Session IV
Effective Performance Assessment and Communication

Module I
Performance Measurement and Performance Communication
Module I
Performance Measurement and Performance Communication

Section 1
Introduction to Performance Measures
Desired Outcomes for Operations Academy Performance Measurement Classroom Training

- Gain understanding of today’s use and concepts of performance measurement as applied to surface transportation management and operations.
- Gain understanding and applicable skills in how to choose performance measures that demonstrate the effectiveness of operational strategies, communicate challenges and justify funding in the areas of Mobility and Safety.
- Gain understanding and knowledge of data collection techniques and technologies.
What Is Performance Measurement?

- An opportunity to tell your story
- An opportunity to better manage your system

“Use of statistical evidence to determine progress towards specific organizational and system objectives”
Why Measure Performance?

Key Driving Forces Include:

- Legislative Mandates, Agency Initiatives
- Strategic and Business Planning
- Overall Shortages of Resources
- Competing for Resources: Quantification of Benefits for Freeway Programs, Particularly for Operations
- Public Expectations for Accountability
- Political Expectations for Accountability
Group Discussion

- Why do transportation organizations adopt performance measures?
- What has your experience been to date? - How successful were those endeavors in your organization?
- Do you manage with performance measures?
- If so, in what areas of the organization?
Academic Analysis


1. Scientific Management, using best practices to achieve efficiency
2. Liberation Management, using outcome (performance) measurement to achieve higher performance
3. War on Waste, using cost-savings techniques and downsizing to achieve efficiency
4. Watchful Eye, using public disclosure (through sunshine laws) to achieve fairness
Benefits of Performance Management

- Enhance Productivity and Service Delivery
- Improved Communication
- Demonstrating Program Effectiveness
- Making the Case for Funding
- Resource Allocation and Decision Making
- Motivating/Incentivizing Staff
Academic Analysis


Behn says public managers should use measures to:

1. **Evaluate**: How well is my agency performing?
2. **Control**: How do I know my subordinates are doing the right thing?
3. **Budget**: How should my agency spend the public’s money?
4. **Motivate**: How do I motivate staff, managers, collaborators?
5. **Promote**: How do I convince superiors, legislators, and citizens that I’m doing a good job?
6. **Celebrate**: What accomplishments are worthy of celebrating?
7. **Learn**: What is working or not working?
8. **Improve**: What should be done differently to improve performance?
Koppell: Pathology of Accountability, 2005

- Too Much of a Good Thing? Reactions to the Proliferation of Performance Measurement
- Koppell writes about Multiple Accountability Disorder (MAD)
Some Things To Watch For

1. Manipulation of data to show good results.
2. Diversion of organizational focus to things that are measured (and that are easily measured).
3. The inability to show what outcome is related to agency performance and what is related to the external environment.
4. Misuse of performance information for political gain.
5. A bias toward efficiency and economy in performance, to the detriment of concerns such as equity, quality of service, and public responsiveness.
6. Performance measures can empower and disempower managers.

(Source: Thompson, J.R. The Dual Potentialities of Performance Measurement)
Academic Analysis


- Behn dismisses the search for the “best performance system”
- The real performance changers are leaders, not systems.
- Performance management “is the active, conscious efforts of the leadership of a public agency to motivate people - both employees and collaborators - to produce more, or better, or more consequential results that are valued by citizens.”
Some Definitions

- **Mission**: The broad goal of an organization; its purpose.
- **Target or Goal**: Results that an organization wants to achieve.
- **Outcomes**: Measure the broader results achieved through the provision of goods and services. Example: *Percent of lane miles in fair or better condition.*
- **Outputs**: Measure the quantity of goods and services produced and the efficiency of production. Example: *Number of lane miles repaved in 2006.*
- **Activities**: Specific actions intended to achieve goals.
- **Benchmarks**: A measure or goal based on industry best practices (most misused term).
- **Indicator**: A higher-level measure and/or measure of an outcome that an organization generally has limited influence over. Example: *The percentage of the state population commuting to work by methods other than driving alone.*
Introduction to Performance Measurement: Related Resources

- Koppell, J. Pathology of Accountability. 2005
- Thompson, J.R. The Dual Potentialities of Performance Measurement
Module I
Performance Measurement and Performance Communication

Section 2
Effective Performance Communication: A Practitioner’s Guide to Performance Journalism
The combination of quantitative reporting and storytelling

Share the performance of WSDOT’s complex and diverse programs and projects clearly and concisely in a format that everyone can easily understand and explain to their neighbors

A collaborative effort between executives, performance analysts, and program experts across the agency is essential—no silos allowed

www.wsdot.wa.gov/accountability
Effective Performance Communication: Performance Journalism

1. Good Stories
2. Good Writing/Presentation
3. Good Data
4. Good Format
5. Good Graphics
6. Good Quality Assurance/Quality Control
7. Good Timing
8. Good Software

Handout: GNB folio and a sample GNB page
Effective Performance
Communication: Performance
Journalism

1. Good Stories: Use narrative reporting to make it real

Anatomy of an Incident Lasting Over 90 Minutes
On Wednesday morning, April 12, 2005, at approximately 10:57 a.m., a semi-tractor trailer with double tanks overturned while attempting to brake for traffic. The truck was carrying a full load of hot tar when it rolled over and spilled its cargo onto northbound I-5, just south of the Mercer on-ramp in Seattle. Several hundred gallons spilled out of the ruptured tanks and covered all northbound lands. Washington State Patrol (WSP) was notified immediately, as well as WSDOT. WSDOT Incident Responders (IR) arrived in eight minutes.

SOURCE: June 30th, 2005 ed. WSDOT Gray Notebook, P. 59
2. **Good Writing/Presentation:** Explain it to your next-door neighbor; share information in a conversational style

**Monster of the Midway**
In the heart of the Columbia River Basin on I-90, some people have seen a snowplow at work that is larger than what is typically on the road. It’s the latest in WSDOT’s snow-fighting arsenal called the double-winged snowplow. In recent years, WSDOT maintenance trucks have donned a plow on one side to add snow removal capacity to the traditional front plow. The Moses Lake crew is taking the next step with wing plows on both sides of the truck. The can clear a swath of snow 21 feet wide in a single pass. Others states have used similar plow configurations with success. While the mild winter didn’t provide many opportunities to use the double-wing, it’s ready for what may come next winter.

SOURCE: March 31st, 2005 ed. WSDOT Gray Notebook, P. 46
3a. Good Data: Source data is your credibility

**Snoqualmie Pass Winter Closure Hours**
**Interstate 90 Winter Seasons, 1995 to 2006**
*Accumulated Annual Hours and Inches of Snowfall*

Source: WSDOT Maintenance.
3b. Good Data: Make sure that your data is robust.

Percent Reduction of Run-Off-the-Road Collisions on Roads After Centerline Rumble Strips Were Installed

-10% 0% 10% 20% 30% 40% 50% 60% 70% 80%

All Locations
All Locations - Fatal/Disabling Collisions
Locations with Shoulder Rumble Strips
Locations without Shoulder Rumble Strips
4. **Good Format:**

Design should not distract from content
5. **Good Graphics**: Every chart tells a story; every chart asks a question

**IR Responses to Fatality Collisions**

*January 2002 - September 2006*

Program Expansion (July 2002)  
Average Clearance Time  
Number of Responses

Source: WSDOT Incident Response Tracking System.
6. **Good Quality Assurance/Quality Control**: It is part of every step in the analysis and report production.

7. **Good Timing** (as in “real-time”): Provide frequent and timely information.

8. **Good Software**: Use software capable of generating both good formats and good graphics.
Other Examples of State DOTs’ Public Performance Communication

Virginia’s Dashboard

Maryland’s Annual Attainment Report

Missouri’s Tracker
Effective Performance Communication: Performance Journalism – Related Resources

- Virginia Dashboard
dashboard.virginiadot.org/default.aspx

- Maryland Attainment Report
www.mdot.state.md.us/Planning/plans%20programs%20reports/index.html

- Missouri Tracker
www.modot.org/about/general_info/Tracker.htm

- Folio: What is the Gray Notebook?
Module I
Performance Measurement and Performance Communication

Section 3
Graphing WSDOT Style
Effort was great! Data was good! Presentation was lousy?

The Key to Effective Communication:
- A Step-by-Step, Practical, How-to that Anyone Can Do
- How to deconstruct and reconstruct Excel

With appreciation to Edward Tufte, Professor Emeritus of Yale University, and to Barb Felver of the Washington State Department of Social and Health Services
Figure VI-1
Average Annual Wages by Sex, 1979 & 1989

Men continued to earn higher incomes than women. . .
Men continued to earn higher incomes than women. . .

![Bar chart showing average annual wages by sex, 1979 & 1989.](chart)

- **Men** in 1979 had an average wage of $34,545, compared to $33,834 in 1989.
- **Women** in 1979 had an average wage of $18,022, which increased to $19,684 in 1989.
- **Total** average wage for both men and women combined increased from $28,722 to $27,824 over the same period.
Men continued to earn higher incomes than women.
Figure VI-1
Average Annual Wages by Sex, 1979 & 1989

Men continued to earn higher incomes than women...
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Real Annual Wage and Salary Income (1989 dollars)
Men continued to earn higher incomes than women. . .
Men continued to earn higher incomes than women. 

**Figure VI-1**

*Average Annual Wages by Sex, 1979 & 1989*

- **Men**:
  - 1979: $34,545
  - 1989: $33,384

- **Women**:
  - 1979: $18,022
  - 1989: $19,684
Men continued to earn higher incomes than women.

Figure VI-1
Average Annual Wages by Sex, 1979 & 1989

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Men continued to earn higher incomes than women. ...
The Gap Between Male and Female Earnings is Decreasing, but Men Still Earn More Than Women

Figure VI-1

- Men in 1979: $34,545
- Women in 1979: $18,022
- Men in 1989: $33,384
- Women in 1989: $19,684
The Gap Between Male and Female Earnings is Decreasing, But Men Still Earn More Than Women*

*Average annual income, 1989 dollars (real income)
Figure VI-1
The Gap Between Male and Female Earnings is Decreasing, But Men Still Earn More Than Women*

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OFFICE OF FINANCIAL MANAGEMENT
JUNE 1993
Men continued to earn higher incomes than women.
The Gap Between Male and Female Earnings is Decreasing, But Men Still Earn More Than Women*

*Average annual income, 1989 dollars (real income)

OFFICE OF FINANCIAL MANAGEMENT

JUNE 1993
DSHS Expenditures

- **81%**: Vendors & Clients
- **13%**: DSHS Salaries, Wages
- **6%**: Other

REMOVE SHADING
DSHS Expenditures

- Vendors & Clients: 81%
- DSHS Salaries, Wages: 13%
- Other: 6%

REMOVE LINE
DSHS Expenditures

- Vendors & Clients: 81%
- DSHS Salaries, Wages: 13%
- Other: 6%

DELETE LEGEND

Vendors & Clients
DSHS Salaries, Wages
Other
DSHS Expenditures

- Salaries, Wages and Benefits: 13%
- Other: 6%
- Dollars to Vendors and Clients: 81%
DSHS Expenditures

- Dollars to Vendors and Clients: 81%
- Salaries, Wages, and Benefits: 13%
- Other: 6%
Our Spending Goes to Client Care

- Dollars to Vendors and Clients: 81%
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Our Spending Goes to Client Care

DSHS 2001-03 Budget = $14.1 Billion

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Our Spending Goes to Client Care

2001-03 DSHS Budget = $14.1 billion

- Dollars to Vendors and Clients: 81%
- Salaries, Wages and Benefits: 13%
- All Other*: 6%

COMPLETE MESSAGE: Where do we place our FTEs?
Our Spending Goes to Client Care
Proposed = $14.1 billion

Dollars to Vendors and Clients 81%
Salaries, Wages and Benefits 13%
All Other* 6%

*All Other includes items such as leases, Attorney General services, agency contracts (other than direct vendor or client services), capital outlays, administrative hearings, support services, training, fraud prevention, administration of vendor contracts, and administration.

Our Employees Serve Clients First
Proposed = 18,201 FTEs

Direct Service FTEs 96%
Central Management FTEs 4%
**BUDGET SUMMARY**

**Our Spending Goes to Client Care**
Proposed = $14.1 billion

**Focused and Efficient**

2001-03 Proposed Budget
$14.1 Billion (All Funds)

*All Other includes items such as leases, Attorney General services, agency contracts (other than direct vendor or client services), capital outlays, administrative hearings, support services, training, fraud prevention, administration of vendor contracts, and administration.

**Direct Service FTEs**
96%

**Central Management FTEs**
4%

**Dollars to Vendors and Clients**
81%

**Salaries, Wages and Benefits**
13%

**Proposed = 18,201 FTEs**

**Our Employees Serve Clients First**

**Our Spending Goes to Client Care**
Proposed = $14.1 billion
BEFORE

DSHS Expenditures

- 81%
- 13%
- 6%

Vendors & Clients
DSHS Salaries, Wages
Other
Our Spending Goes to Client Care
Proposed = $14.1 billion

Focused and Efficient
2001-03 Proposed Budget
$14.1 Billion
(All Funds)

* All Other includes items such as leases, Attorney General services, agency contracts (other than direct vendor or client services), capital outlays, administrative hearings, support services, training, fraud prevention, administration of vendor contracts, and administration.

Dollars to Vendors and Clients
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Direct Service FTEs
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Our Employees Serve Clients First
Proposed = 18,201 FTEs

AFTER
What’s Wrong with this Graph?

Mitigation Acres Achieved

Acreage Required & Achieved, Cumulative

Acreage Required & Achieved by Year

Real Life Gray Notebook example of a “BEFORE” graph
The Final Version
(as it Appeared in the Gray Notebook)

Wetland Mitigation Acres
2001-2006

Number of Acres Achieved

Achieved Cumulative

Required Cumulative

Required

Achieved

Data Source: WSDOT Environmental Services Office

Real Life Gray Notebook example of an “AFTER” graph, from the December 31, 2006 edition
Module I
Performance Measurement and Performance Communication

Section 4
Putting It Into Practice: Effective Performance Communication
Group Assignment

Putting it into Practice: Roadkill Report

- Create an outline or a roughly formatted page of a one-page performance report on roadkill numbers and your group’s “DOTX” carcass removal/disposal results.
- Come up with performance measures, rough draft text, “pictures”, and anything else that you think would go on a page that could illuminate the program’s results. It’s ok to make up statistics, stories, etc. Each group has 15 minutes to come up with a draft, then has two minutes to present.
Group Assignment

Richard Marcou, How to Cook Roadkill: Goremet Cooking

“You’re so morbid, Jonathan—the paper comes, and that’s the first section you always head for.”

Gary Larson, The Far Side
Graphing WSDOT Style: Related Resources