

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

Paul Light, The Tides of Reform: Making Government Work, 1945-1995 (1997)

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

Robert Behn: “Why Measure Performance?” Public Administration Review, Sept-Oct 2003

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?

Academic Analysis

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

***Robert Behn, “On the Ludicrous Search for the Magical Performance Measurement System.”
(Government Finance Review, 2005)***

- 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

- Light, P. **The Tides of Reform: Making Government Work, 1945-1995 (1997)**
- Behn, R. **“On the Ludicrous Search for the Magical Performance Measurement System.” (Government Finance Review, 2005)**
- Behn, R. **“Why Measure Performance?” *Public Administration Review*, Sept-Oct 2003**
- 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

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**



Measures, Markers and Mileposts

The Gray Notebook for the quarter ending September 30, 2006

WSDOT's quarterly report to the Governor and the Washington State Transportation Commission on transportation programs and department management

Douglas B. MacDonald
Secretary of Transportation



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 lanes. 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

Effective Performance Communication: Performance Journalism

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



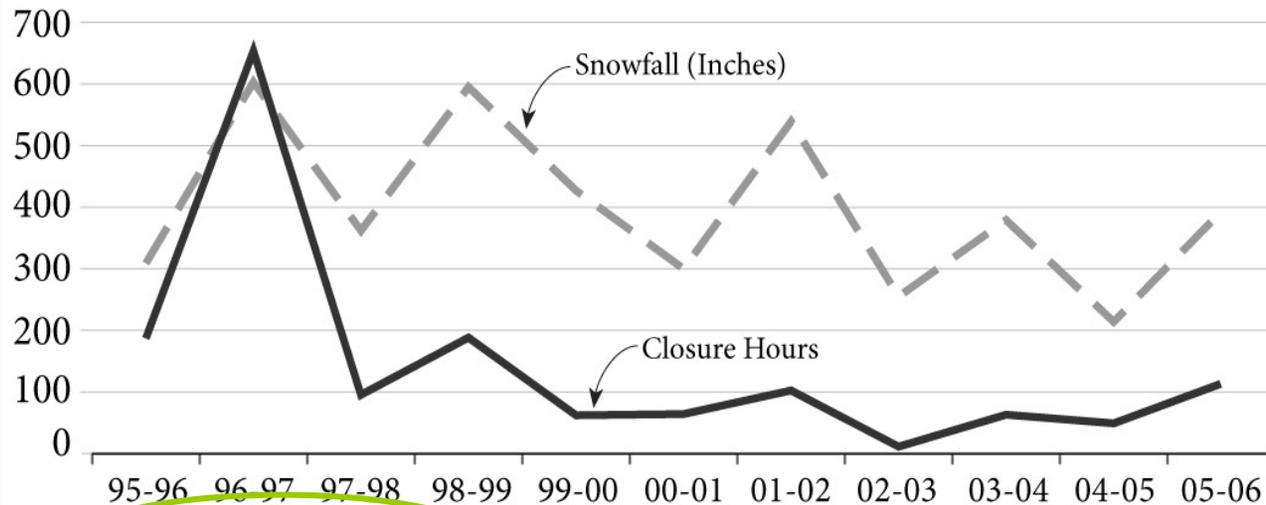
Effective Performance Communication: Performance Journalism

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

Source: WSDOT Maintenance.

Effective Performance Communication: Performance Journalism

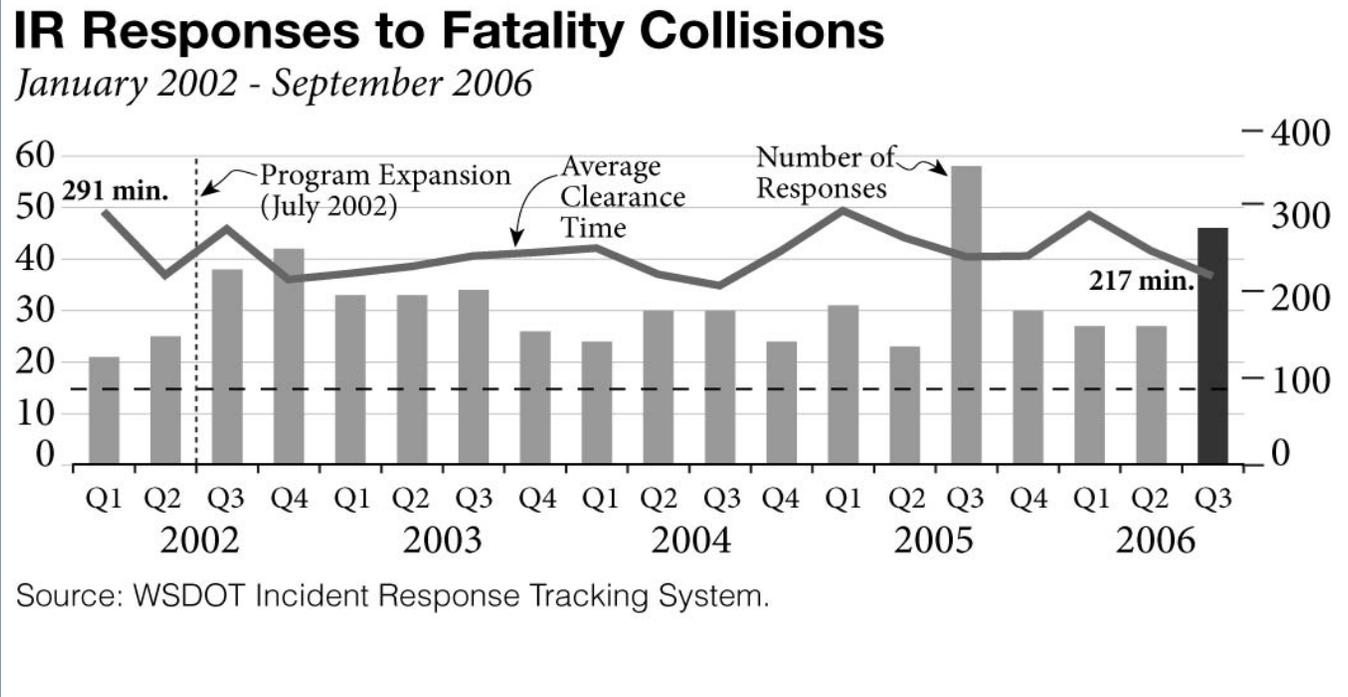
3b. Good Data: Make sure that your data is robust.

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



Effective Performance Communication: Performance Journalism

5. **Good Graphics:** Every chart tells a story; every chart asks a question

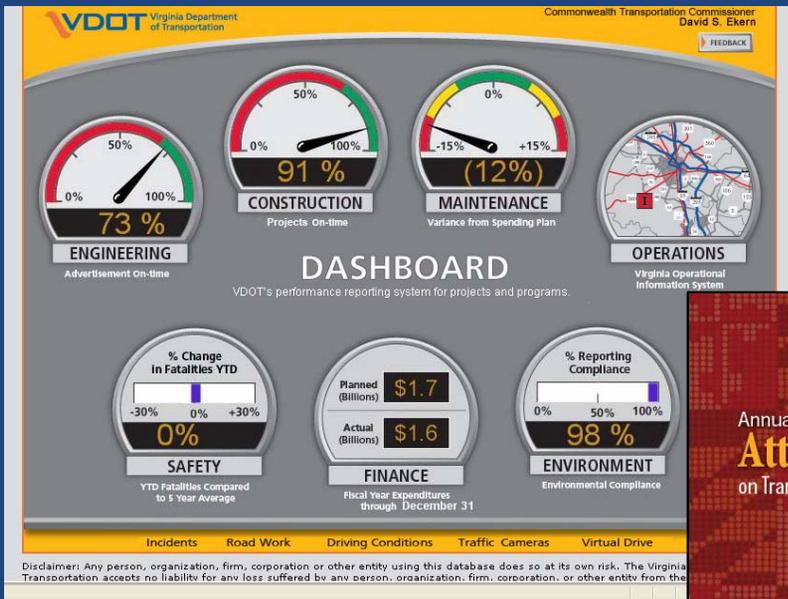


Effective Performance Communication: Performance Journalism

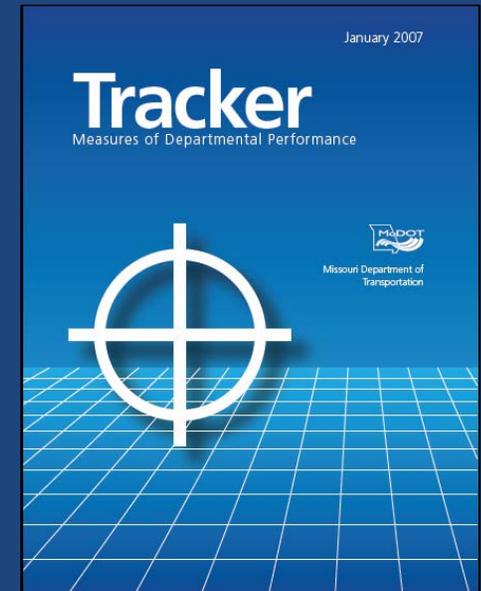
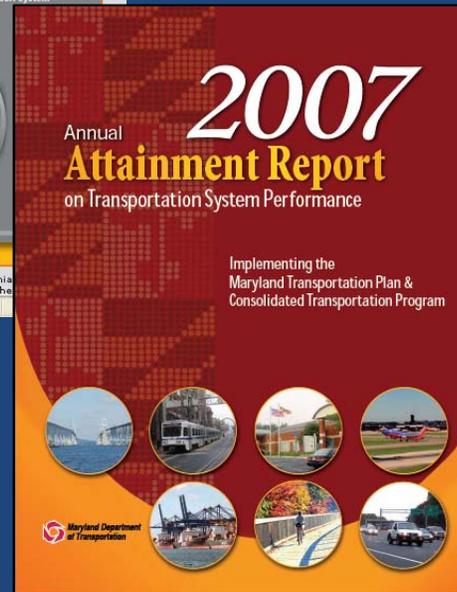
- 6. Good Quality Assurance/Quality Control:** It is part of every step in the analysis and report production.
- 7. Good Timing** (as in “real-time”): Provide frequent and timely information.
- 8. Good Software:** Use software capable of generating both good formats and good graphics.

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?
www.wsdot.wa.gov/accountability/Archives/GNBFolio-WhatIsTheGNB.pdf

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:

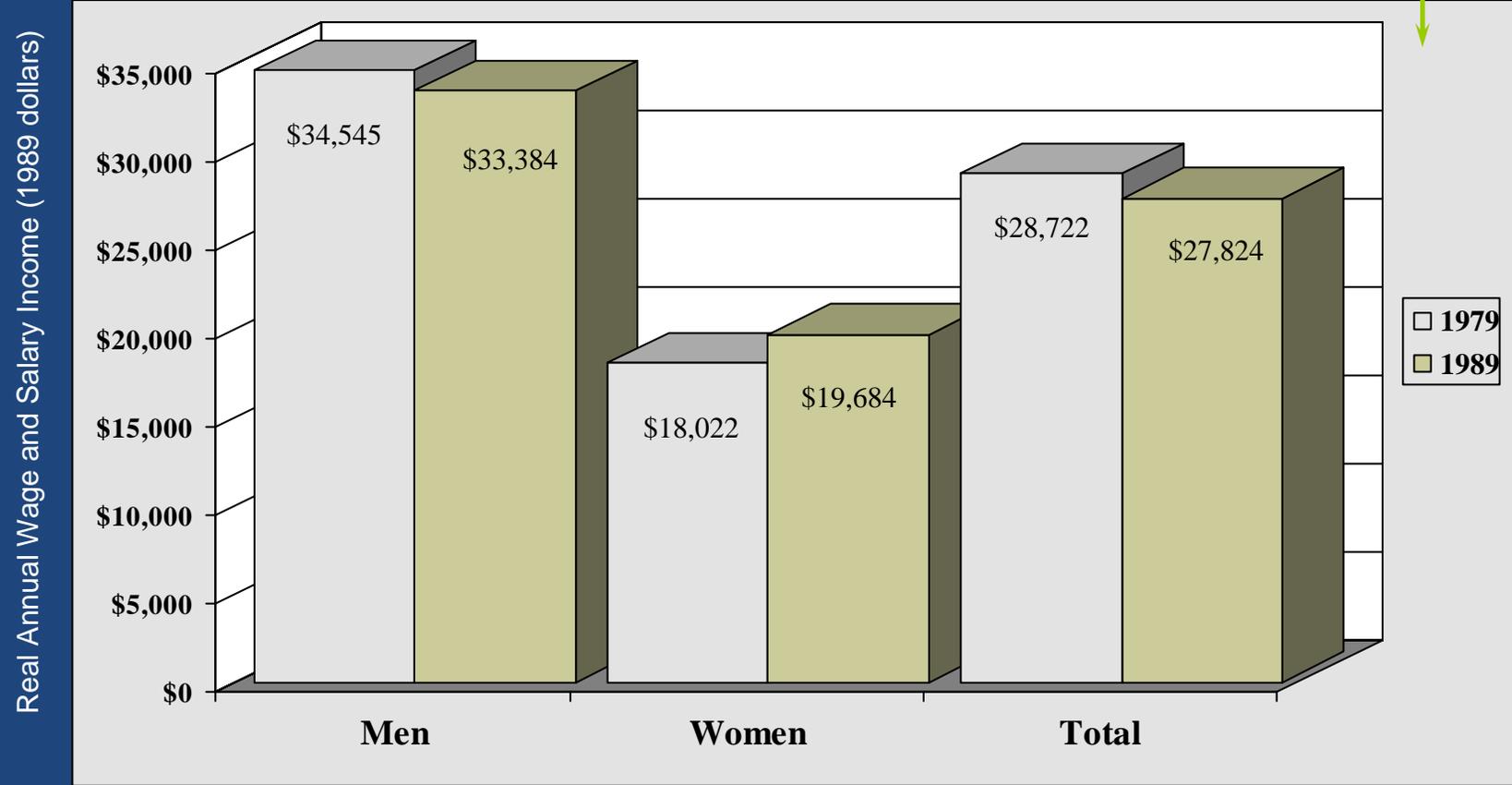
- A Step-by-Step, Practical, How-to that Anyone Can Do
- How to deconstruct and reconstruct Excel

*With appreciation to **Edward Tufte**, Professor Emeritus of Yale University, and to **Barb Felver** of the Washington State Department of Social and Health Services*

REMOVE SHADING

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

Men continued to earn higher incomes than women. . .



REMOVE
BOX

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

Men continued to earn higher incomes than women. . .

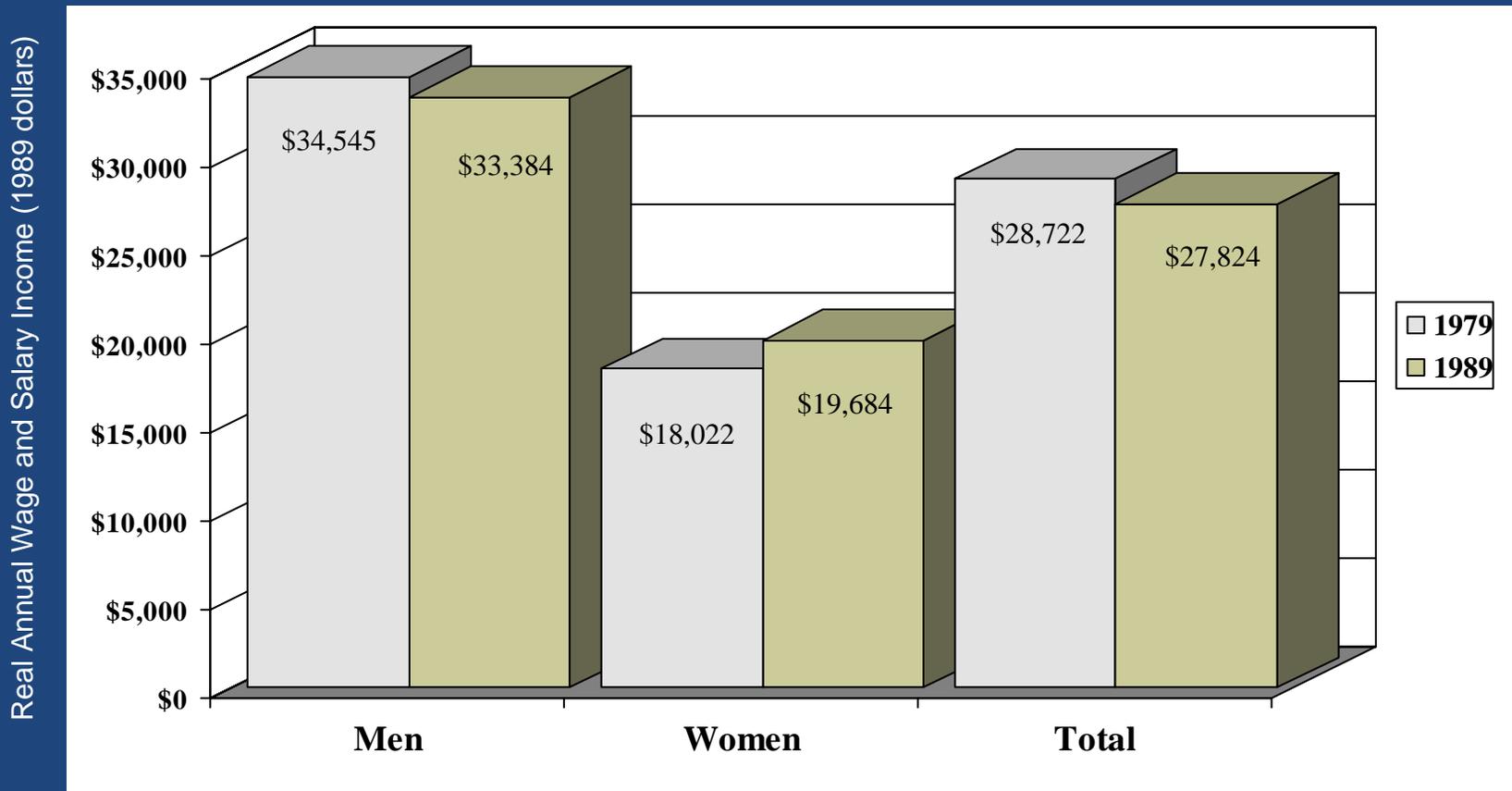


Figure VI-1 Average Annual Wages by Sex, 1979 & 1989

Men continued to earn higher incomes than women. . .

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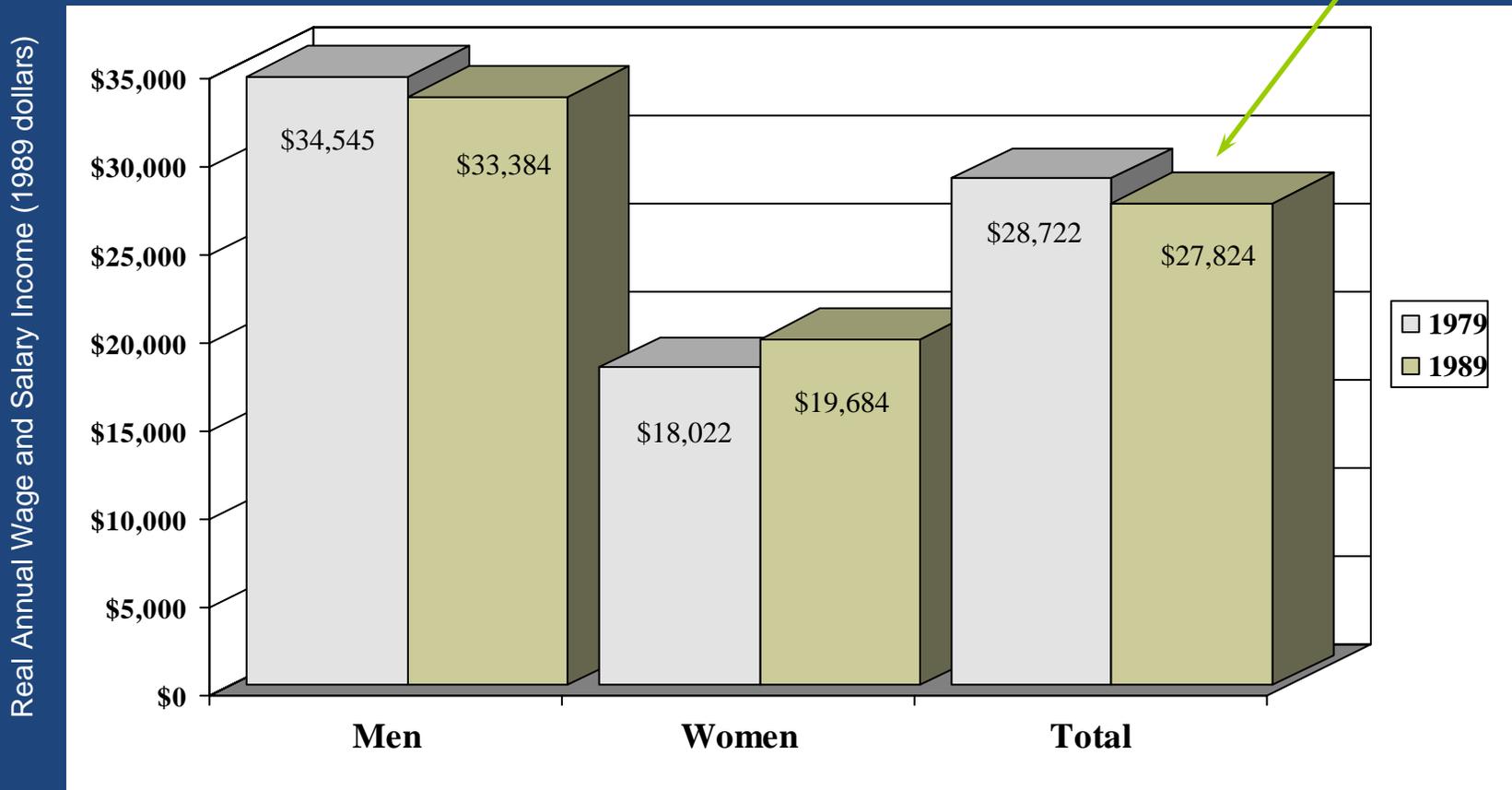


Figure VI-1 Average Annual Wages by Sex, 1979 & 1989

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REMOVE
GRIDLINES

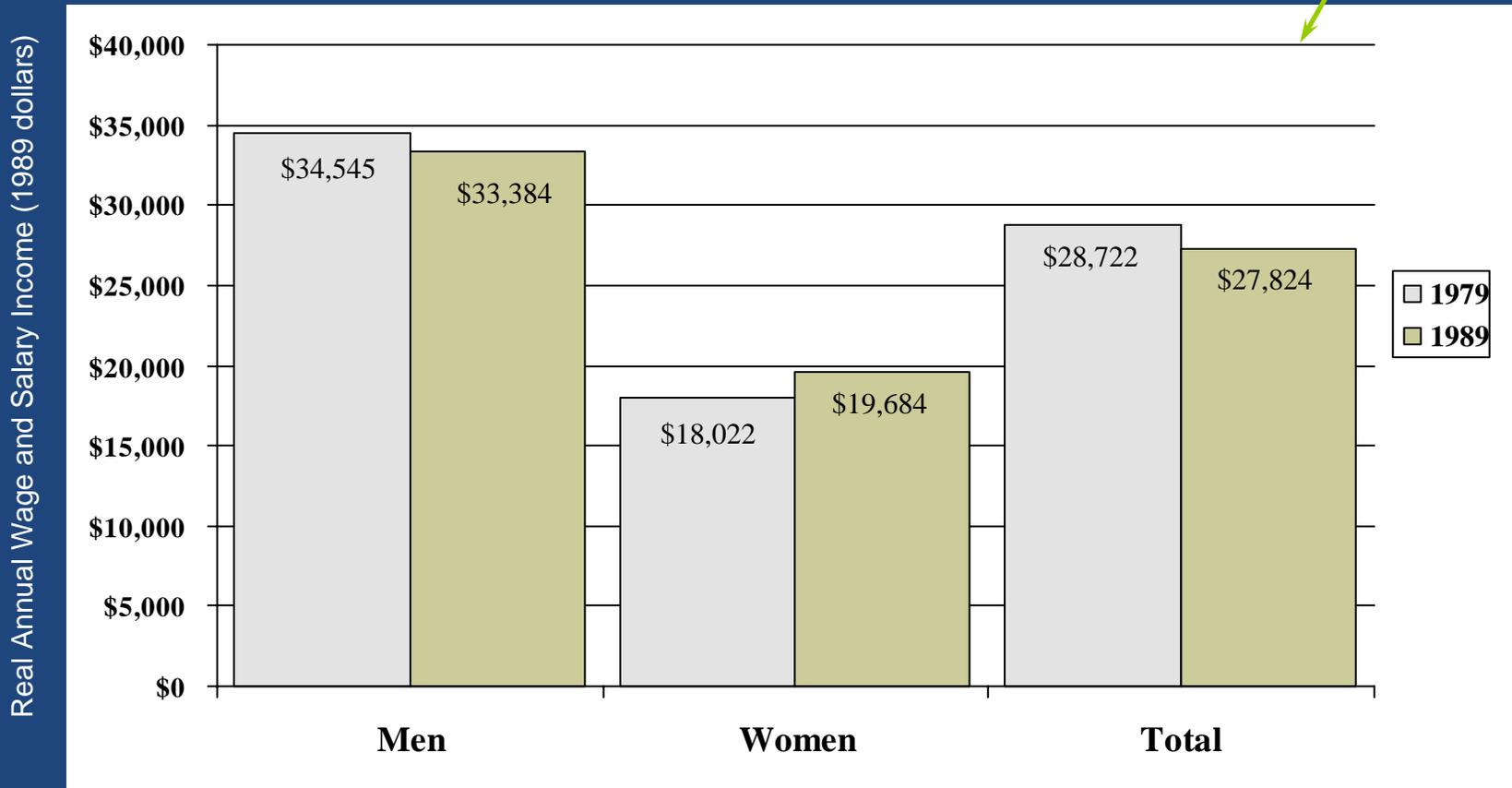
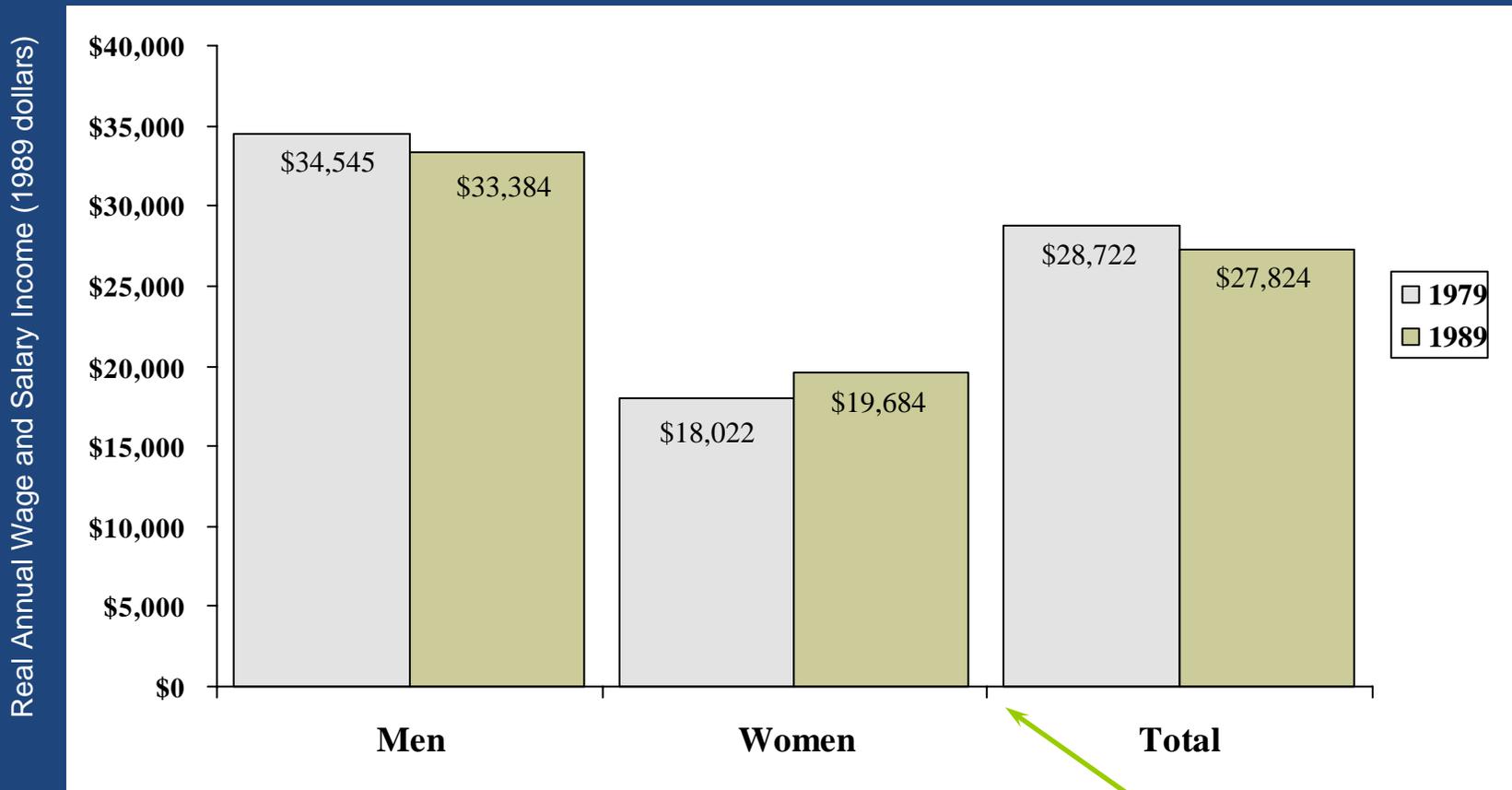


Figure VI-1 Average Annual Wages by Sex, 1979 & 1989

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REMOVE
TICK MARKS

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

Men continued to earn higher incomes than women. . .

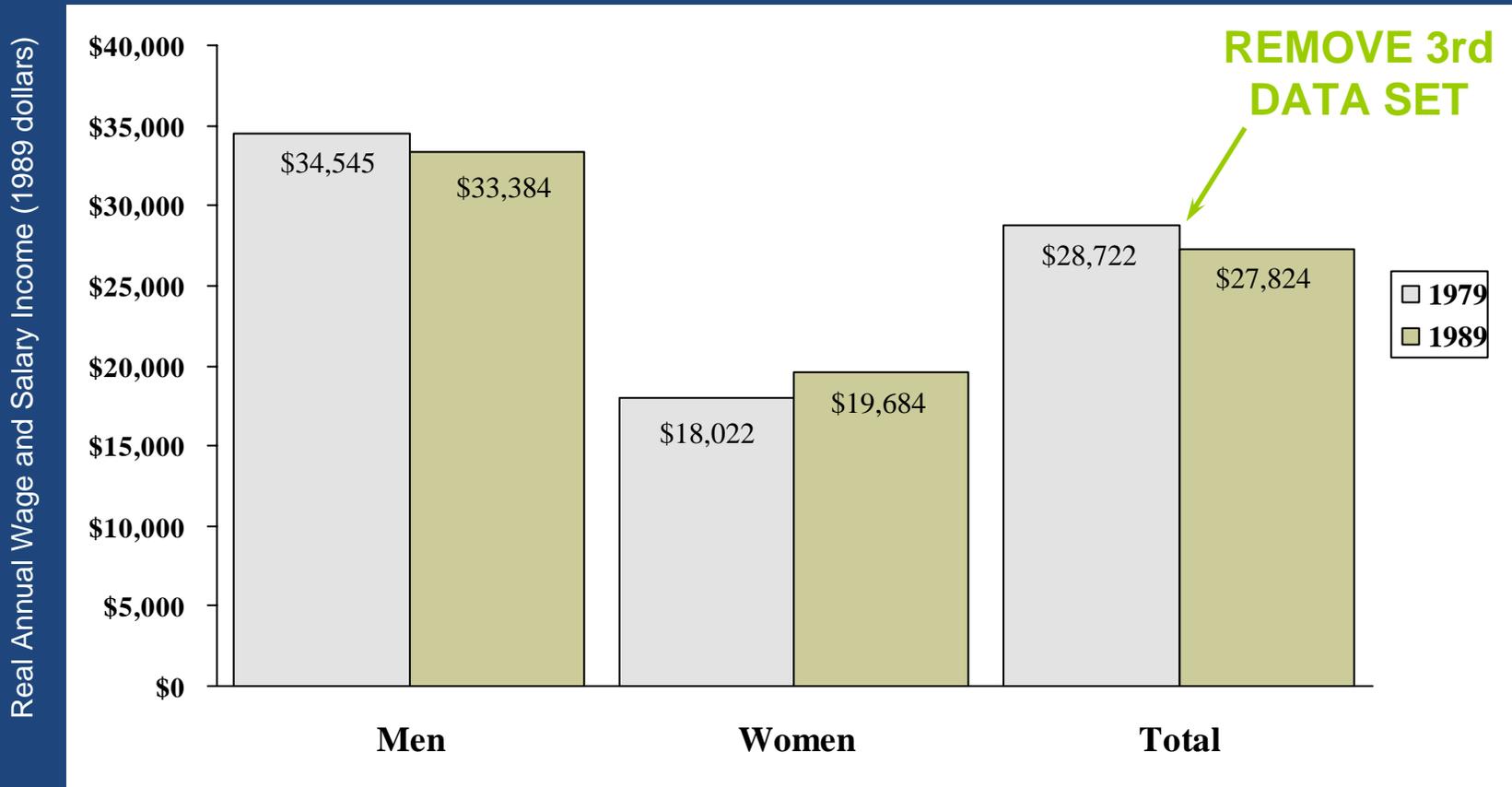


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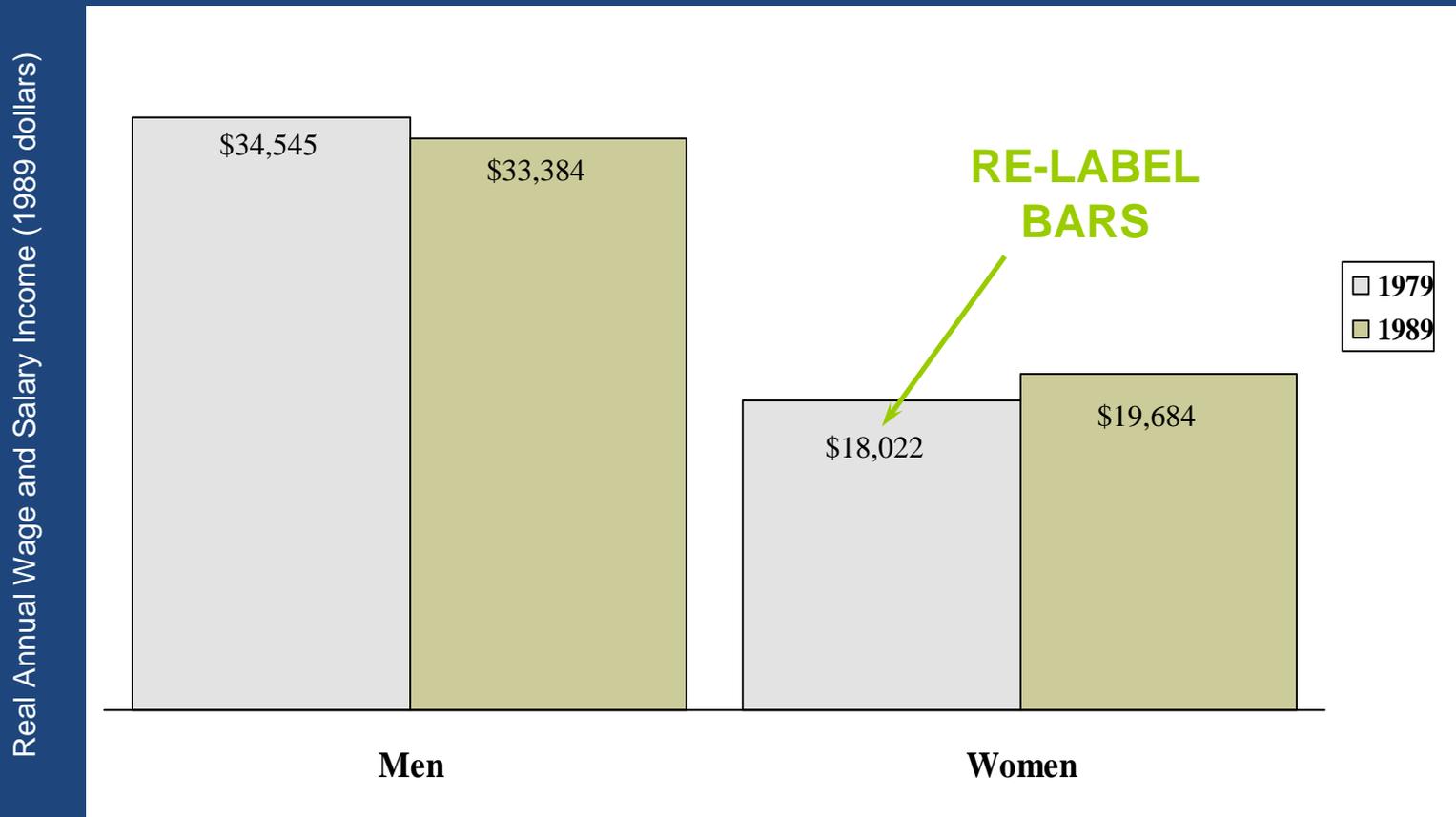


Figure VI-1 Average Annual Wages by Sex, 1979 & 1989

Men continued to earn higher incomes than women. . .

Real Annual Wage and Salary Income (1989 dollars)

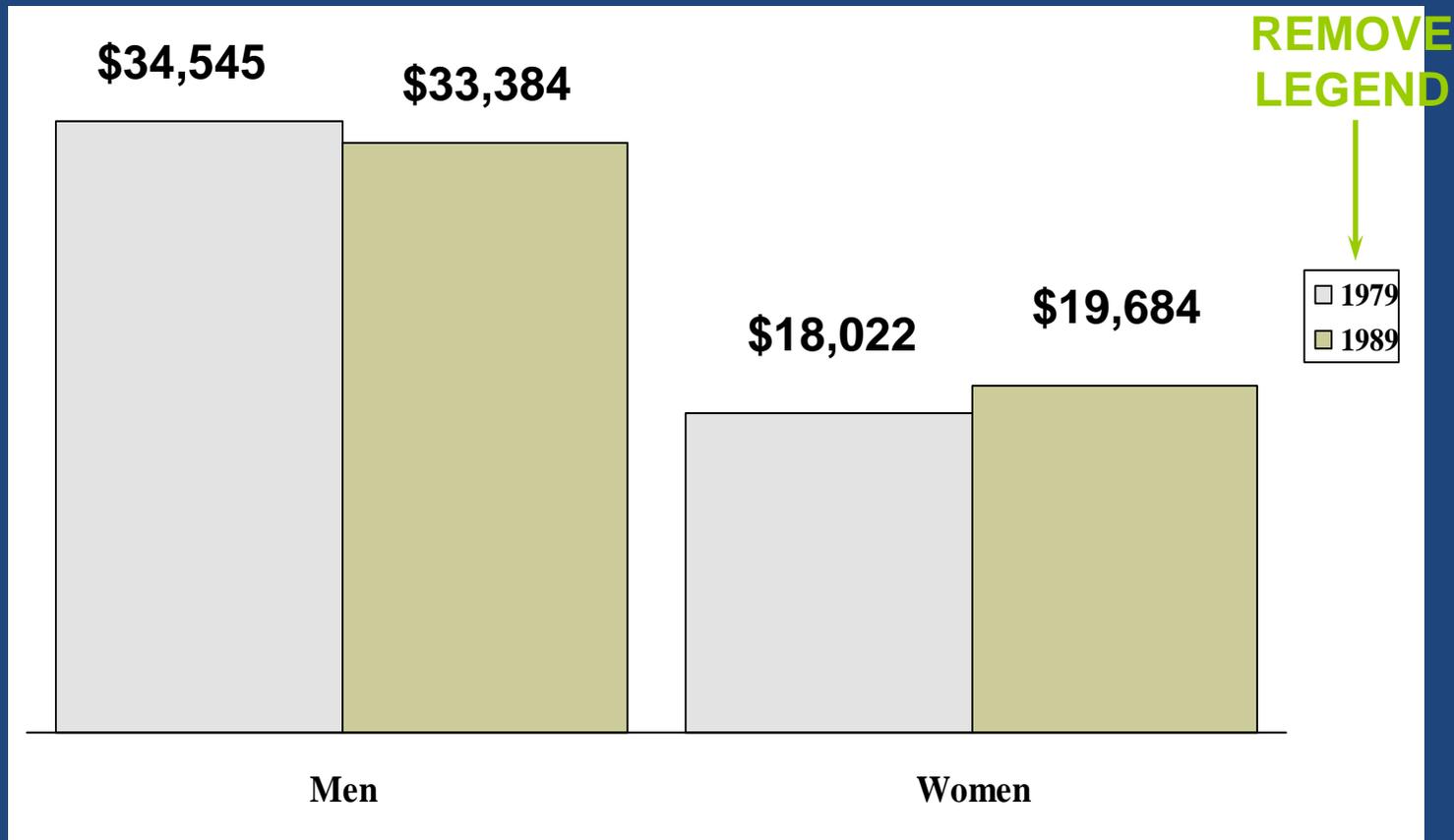


Figure VI-1 Average Annual Wages by Sex, 1979 & 1989

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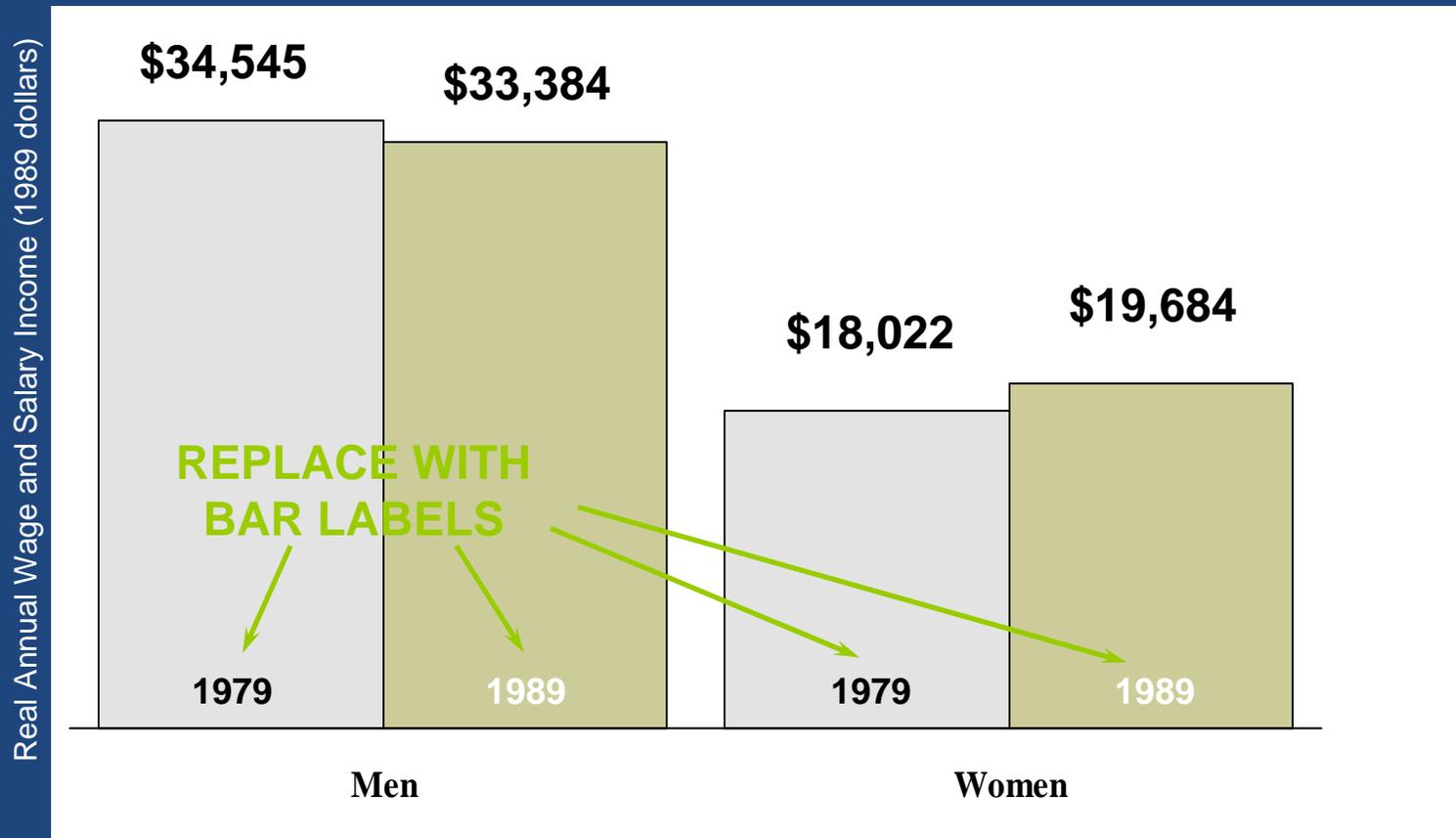


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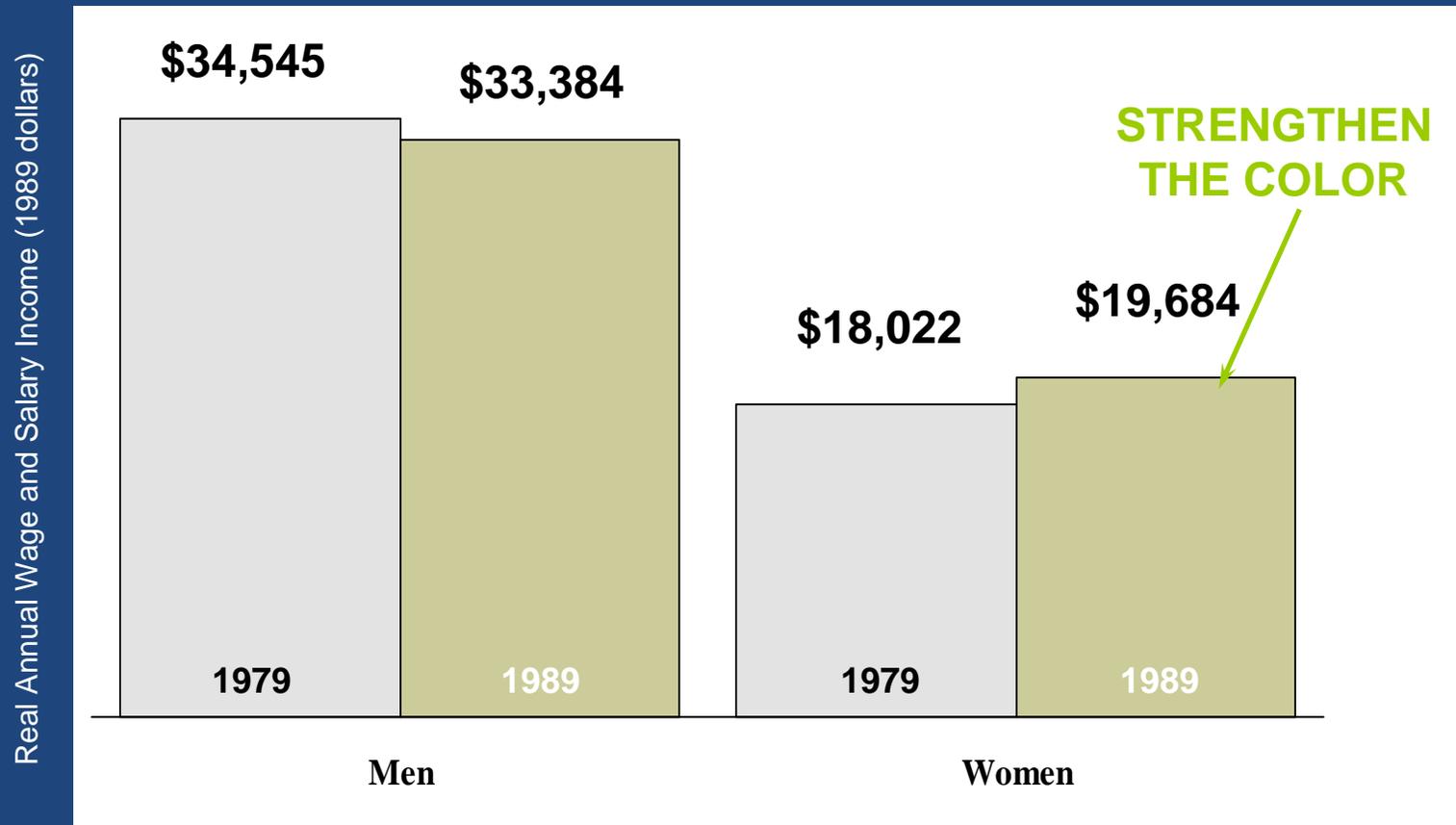
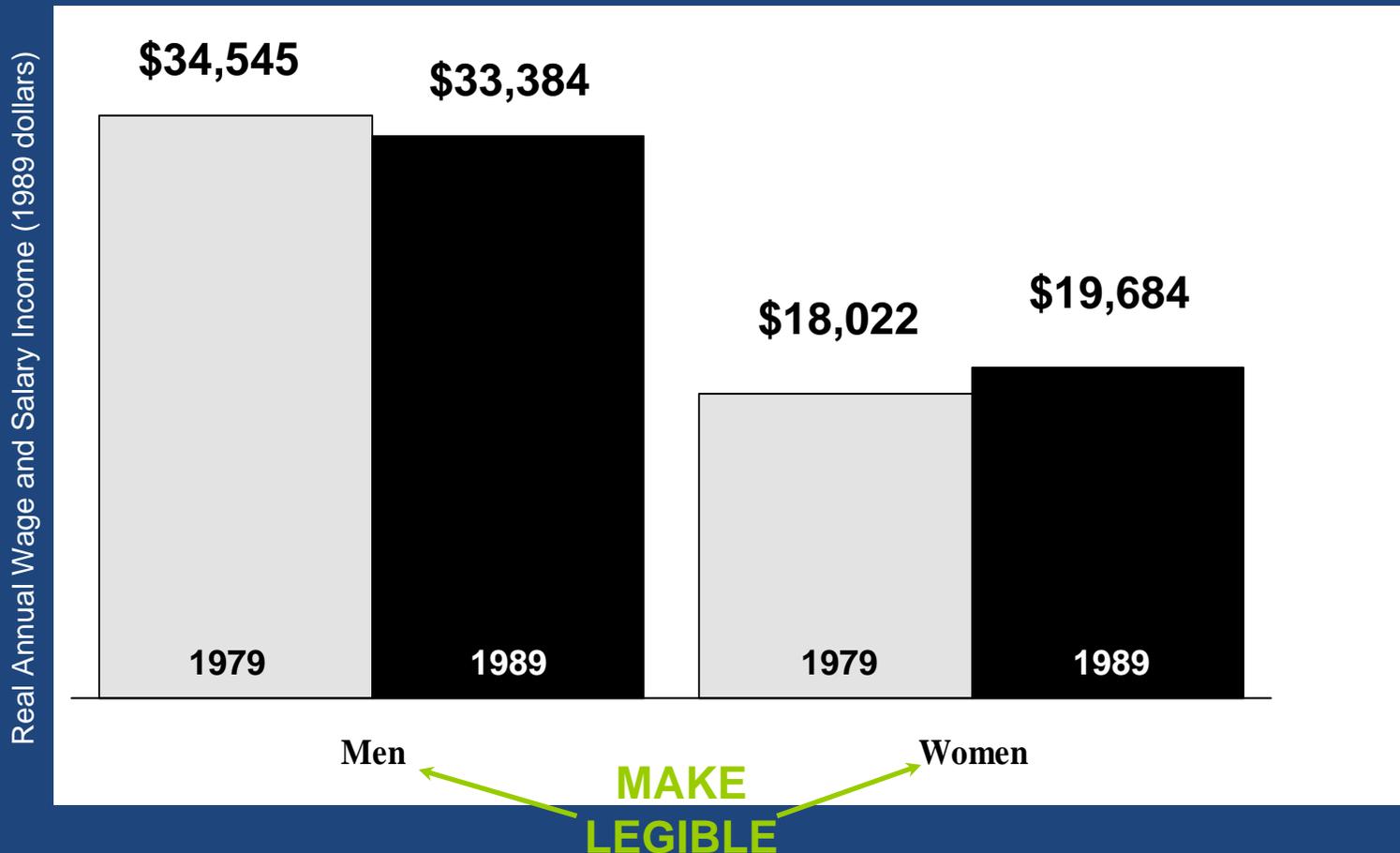


Figure VI-1 Average Annual Wages by Sex, 1979 & 1989

Men continued to earn higher incomes than women. . .



**DECREASE EMPHASIS
ON REFERENCE**

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

Men continued to earn higher incomes than women. . .

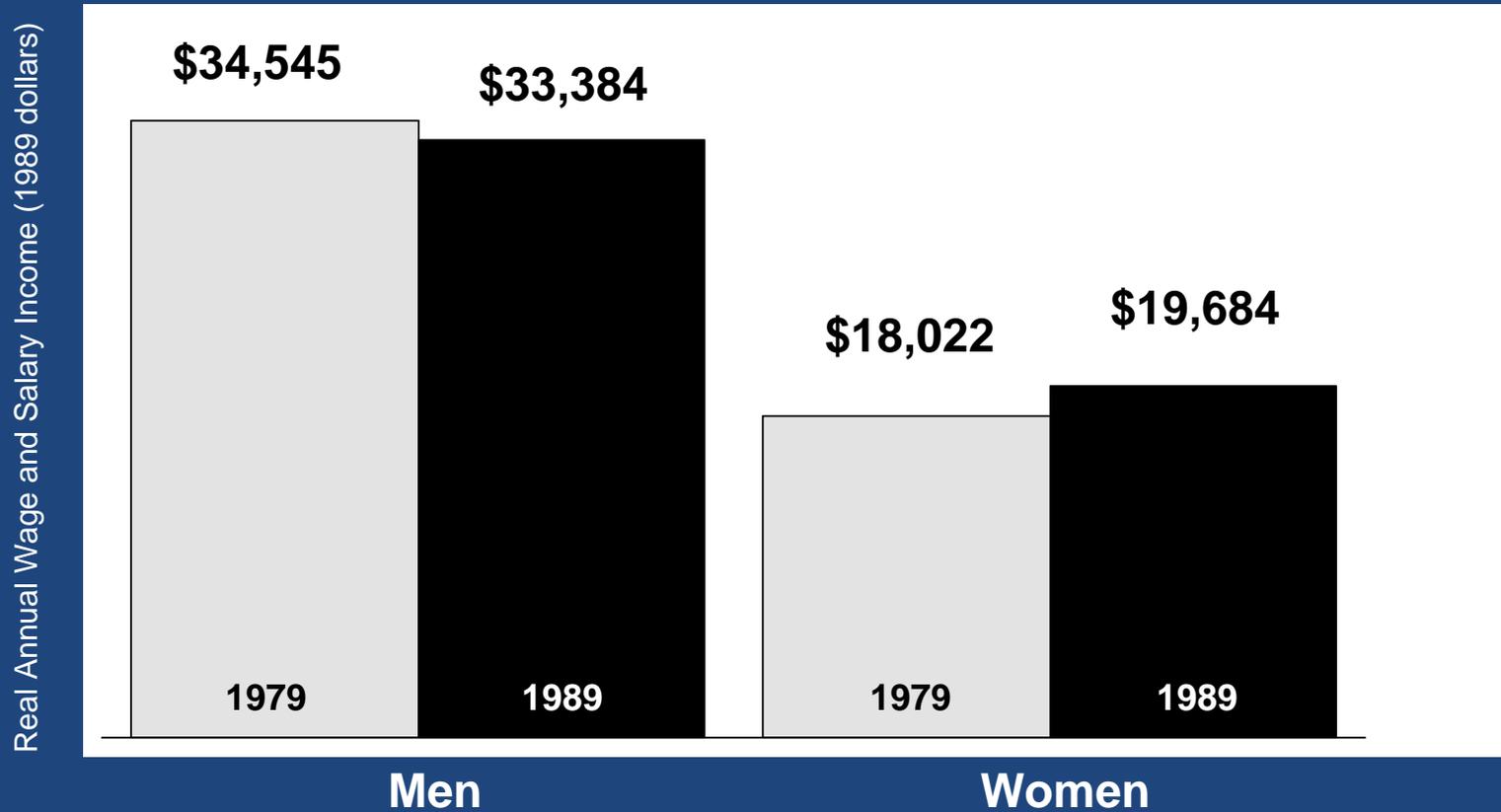


Figure VI-1 Average Annual Wages by Sex, 1979 & 1989

REWRITE

Men continued to earn higher incomes than women. . .

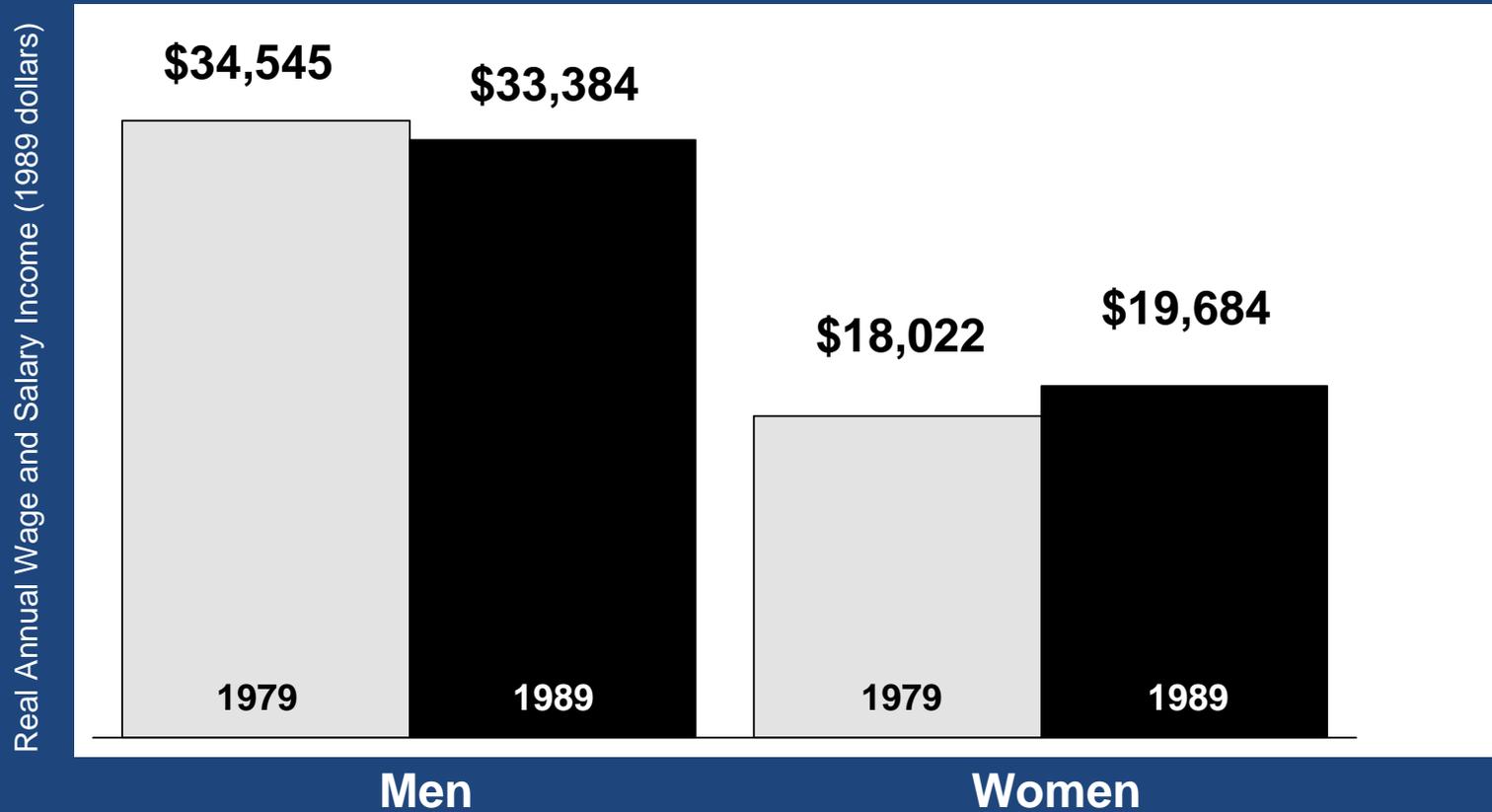


Figure VI-1

The Gap Between Male and Female Earnings is Decreasing, but Men Still Earn More Than Women

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

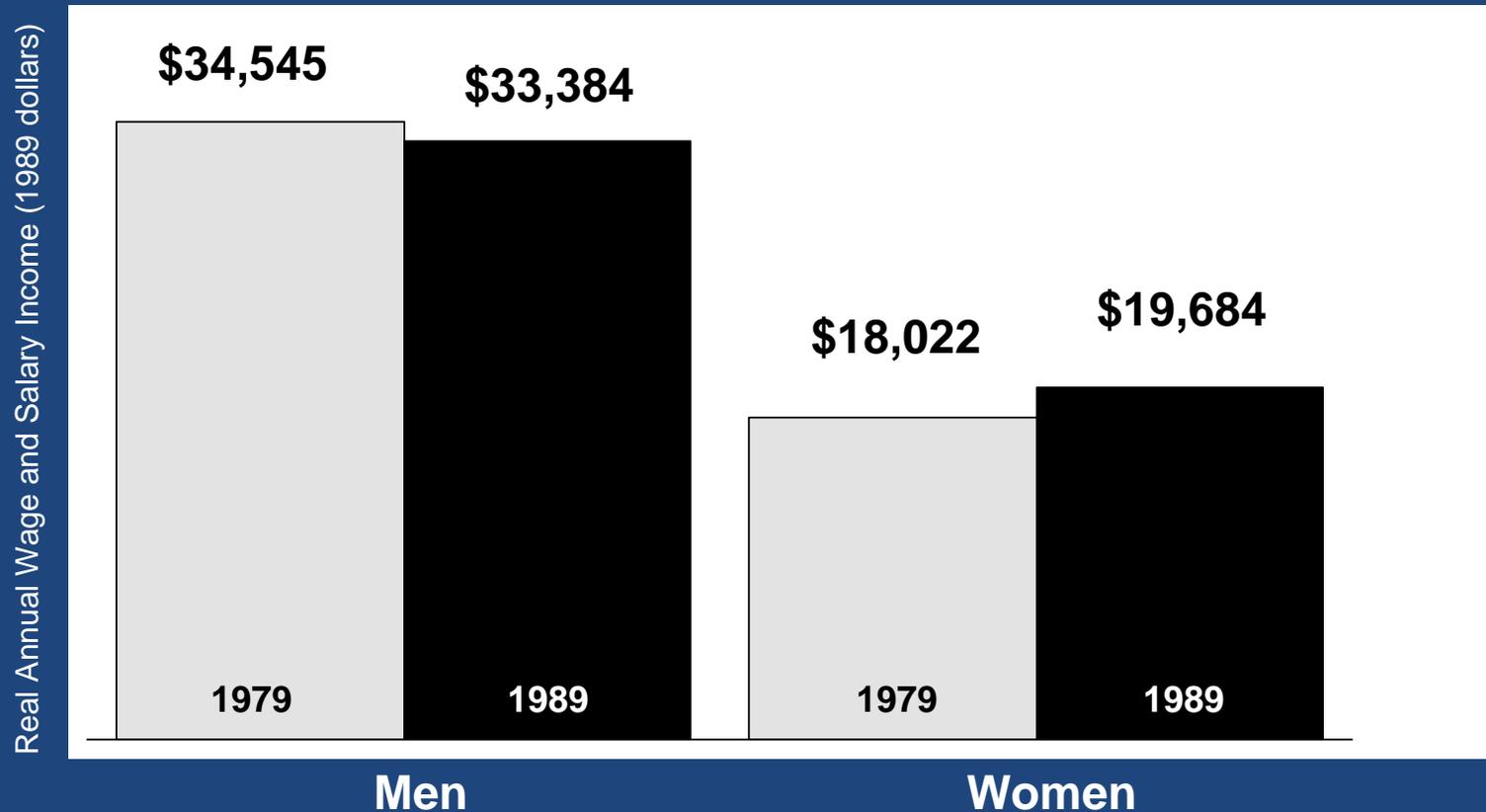
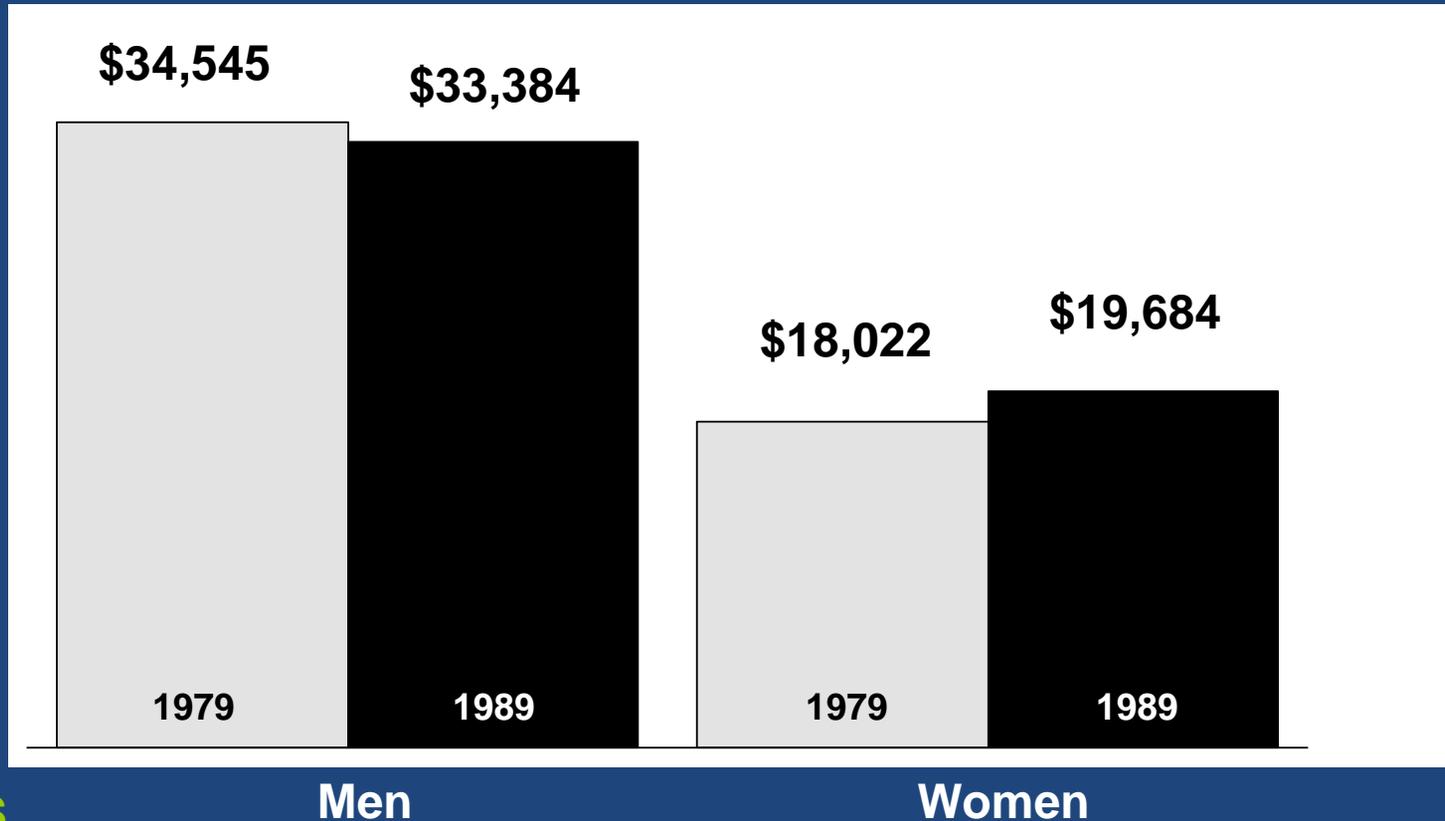


Figure VI-1

The Gap Between Male and Female Earnings is Decreasing, but Men Still Earn More Than Women

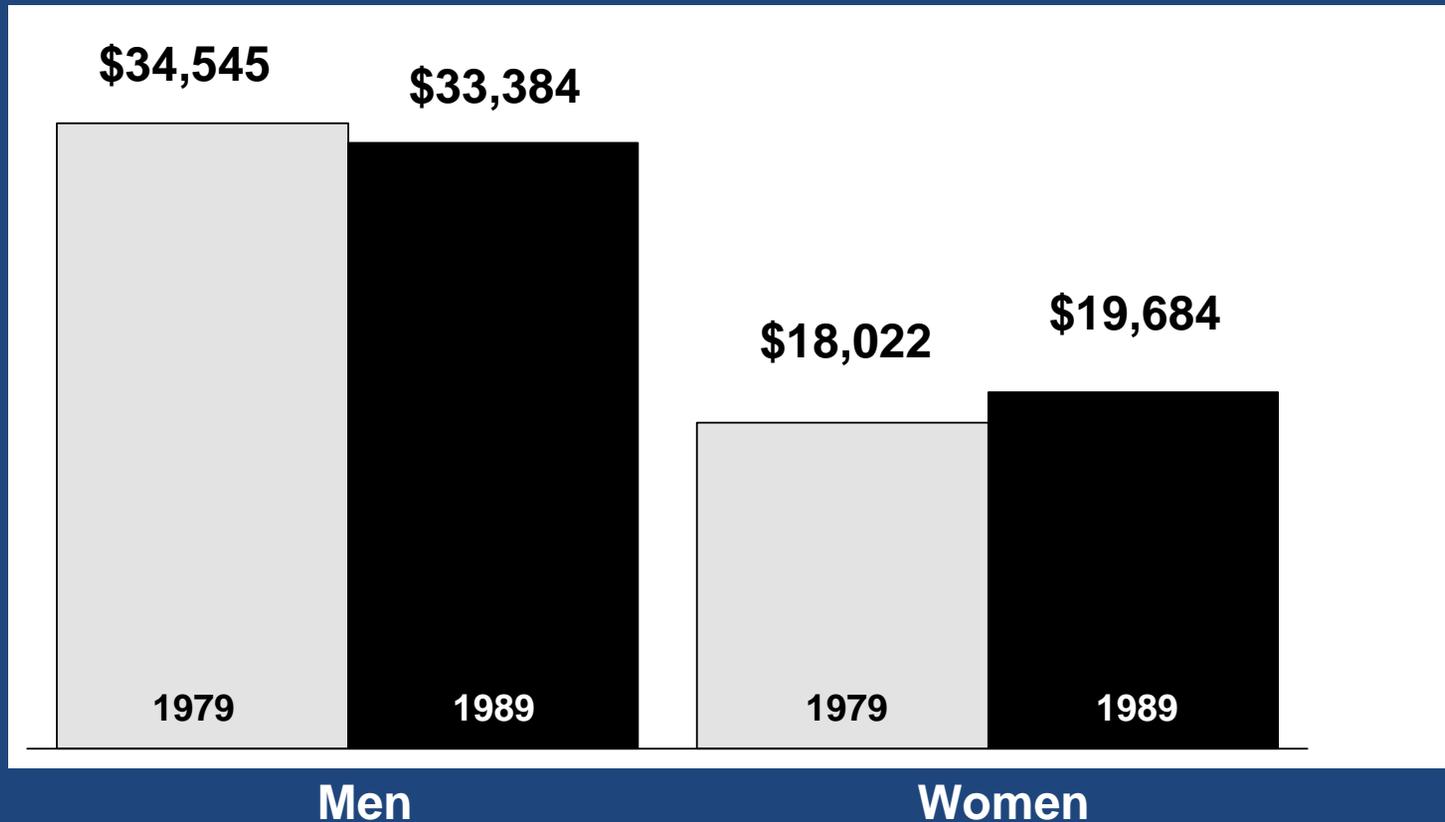
Real Annual Wage and Salary Income (1989 dollars)



SHOW AS FOOTNOTE

Figure VI-1

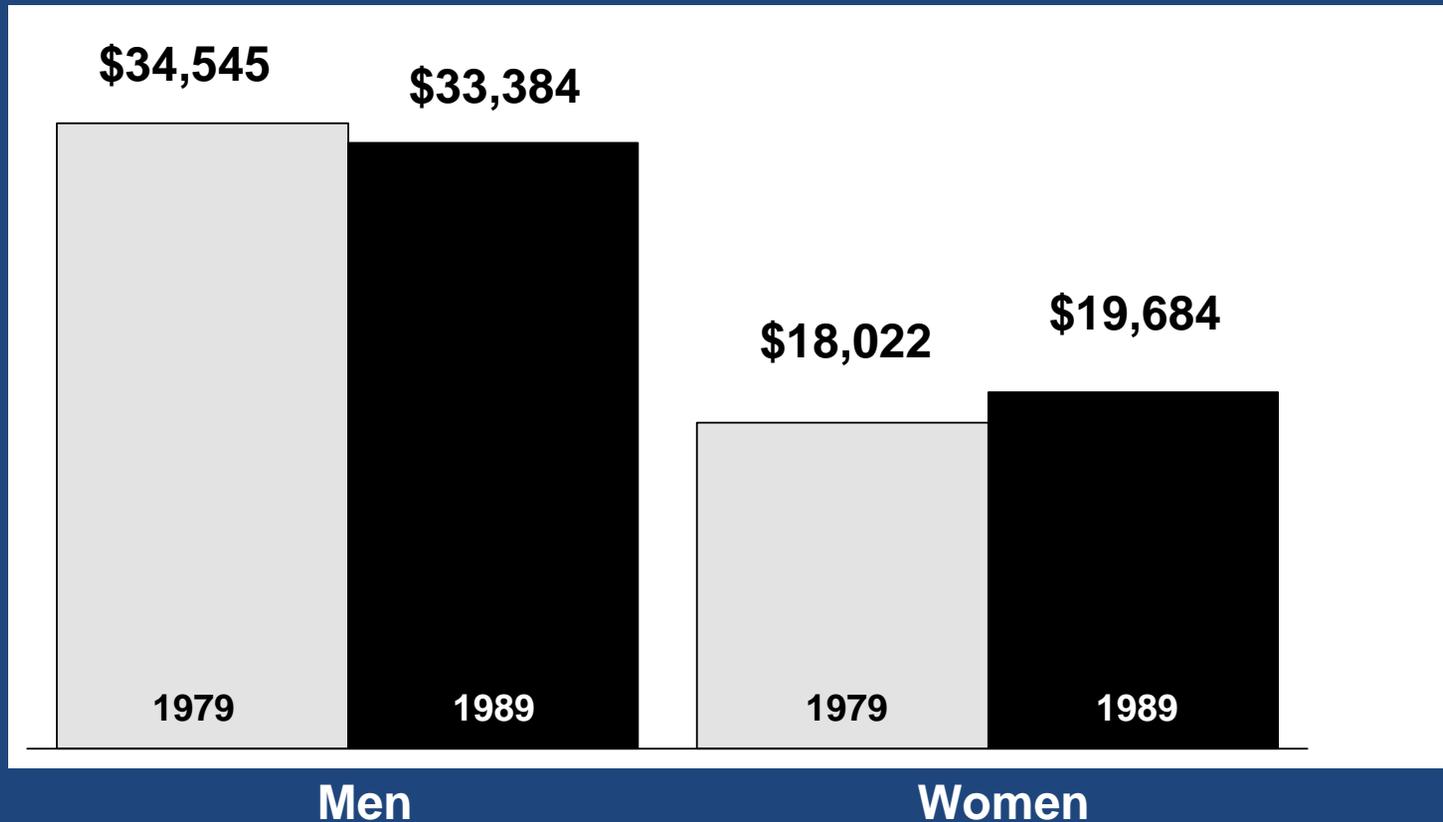
The Gap Between Male and Female Earnings is Decreasing, But Men Still Earn More Than Women*



*Average annual income, 1989 dollars (real income)

← **ADD DATE, REFERENCE** →

Figure VI-1
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

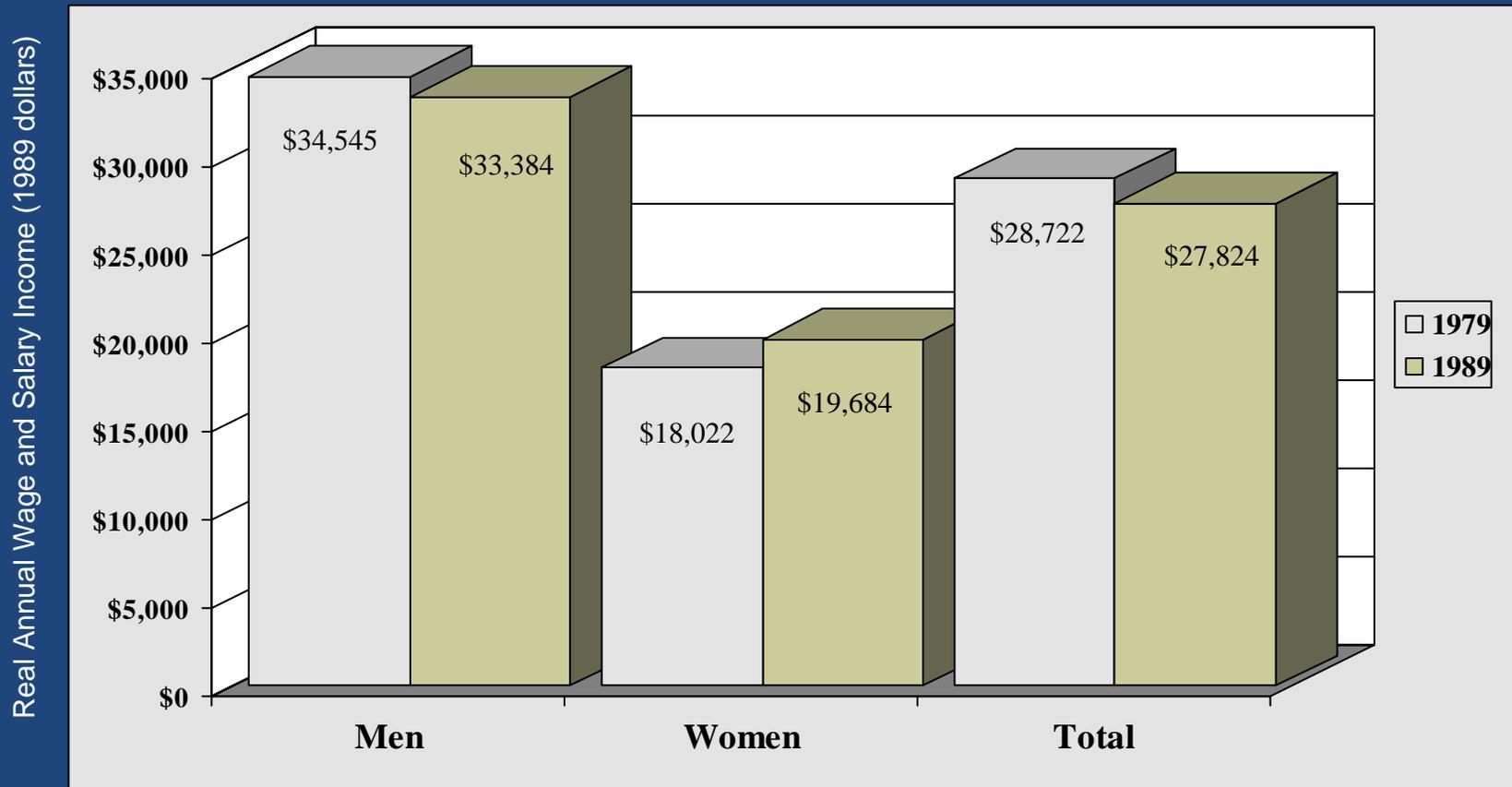
JUNE 1993

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Figure VI-1

Average Annual Wages by Sex, 1979 & 1989

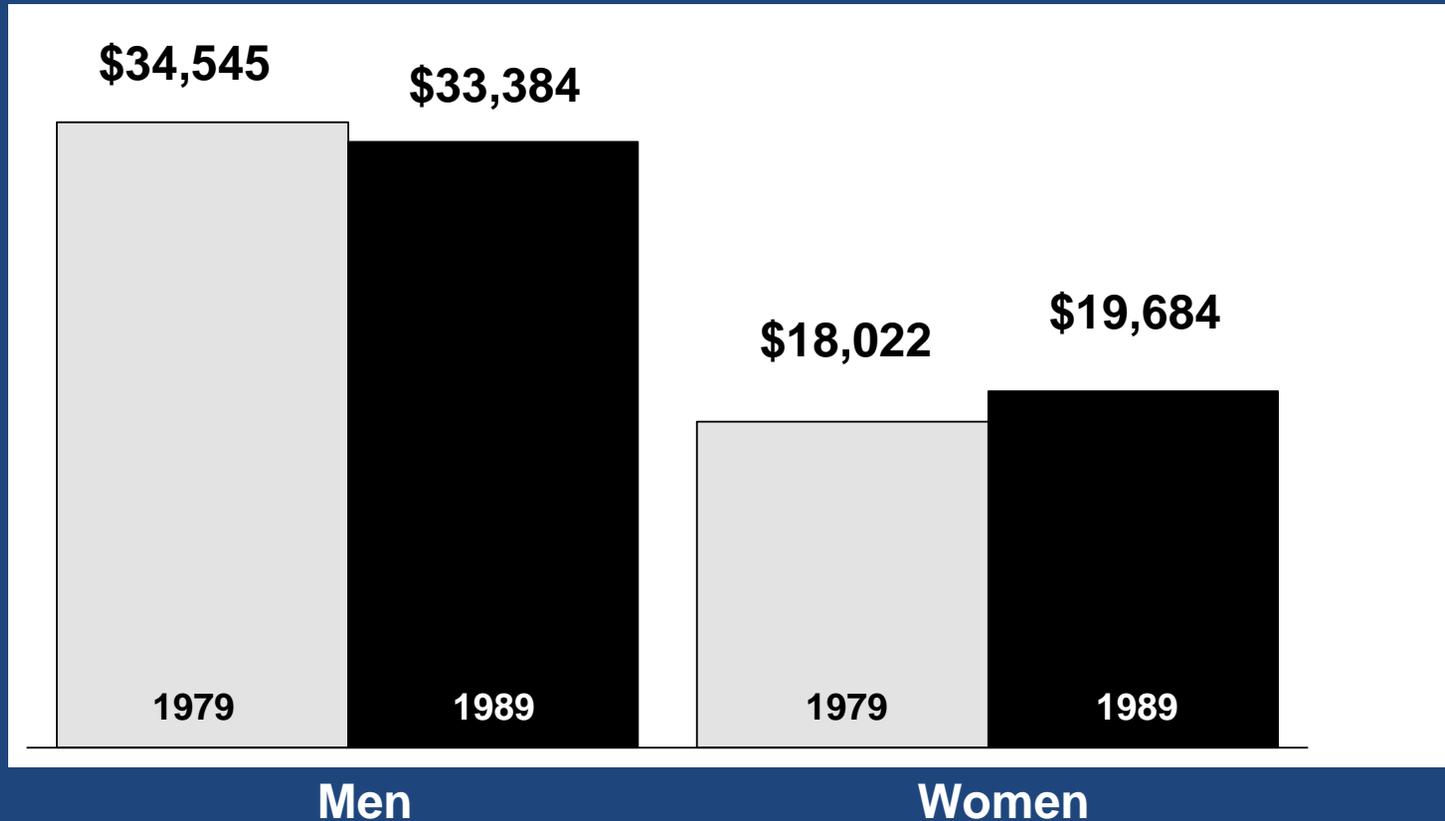
Men continued to earn higher incomes than women. . .



AFTER

Figure VI-1

**The Gap Between Male and Female Earnings is Decreasing,
But Men Still Earn More Than Women***



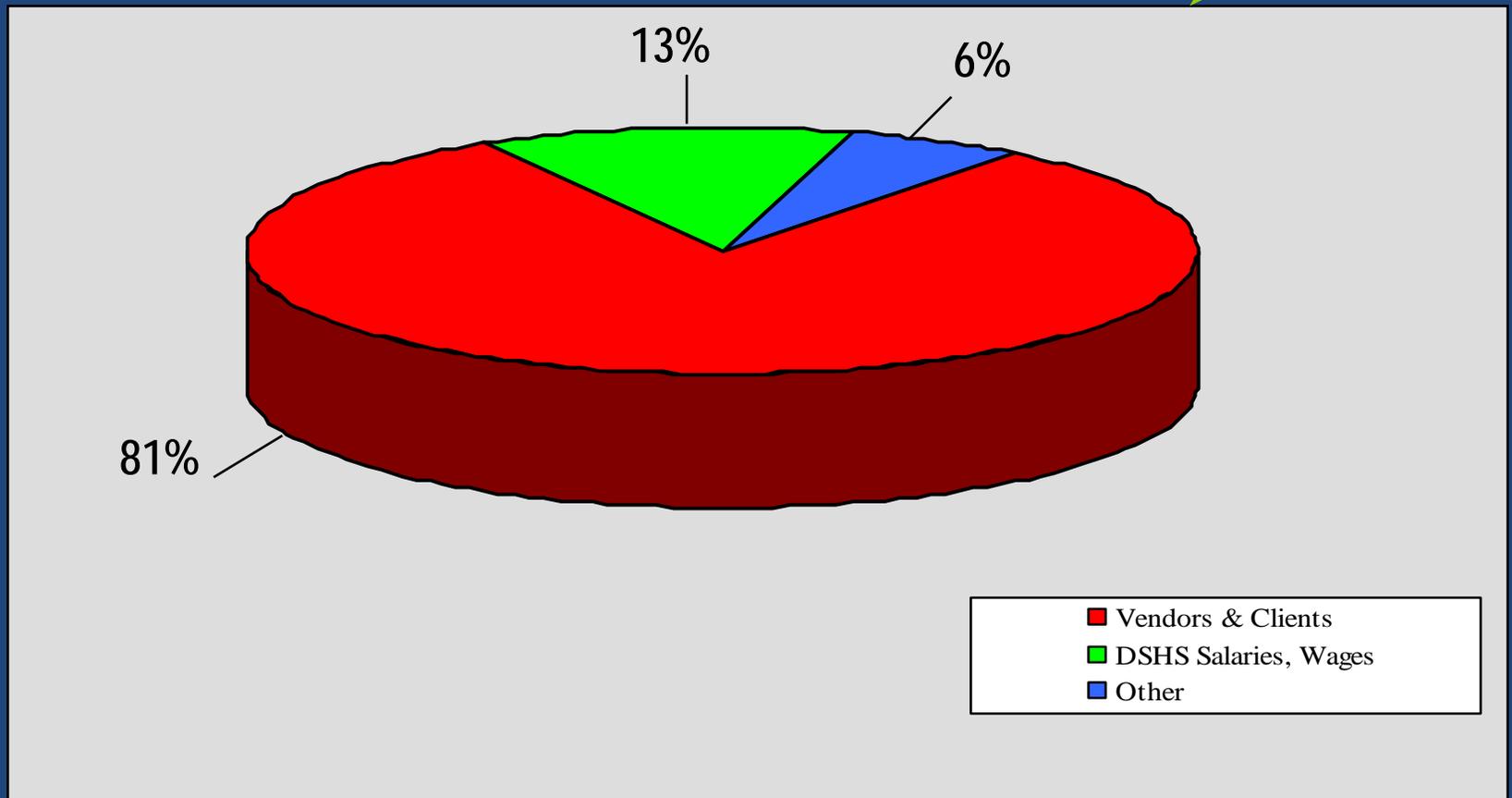
*Average annual income, 1989 dollars (real income)

OFFICE OF FINANCIAL MANAGEMENT

JUNE 1993

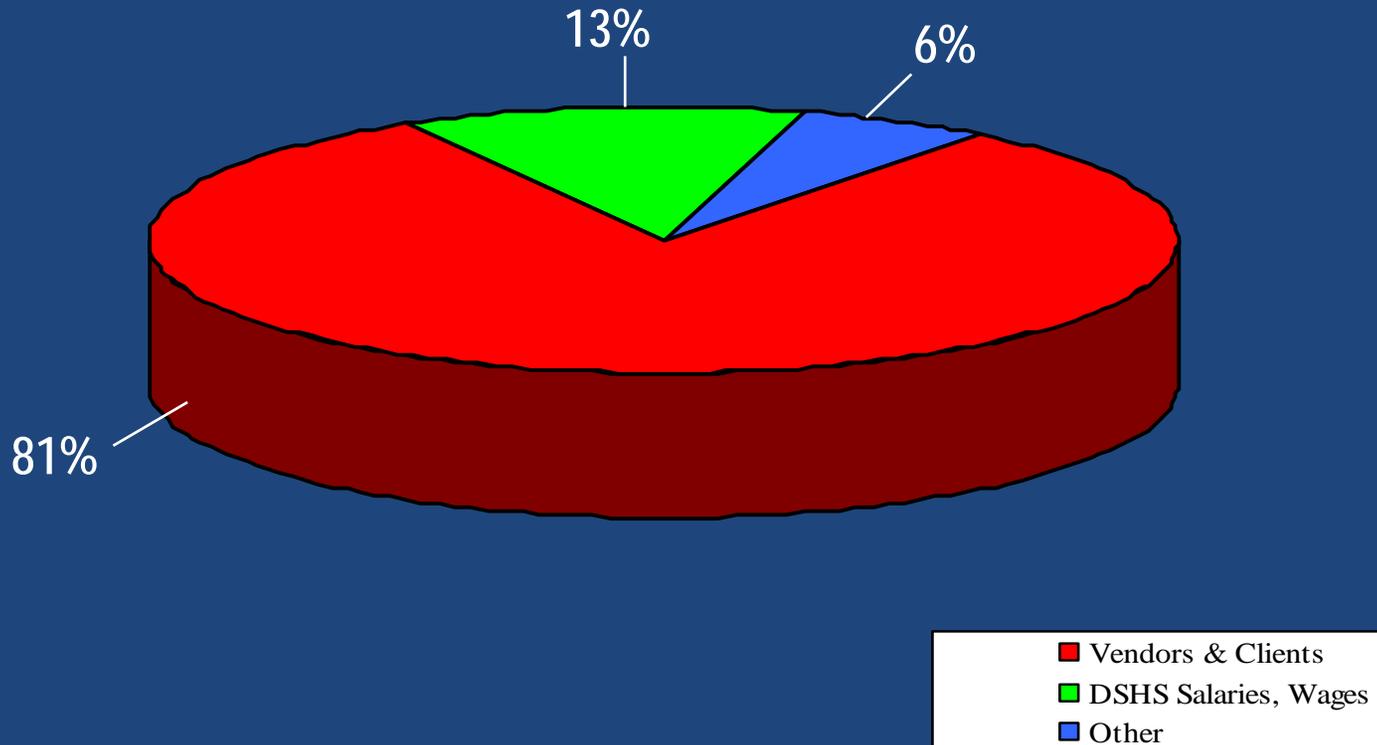
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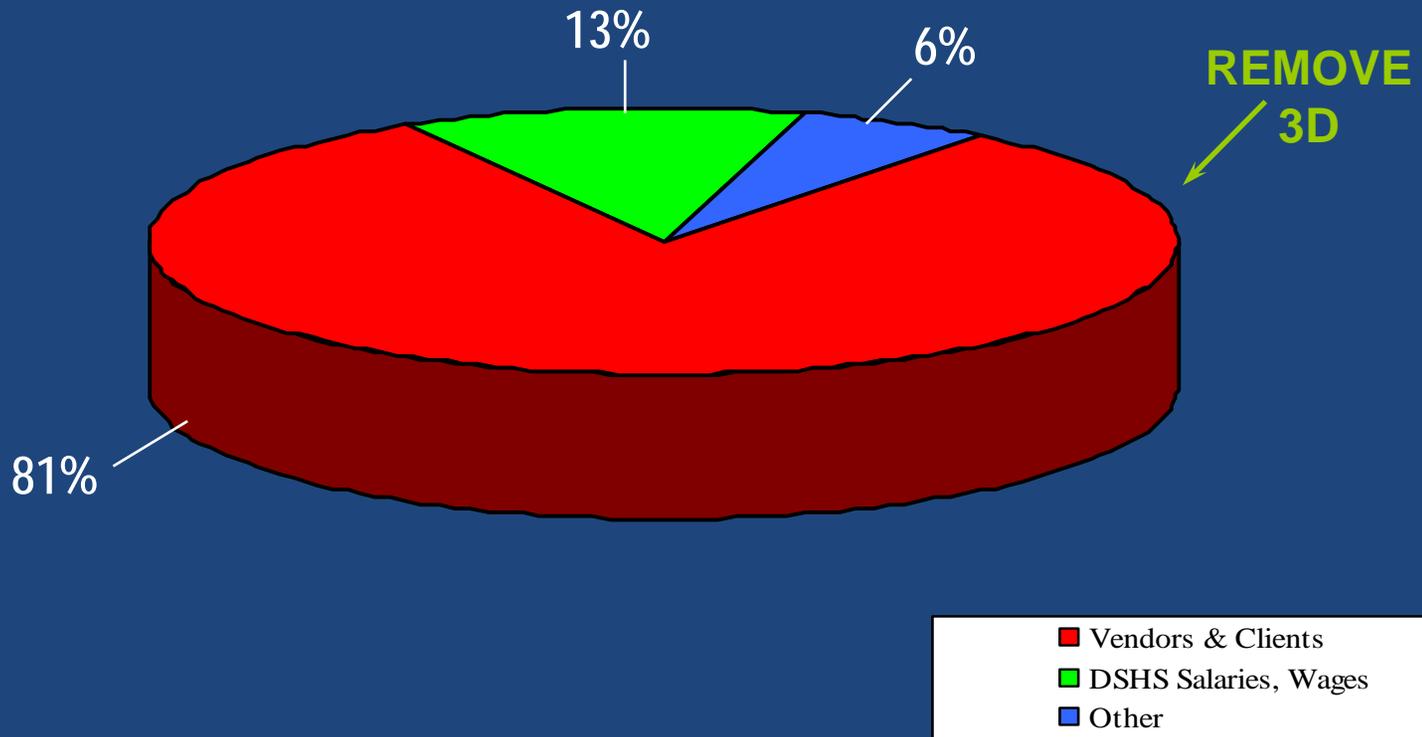


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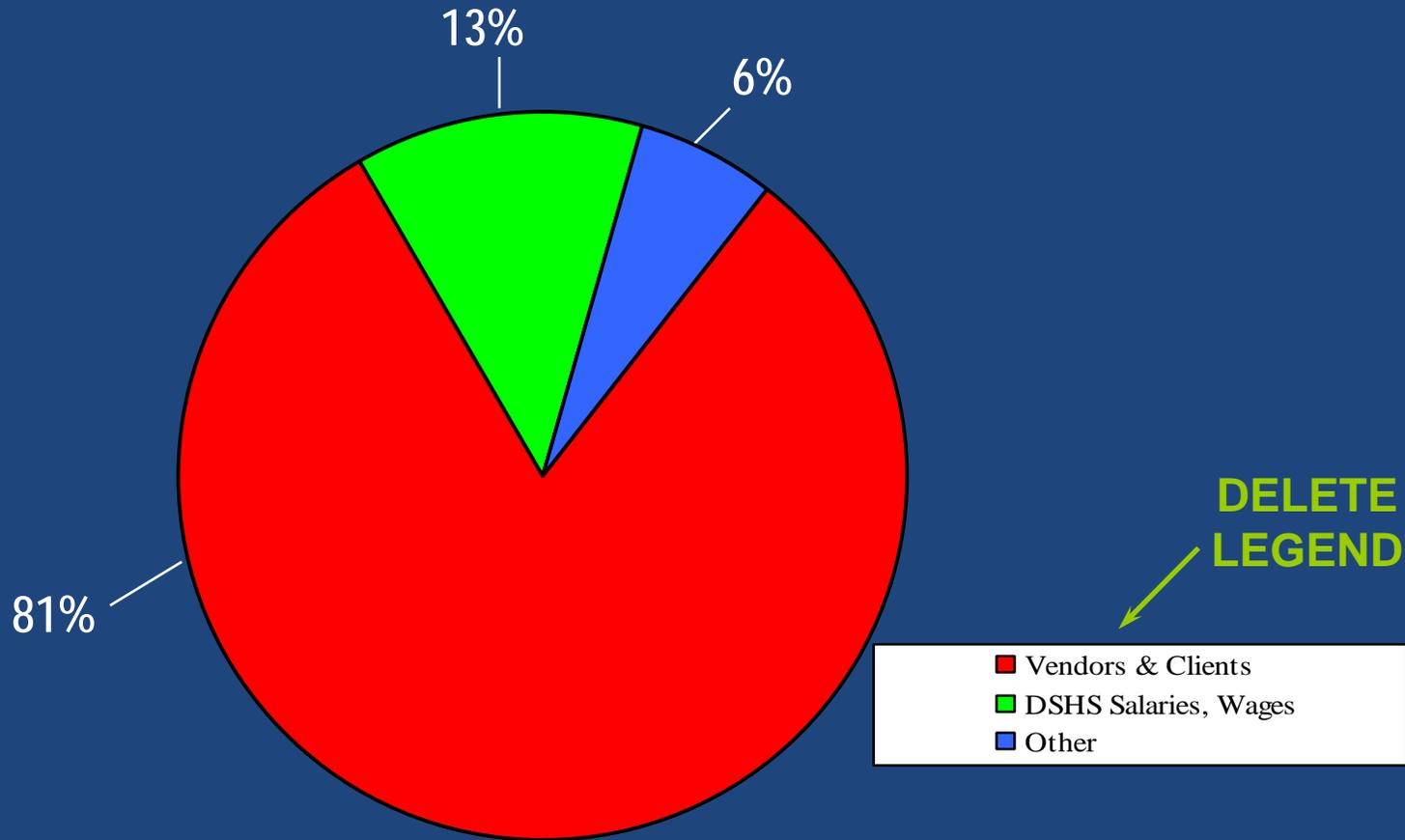
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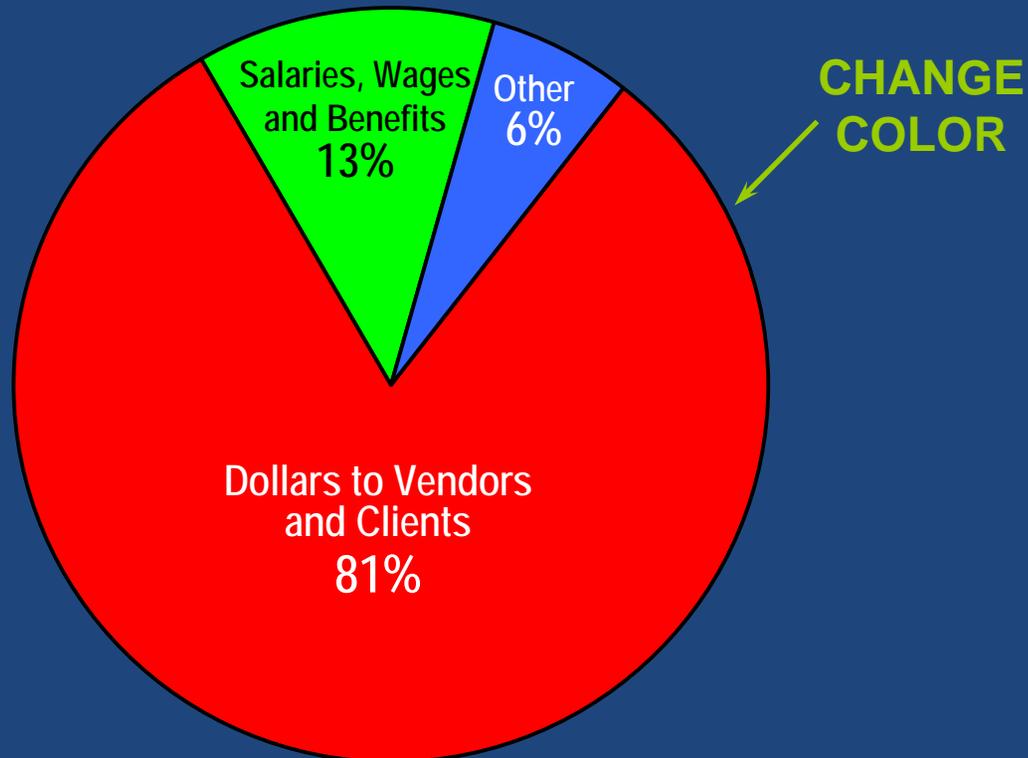
DSHS Expenditures



DSHS Expenditures

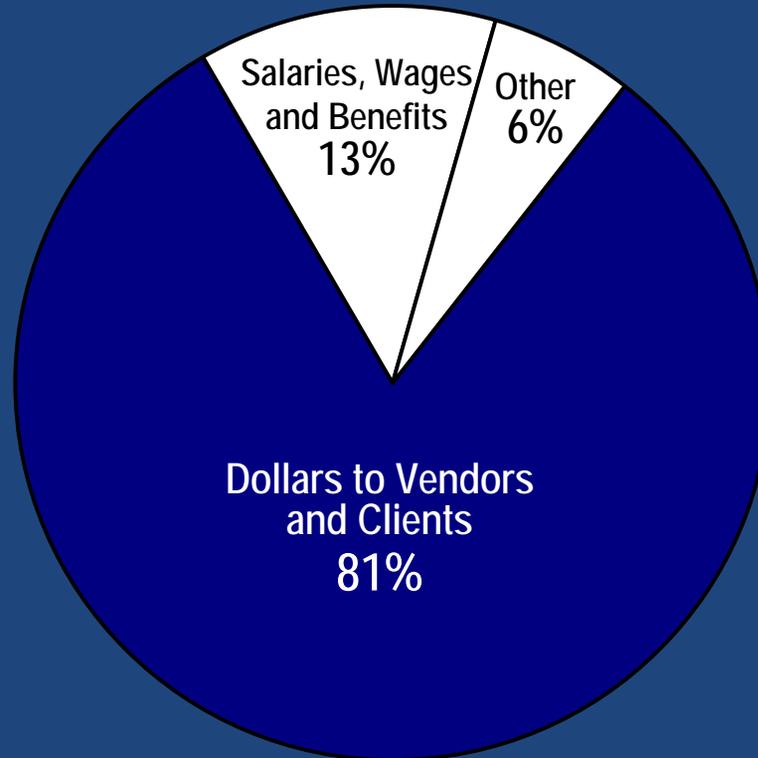


DSHS Expenditures

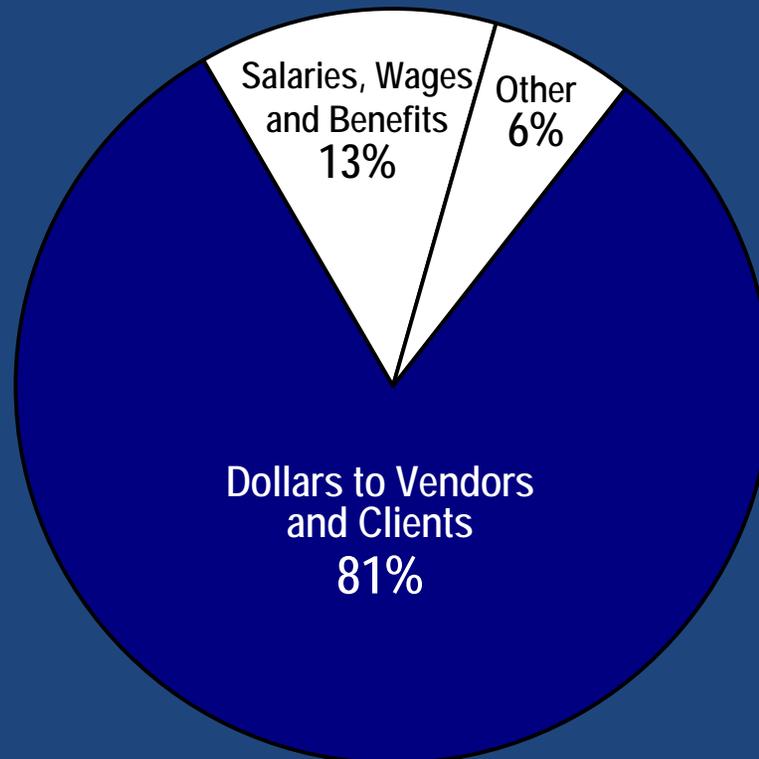


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DSHS Expenditures

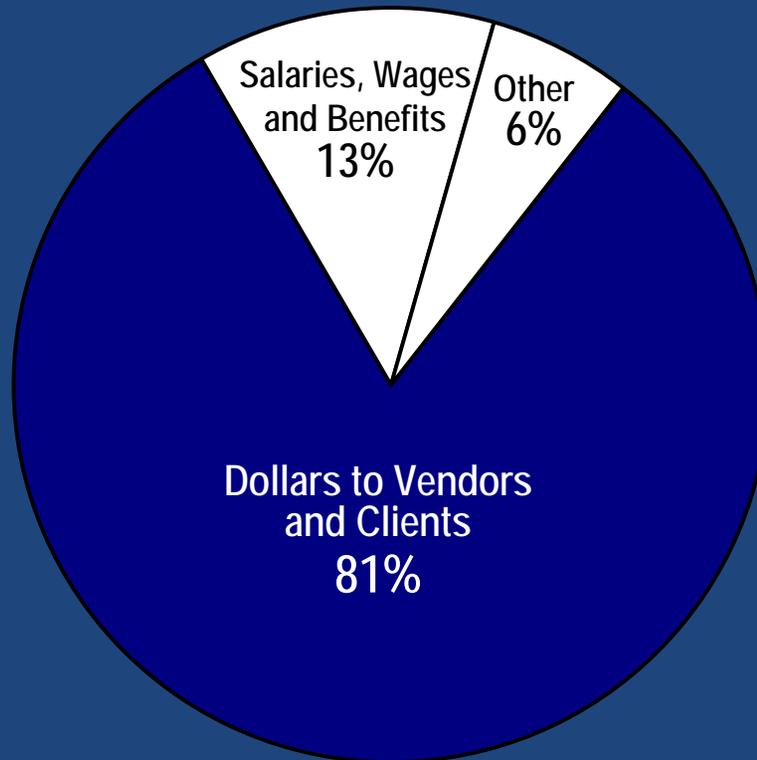


Our Spending Goes to Client Care



Our Spending Goes to Client Care

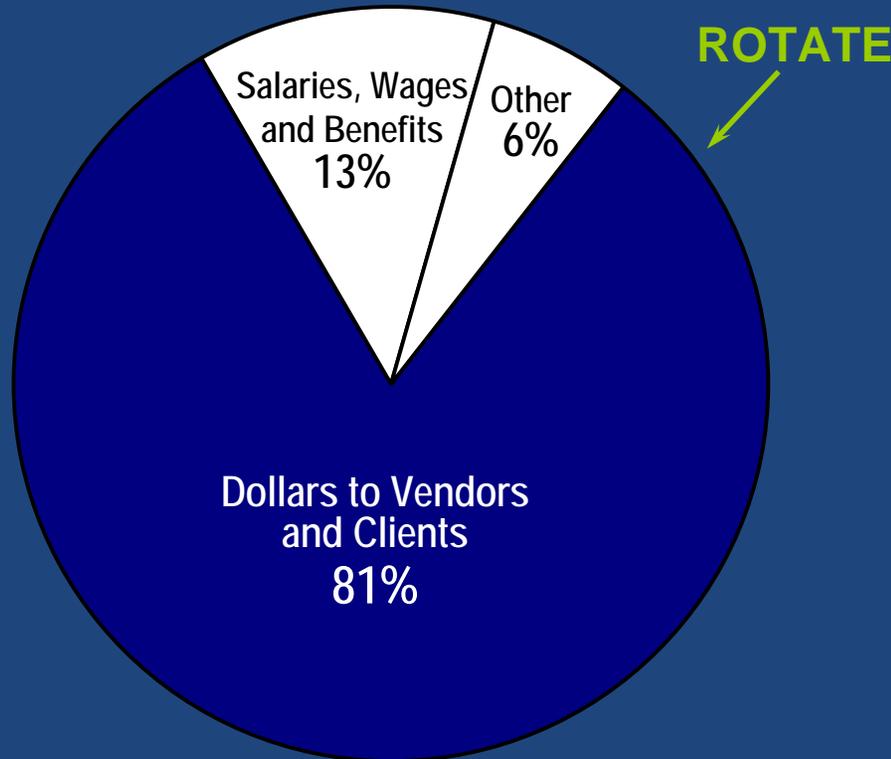
ADD DOLLAR → DSHS 2001-03 Budget = \$14.1 Billion
AMOUNT



Our Spending Goes to Client Care

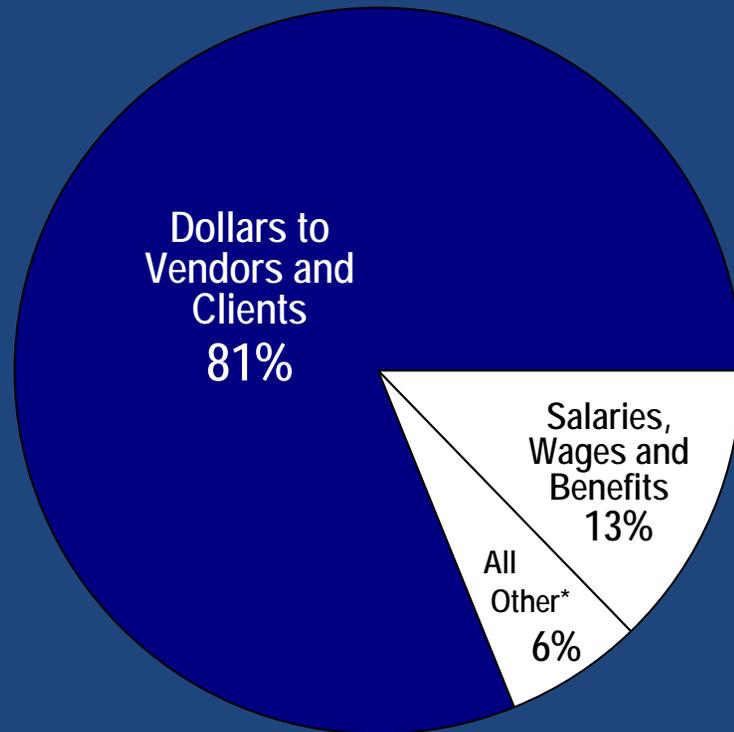
**CHANGE
FONT**

DSHS 2001-03 Budget = \$14.1 Billion



Our Spending Goes to Client Care

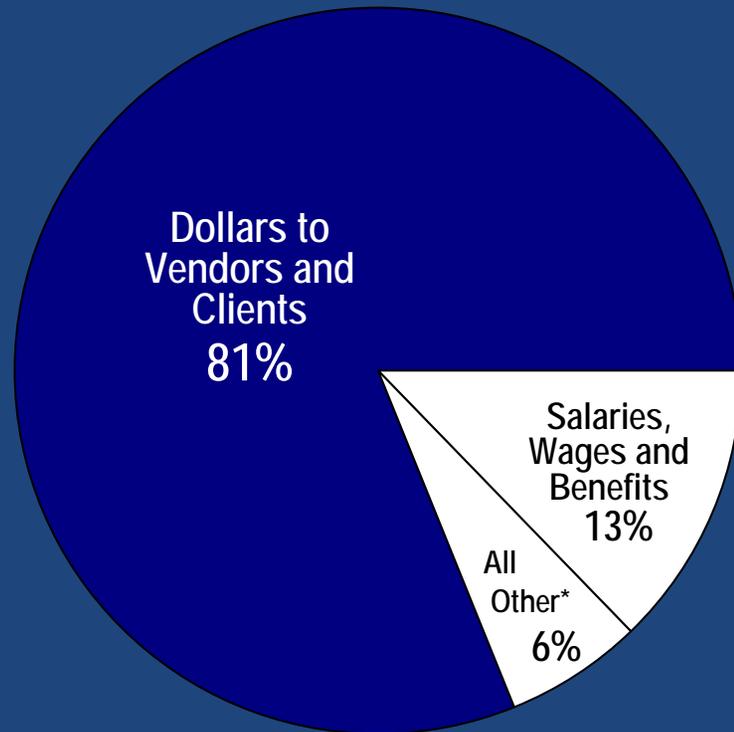
2001-03 DSHS Budget = \$14.1 billion



COMPLETE MESSAGE: Where do we place our FTEs?

Our Spending Goes to Client Care

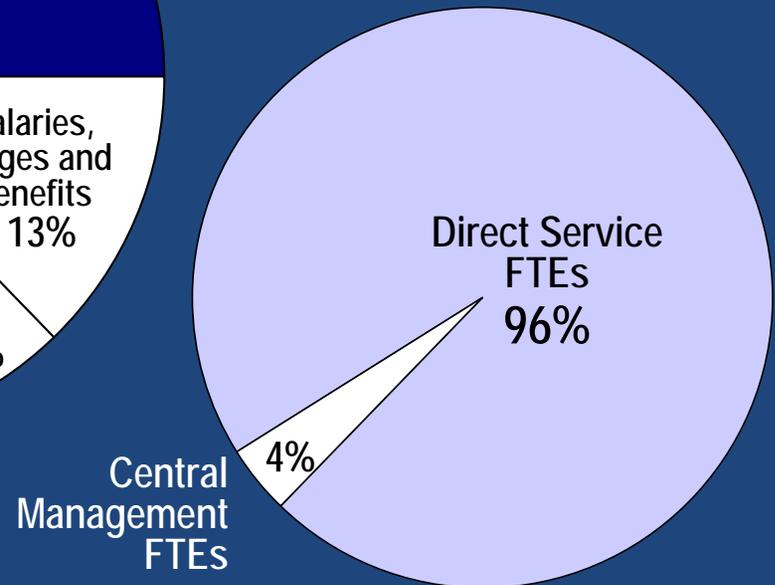
Proposed = \$14.1 billion



* 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



BUDGET SUMMARY

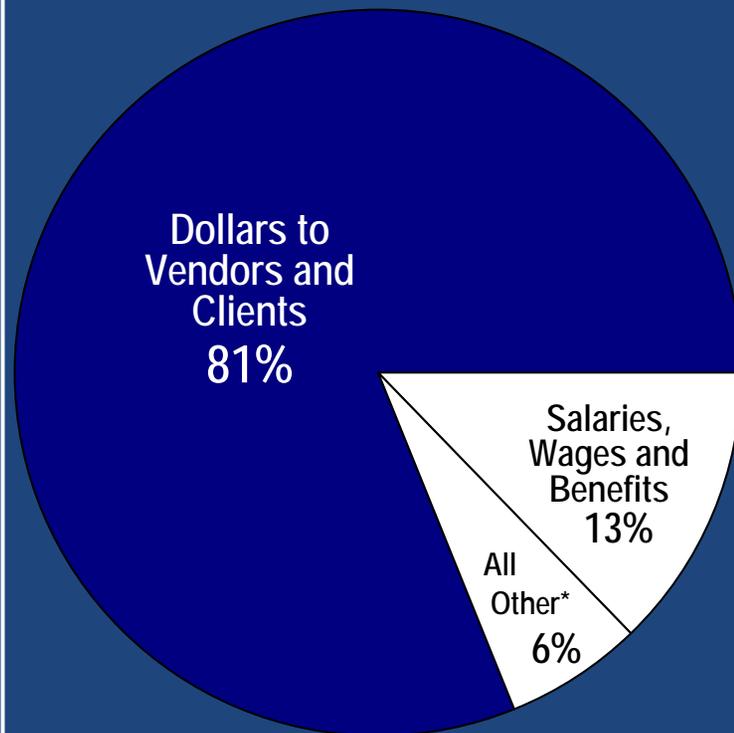
Our Spending Goes to Client Care

Proposed = \$14.1 billion

Focused and Efficient

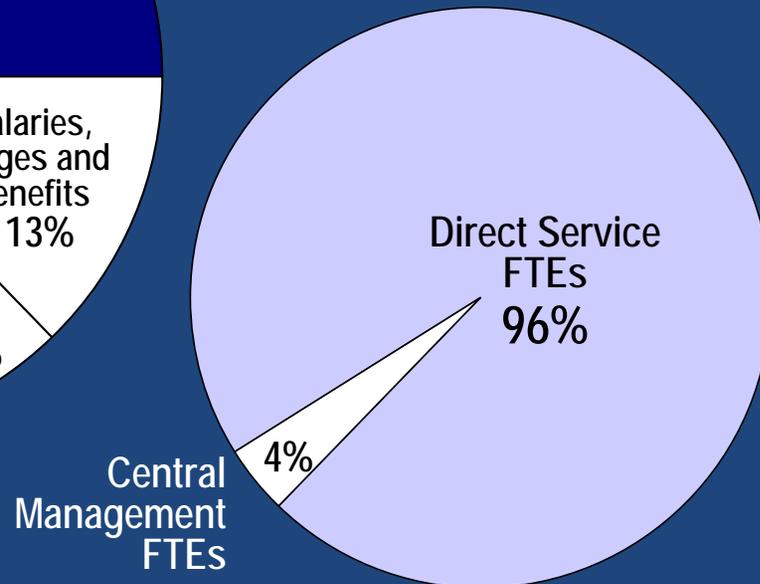
2001-03 Proposed Budget
\$14.1 Billion
(All Funds)

** 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.*



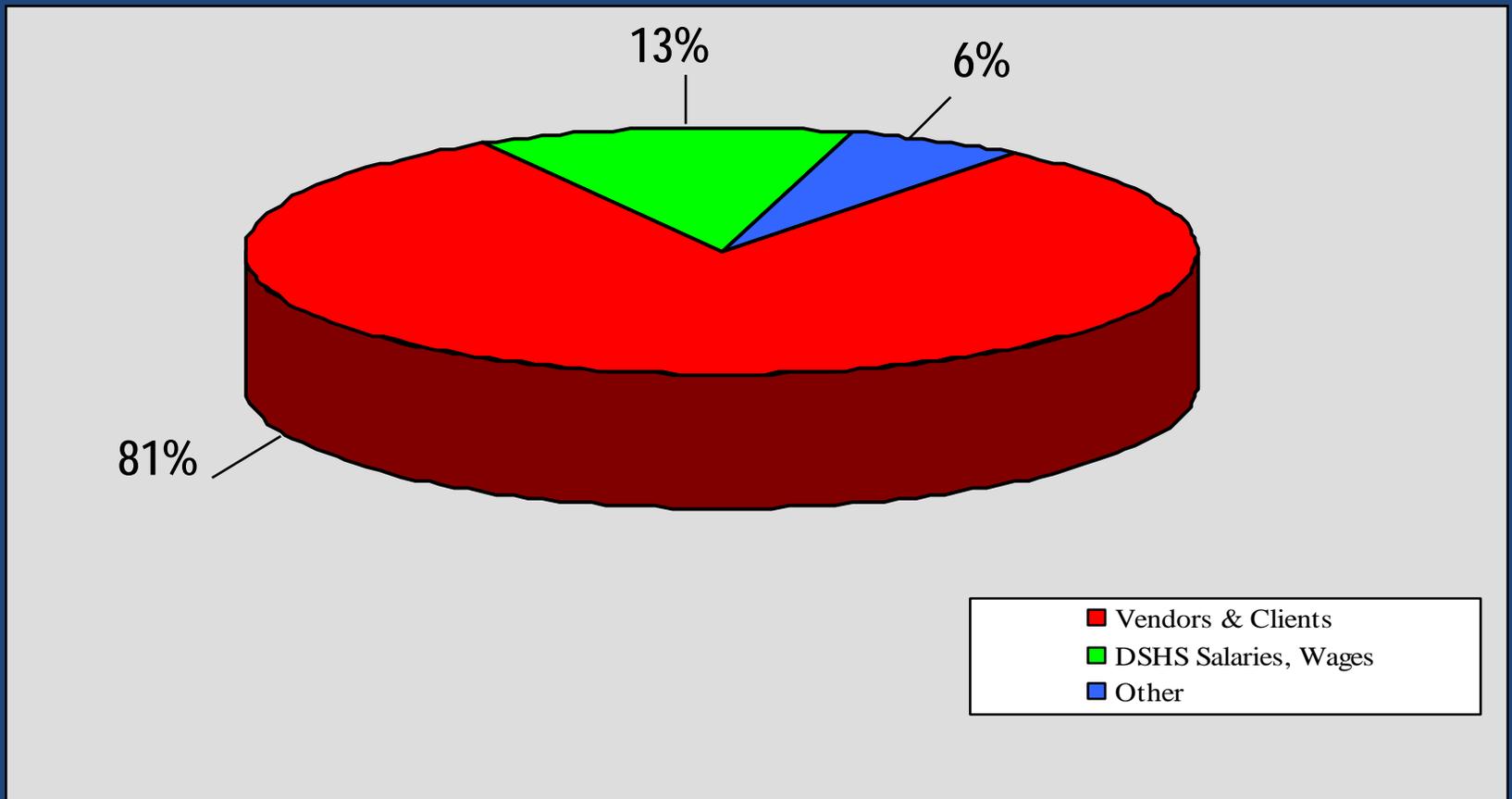
Our Employees Serve Clients First

Proposed = 18,201 FTEs



BEFORE

DSHS Expenditures



AFTER

BUDGET SUMMARY

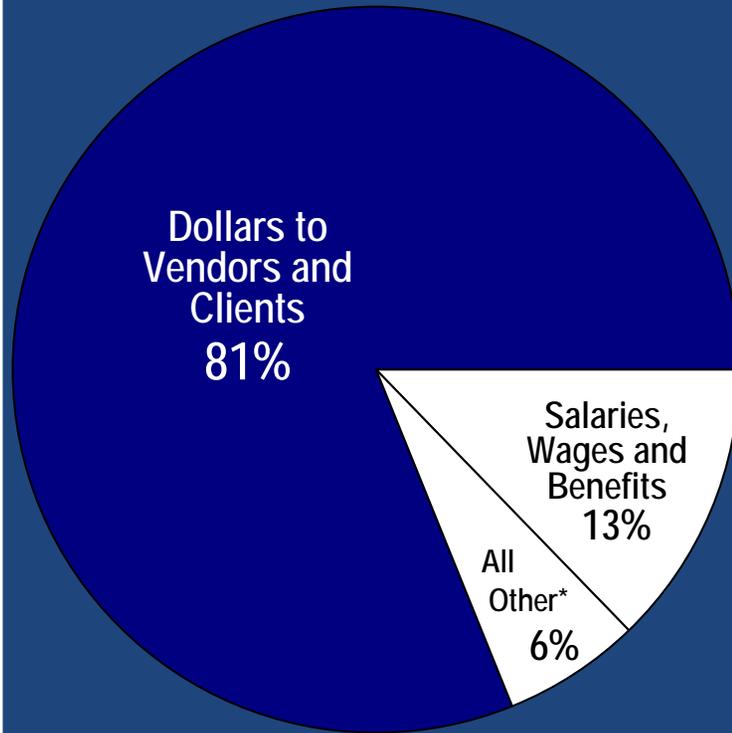
Our Spending Goes to Client Care

Proposed = \$14.1 billion

Focused and Efficient

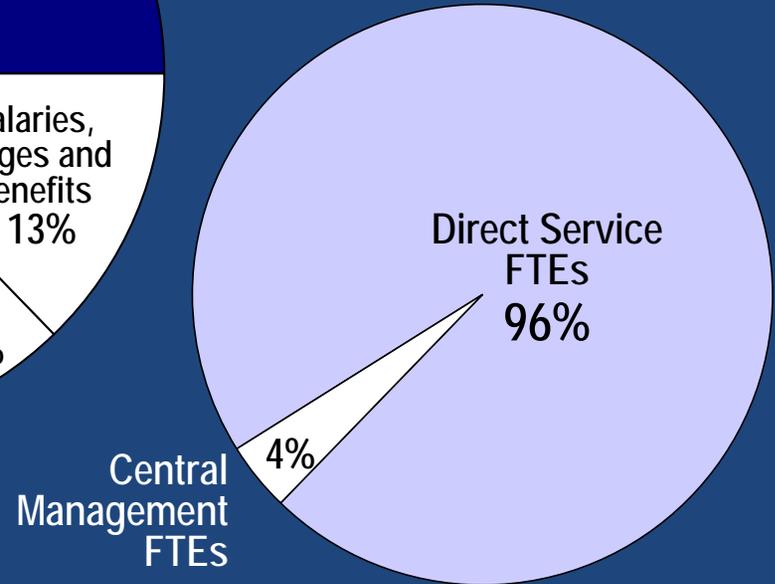
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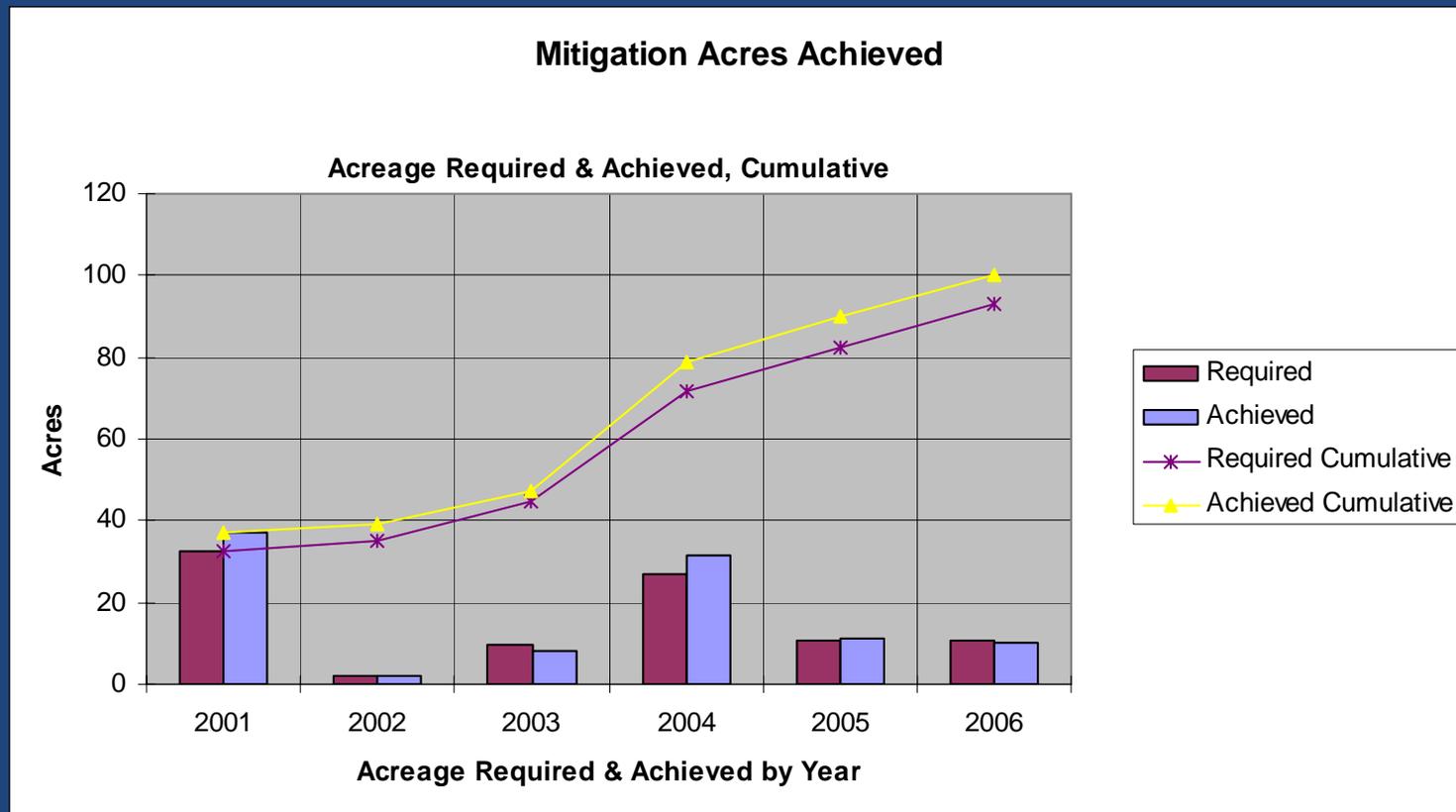


Our Employees Serve Clients First

Proposed = 18,201 FTEs



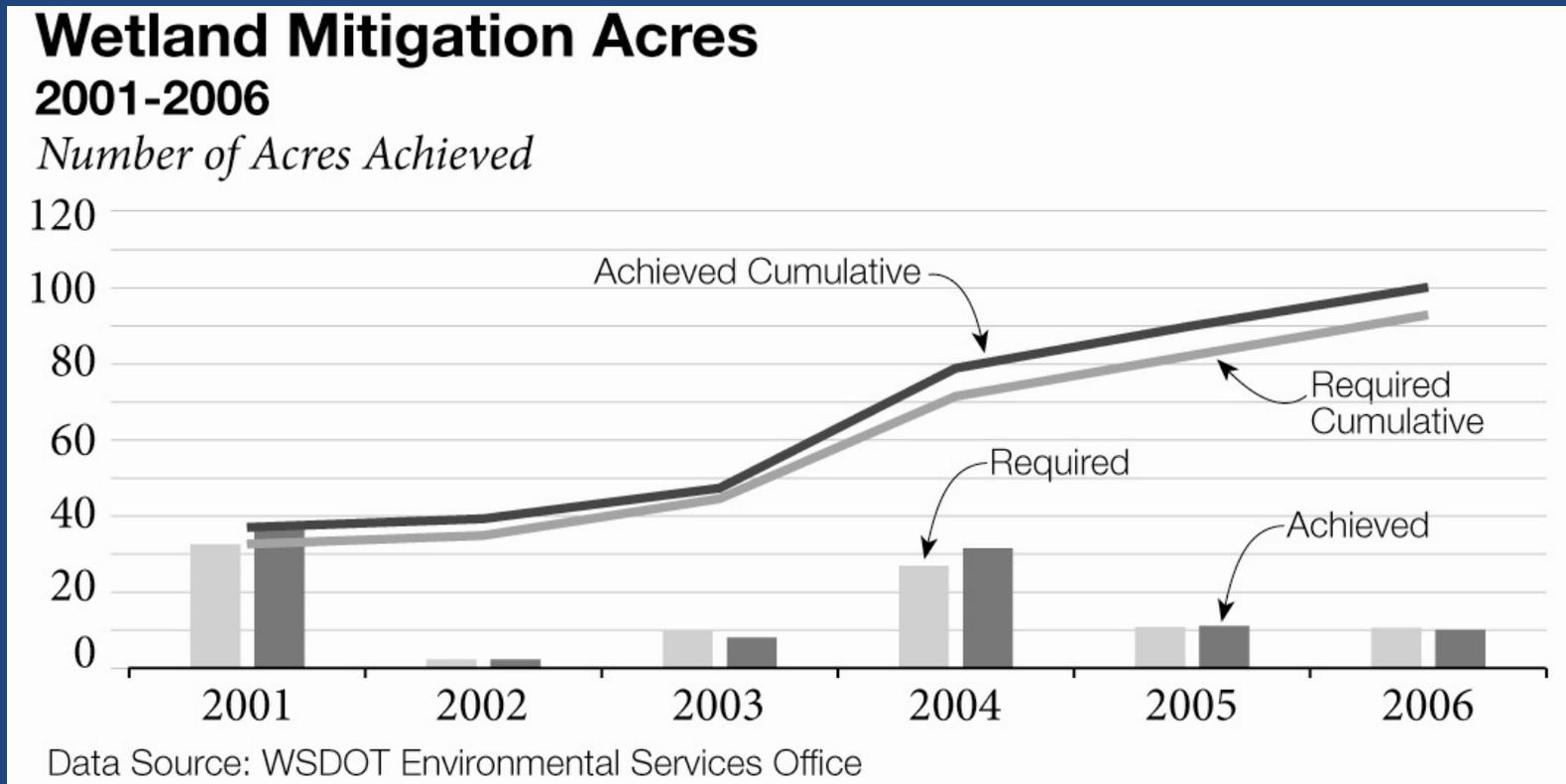
What's Wrong with this Graph?



Real Life Gray Notebook example of a "BEFORE" graph

The Final Version

(as it Appeared in the Gray Notebook)



Real Life Gray Notebook example of an “AFTER” graph, from the December 31, 2006 edition

Module I

Performance Measurement and Performance Communication

Section 4

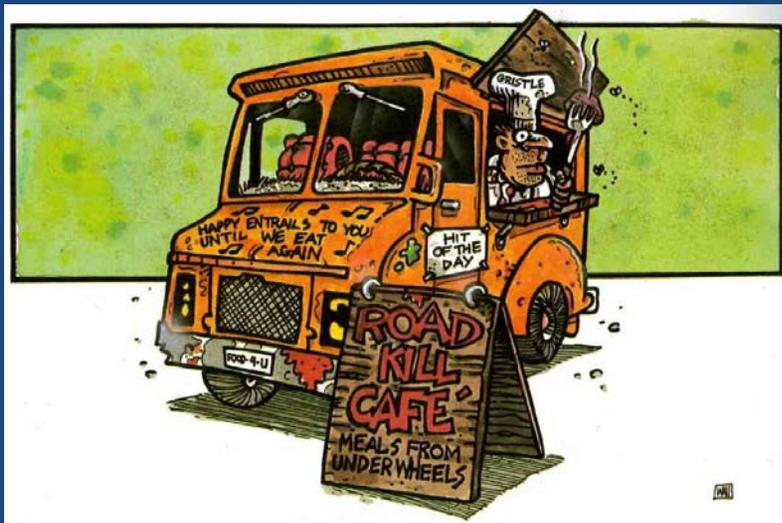
Putting It Into Practice:
Effective Performance
Communication

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:
Gourmet 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

- Tufte, E.R. (1990). *Envisioning Information*. Cheshire, CT: Graphics Press.
- Tufte, E.R. (2001). *Visual Display of Quantitative Information (2 ed)*. Cheshire, CT: Graphics Press.
- Tufte, E.R. (1997). *Visual Explanations: Images and Quantities, Evidence and Narrative*. Cheshire, CT: Graphics Press.
- Wainer, H. (2005). *Graphic Discovery: A Trout in the Milk and Other Visual Adventures*. Princeton, NJ: Princeton University Press.