OCA to formulate and present a balanced budget on behalf of the Mayor. Next, the Office of Labor Relations and Collective Bargaining, Agency Operations team, and Office of Performance Management (OPM) were moved under the purview of the Director of Agency Operations; a senior team member who reports directly to the City Administrator.
- ✓ In FY15 the OCA’s Office of Performance Management developed and established a weekly Mayor’s Dashboard that visualizes significant issues from across agencies. Examples of data gathered include daily information on homicides and FEMS response times, weekly homeless shelter populations, and monthly unemployment levels.

#### SUMMARY OF PROGRESS TOWARD COMPLETING FY 2015 INITIATIVES AND PROGRESS ON KEY PERFORMANCE INDICATORS

Table 1 (see below) shows the overall progress the OCA made on completing its initiatives, and how overall progress is being made on achieving the agency’s objectives, as measured by their key performance indicators.





In FY 2015, OCA fully achieved two-thirds of its initiatives and nearly two-thirds of its rated key performance measures. Table 1 provides a breakdown of the total number of performance metrics OCA uses, including key performance indicators and workload measures, initiatives, and whether or not some of those items were achieved, partially achieved or not achieved. Chart 1 displays the overall progress being made on achieving OCA objectives, as measured by their rated key performance indicators. Please note that chart 2 contains only rated performance measures. Rated performance measures do not include measures where data is not available, workload measures or baseline measures. Chart 2 displays the overall progress OCA made on completing its initiatives, by level of achievement.

The next sections provide greater detail on the specific metrics and initiatives for OCA in FY 2015.

## PERFORMANCE INITIATIVES – ASSESSMENT DETAILS

### City Administrator (OCA)

#### OBJECTIVE 1: Ensure the delivery of high-quality District services.

##### **INITIATIVE 1.1: Reorganize the Office of the City Administrator to improve oversight and support of District government agencies.**

In FY15, the OCA will establish two (2) new positions to improve the oversight and support of District government agencies. First, the OCA will establish a new Deputy City Administrator position, which will directly manage the subordinate agencies in the Government Operations and the Public Safety and Justice Cluster agencies. Second, the OCA will establish a new Director of Agency Operations to support the day to day operations of District agencies, in coordination with each Deputy Mayors office. Together, these positions will provide senior leadership and guidance for the management of District operations. The reorganization will also include the establishment of several new divisions or offices, including the addition of the Office of Budget and Finance, which was previously a direct report to the Executive Office of the Mayor. **Completion date: January, 2015.**



**Performance Assessment Key:**

The OCA successfully added the two (2) new positions and hired for both the Deputy City Administrator and a Director of Agency Operations. They also successfully added the Office of Budget and Finance and revamped the Office of Performance Management.

**INITIATIVE 1.2: Establish an Office of Government Innovation.**

In FY15, the OCA will establish an Office of Innovation, which will be responsible for developing new ways of doing business to more effectively manage agency operations. The Office will work closely with multiple District agencies to carry out this mission, including the Office of the Chief Technology Officer. Specifically, the office will be responsible for good government best practice research and the implementation of strategy development.  
**Completion date: September, 2015.**

**Performance Assessment Key:**



The OCA reassessed how to best implement a government innovation team and determined the best approach would be to embed these innovation positions within the Office of Performance Management (OPM). These positions will assist agencies in coming up with innovative solutions to intractable problems and will be filled by early February 2016. Furthermore the OCA assisted OCTO in establishing an Office of Technology Innovation led by the first Director of Technology Innovation. OPM worked with the Office of Technology Innovation to spark ideas and implementation of new processes, including the start of a new performance reporting website for the District Priority Goals and Performance Plans.

**INITIATIVE 1.3: Establish an Office of Public-Private Partnerships.**

In FY15, the OCA will establish the Office of Public Private Partnerships, which was created pursuant to District statute (Act A20-0550). Pursuant to the Act, the Office is the primary public entity responsible for facilitating the development, solicitation, evaluation, award, delivery, and oversight of public-private partnerships that involve a public entity in the District. The Act requires that the Office is headed by an Executive Director, which the OCA will recruit in FY15. Additional support staff may be required once the Executive Director is on-boarded and has an opportunity to advise on an appropriate staffing structure.  
**Completion date: September, 2015.**



**Performance Assessment Key:**

The two leaders of the Office of Public-Private Partnerships were recruited in FY15 and started in FY 2016.

**INITIATIVE 1.4: Enhance data-driven decision making through the use of the District's performance management program (CapStat).**



In FY15, the OCA will re-envision the CapStat program to create an effective and accessible performance management system to help inform progress toward goals and hold agencies accountable. In support of this effort, the OCA will appoint the District's first Chief Performance Officer, who will oversee the day to day operations of the performance management program and ensure that the District implements a comprehensive performance management system that is informed by best practices and includes regular meetings to review progress toward performance goals. **Completion date: September, 2015.**

***Performance Assessment Key:***

- The OCA hired a Chief Performance Officer and established an Office of Performance Management in FY15. This team supported the CapStat effort and analyzed and facilitated forums on Snow Removal, Workforce Development Vendors, Deadly Violence, Grass Mowing, and Traffic Camera Management.

**INITIATIVE 1.5: Promote transparency and engagement in the budget development process.**

In FY15, the Office of Budget and Finance will work directly with the City Administrator and the Executive Office of the Mayor to engage residents from all 8 wards to create the District's next budget. With residents at the table, the Mayor will prioritize closing the gaps and giving everyone a fair shot by investing in education, job training, and affordable housing. The Mayor and senior staff will attend dozens of community meetings in February, in addition to hosting at least 3 Budget Engagement Forums, designed to be interactive discussions where District residents can provide input to help shape priorities. **Completion date: March, 2015.**

***Performance Assessment Key:***

- To develop the FY15 budget, the Office of Budget and Finance, with the City Administrator and the Executive Office of the Mayor, held three forums to engage residents from all 8 wards. These forums provided the opportunity to help the Mayor prioritize District investments that provide pathways to the middle class. As a result of these interactive forms, the Mayor's budget closed a projected gap and made investments in ending homelessness, providing body cameras for MPD, implemented a new Kids Ride Free on Metrorail program, invested \$100 million in the Housing Production Trust fund, and more.



## KEY PERFORMANCE INDICATORS– City Administrator

	KPI	Measure	FY 2014 YE Actual	FY 2015 YE Target	FY 2015 YE Revised Target	FY 2015 YE Actual	FY 2015 YE Rating	Budget Program
	1.1 <sup>1</sup>	Percent of District agencies completing a Fiscal Year Performance Plan	100%	95%	Not Applicable	100%	105.26%	City Administrator
	1.2	Percent of District agencies participating in the Performance Management Program completed training	41%	95%	Not Applicable	73.97%	77.87%	City Administrator
	1.3	Percentage of fiscal year key performance indicators either fully or partially achieved	75%	85%	Baseline Measure	63.44%	66.78%	City Administrator
	1.4	Percentage of fiscal year agency initiatives either fully or partially achieved	Not Available	95%	Not Applicable	Not Available <sup>2</sup>	Not Applicable	City Administrator
	1.5	Total number of CapStat and Task Force meetings held	12	15	Not Applicable	6 <sup>3</sup>	40%	City Administrator

<sup>1</sup> Agencies under KPI 1.1 includes those under Mayoral control as well as independent agencies that choose to opt into the District's performance plan process.

<sup>2</sup> The OCA intended to update the KPI Tracker, the database which tracks Agency submissions, to add the capability to count initiative completions. However this was not accomplished in FY 2015. In FY 2016, the agency intends to introduce a new, improved more user friendly data base which will track KPIs and initiatives and other metrics as needed for a comprehensive performance management program.

<sup>3</sup> Due to leadership changes in the Performance Management program and a change in the direction of the CapStat Program the OCA was unable to meet the goal of 15 CapStat meetings this FY, but intends to meet their target in FY16 with a new, revamped program.



## Labor Relations and Collective Bargaining

**OBJECTIVE 1: Effectively administer the labor relations program by engaging in good faith with duly elected and authorized employee labor representatives.**

**INITIATIVE 1:1: Monitor DC Court of Appeals litigation addressing attempt to reconcile the split in the Superior Court's decisions regarding the application of the Revised Uniform Arbitration Act and its supposed displacement by the CMPA.**

The litigation related to this initiative has been completed, pending a decision of the D.C. Court of Appeals *en banc*. Once a decision is issued the OLRCB will review and work with the Office of the Attorney General to ensure the District's position is reconciled, including the filing of any required appeal. **Completion Date: December 2014.**

**Performance Assessment Key:**

**Partially achieved:** The litigation related to this initiative has been completed in the D.C. Court of Appeals, pending a decision on remand to the D.C. Superior Court relating to two AFSCME Local 2921 Reduction-in-Force (RIF) related matters arising at DCPS. Management's position is that the court system and not arbitrators must determine whether a matter is substantively arbitrable under the Revised Uniform Arbitration Act (RUAA). Once a decision is issued from D.C. Superior Court, OLRCB will work collectively with the Office of the Attorney General to ensure the appropriate position is in place and reconciled accordingly.

**INITIATIVE 1:2: Reduce litigation costs.**

Labor litigation costs negatively impact the District's budget and in some cases these costs can often be avoided if (1) agencies review and comply with the collective bargaining agreements and (2) seek OLRCB advice and counsel before making decisions that impact union employees. In an effort to reduce litigation costs OLRCB will enhance its case assessment procedures by notifying the City Administrator monthly of cases that OLRCB believes should be settled, should an agency disagree with OLRCB's recommendation to settle. In such cases, the City Administrator will direct OLRCB to proceed with the hearing or settle the case. This process has been implemented and communicated to all affected agencies during the most recent Labor Liaison Forum in June 2014. Current data indicates that formalizing and compliance with this process should result in a reduction in litigation costs **Completion Date: September 2015**

**Performance Assessment Key:**

**Fully achieved:** Labor litigation costs for FY 2015 were controlled and/or reduced by implementing a timely and thorough process of regularly assessing cases and promptly recommending settlement where warranted. The result was a significant reduction in the number of cases proceeding to full litigation (see response to Initiative 1:3). An additional positive result was a reduction in the payout of wages and attorney fees for properly settled



and resolved cases. Specifically, in FY 2015 approximately \$673,000 was saved from wages and attorney's fees.

**INITIATIVE 1:3: Increase the speed at which arbitration hearings are scheduled and conducted by focusing on keeping cases moving or encouraging withdrawal, where appropriate.**

The OCA is committed to timely resolving labor disputes. To that end, the OLRCB will be proactive in its approach and management of cases and ensure that arbitration and unfair labor practice hearings are completed as expeditiously as possible, by proactively demanding withdrawal of arbitration demands if the requisite arbitration panel has not been requested from the Federal Mediation and Conciliation Services or the American Arbitration Association and confirming management witnesses availability early to avoid extension of hearings. To date OLRCB has been successful in having 5 out of 8 cases either withdrawn or administratively dismissed by PERB. OLRCB will similarly address 15 dormant cases in FY 2015.

**Completion Date: September 30, 2015**

***Performance Assessment Key:***

- **Fully achieved:** OLRCB took a strong, consistent and proactive stance towards pressing union's counsel to resolve cases either by pursuing them to be advanced to hearings or withdrawing the same in a timely fashion. This initiative resulted in a number of longstanding cases to be either withdrawn by the respective unions, administratively dismissed by the PERB or the same promptly proceeded to a hearing on the merits of the allegations. During FY 2015, the revolving open labor-related caseload went from approximately 202 open cases at the end of FY 2014 to approximately 178 at the end of FY 2015.

**INITIATIVE 1:4: Achieve compliance with the statutory mandate to negotiate compensation and working conditions agreements at the same time.**

Draft legislation to effectuate the current statutory mandate that compensation and working conditions agreements be negotiated at the same time. The problem has been that some Locals delay coming to the table for working conditions bargaining because they fear losing provisions in their contract. Nevertheless they benefit from each Compensation Units 1 & 2 agreement that is negotiated. This deprives the District of the give and take that is contemplated in having both sets of bargaining – compensation and working conditions conducted at the same time. Bargaining for police officers, lawyers, nurses, doctors and firefighters all encompass compensation and working conditions at the same time.

**Completion Date: October 30, 2014**

***Performance Assessment Key:***

- **Initiative withdrawn:** This initiative was developed prior the appointment of a permanent Director. Upon further review, this initiative was determined not to be attainable given that there are 21 working conditions agreements under the Compensation Units 1 & 2 Agreement





and as many agencies with differing operational needs to be addressed in working conditions bargaining. However, OLRCB is continuing to work through agencies and labor groups on updating working conditions where appropriate.

**INITIATIVE 1:5: Increase training contacts.**

Dedicate additional current resources to training by including discipline training with every contract training. **Completion Date: September 30, 2015.**

**Performance Assessment Key:**

- **Fully achieved:** OLRCB made it a priority to offer and conduct extensive training on topics ranging from Basic Labor Relations, Discipline, Managing in a Union Environment, How to process dues and specific contract training throughout FY 2015. Many of these training were conducted with senior management, frontline managers, and labor liaisons at their respective agencies or at OLRCB. More specifically, trainings took the form of in-person instruction, monthly cluster conference calls with grouped agencies and in-person Labor Liaison Forums. All of the aforementioned training was performed by current OLRCB staff.

**INITIATIVE 1:6: Propose legislative amendments to the CMPA in support of the objectives of OLRCB. Completion Date: September 30, 2015**

Propose legislative language limiting attorney fees in labor related arbitration and similar proceedings to \$90.00 per hour based on D.C. Official Code § 11- 2604(a). This is warranted as adverse litigation can and does sometimes result in disproportionately large attorney fees awards that often do not align with the fees union attorneys charge the unions they represent. These fees are typically based on the Laffey matrix which arose from and are appropriate for complex federal litigation not arbitration. Fees based on the Laffey matrix are indexed to years of practice and can run in excess of \$500.00 per hour.

Propose legislative language requiring arbitrators to follow District law and case precedent strictly instead of applying reasoning that varies from either or both.

**Performance Assessment Key:**

- **Initiative withdrawn:** Unfortunately, during FY 2015 prior to the appointment of a permanent Director, this initiative was not properly assessed or vetted. Upon further discussion, this initiative was determined not to be viable.



## KEY PERFORMANCE INDICATORS– Labor Relations and Collective Bargaining

	KPI	Measure	FY 2014 YE Actual	FY 2015 YE Target	FY 2015 YE Revised Target	FY 2015 YE Actual	FY 2015 YE Rating	Budget Program
●	1.1	Percent of Collective Bargaining Agreements in impasse	1%	20%	Not Applicable	2.44%	820%	Labor Relations and Collective Bargaining
●	1.2	Percent of compensation collective bargaining agreements currently under negotiation	1%	100%	Not Applicable	32%	312.50%	Labor Relations and Collective Bargaining
●	1.3	Percent of non-compensation collective bargaining agreements currently under negotiation	3.6%	0%	Not Applicable	24.39%	205%	Labor Relations and Collective Bargaining
●	1.4	Percent of cases successfully mediated before third party neutrals	38%	50%	Not Applicable	65%	130%	Labor Relations and Collective Bargaining
●	1.5	Percent of cases successfully litigated before the Public Employee Relations Board	37%	50%	Not Applicable	50%	100%	Labor Relations and Collective Bargaining
●	1.6	Total number of training sessions provided to labor liaisons, managers, supervisors and management officials	43	120	Not Applicable	49 <sup>4</sup>	40.83%	Labor Relations and Collective Bargaining

<sup>4</sup> This metric has been adjusted as training is better reflected in the actual number of employees trained and represents employees trained through multiple training mechanisms. A minimum of 28 agencies received training during FY 2015.



## WORKLOAD MEASURES – APPENDIX

### WORKLOAD MEASURES ●

Measure Name	FY 2013 YE Actual	FY 2014 YE Actual	FY 2015 YE Actual	Budget Program
Total number of Fiscal Year Performance Plans monitored and tracked	70	73	73	City Administrator
Total number of agency Key Performance Indicators monitored and tracked	1,431	1,571	1617	City Administrator
Total number of agency Initiatives monitored and tracked <sup>5</sup>	1,154	1,256	Will be updated by 1/31	
Total Number of collective bargaining agreements with agencies under the Mayors personnel authority	43	40	41	Labor Relations and Collective Bargaining
Total compensation collective bargaining agreements	21	20	25	Labor Relations and Collective Bargaining
Total non-compensation collective bargaining agreements	43	40	41	Labor Relations and Collective Bargaining

<sup>5</sup> This figure needs to be calculated manually after all agency PAR reports have been completed. The OCA will calculate this figure after the 15<sup>th</sup> and update the PAR by January 31<sup>st</sup> to reflect the total. Starting in FY 2016, this metric will be tracked electronically and will be able to be entered by January 15<sup>th</sup> of each year.