



# **FY 2013 Proposed Budget and Financial Plan**

## **Benchmarking Study**

# Benchmarking

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Since FY 2005, the Office of Budget and Planning (OBP) has worked with District agencies to complete benchmarking studies in order to create opportunities for performance improvement. We are proud to continue this effort for the FY 2013 Budget and Financial Plan.

## **Background**

As the nation's capital, the District of Columbia is committed to ensuring that the city's residents and visitors receive the best services in the country. A critical component of achieving this goal is consistently comparing, or benchmarking, the District's performance with other similar and high-performing jurisdictions. Benchmarking gives District leaders, agency managers, and other stakeholders an opportunity to assess how the District compares with other jurisdictions providing the same services and to develop strategies for operational improvements and efficiencies.

The compilation of these key benchmarks presents a picture of the District's performance in relation to other jurisdictions. The benchmarks provide objective data on operations, funding, and service delivery, highlighting both the city's achievements and its challenges. District leaders and community stakeholders can use this data to foster continued improvement in city services.

## **Comparison Jurisdictions**

The District of Columbia's unique blend of service delivery makes finding comparable jurisdictions difficult. The District provides services at the special district, city, county, and state levels of government, and it supports the nation's headquarters for federal and foreign operations. Since no other jurisdiction in the country has the same responsibilities, none of the benchmarks will be a perfect comparison. However, many jurisdictions do have enough similar characteristics to make comparisons to the District meaningful. Selection factors used include the type of government, community demographics, geography, proximity to the District, and jurisdictions with recognized leadership in the respective fields.

### **Fiscal Year 2013 Benchmarks**

The District has hundreds of programs to choose from. Thus, it is appropriate to narrow the benchmarking focus to higher level outcomes that are often influenced by programs that span agencies and funding sources. Our intent is to capture the performance of multiple programs in order to better assess the effectiveness of those programs by understanding the net impact on the indicator they are meant to influence. In cases where outcome measures were not available, an output measure or a simple statistical measurement of an activity or count at a point in time was used instead.

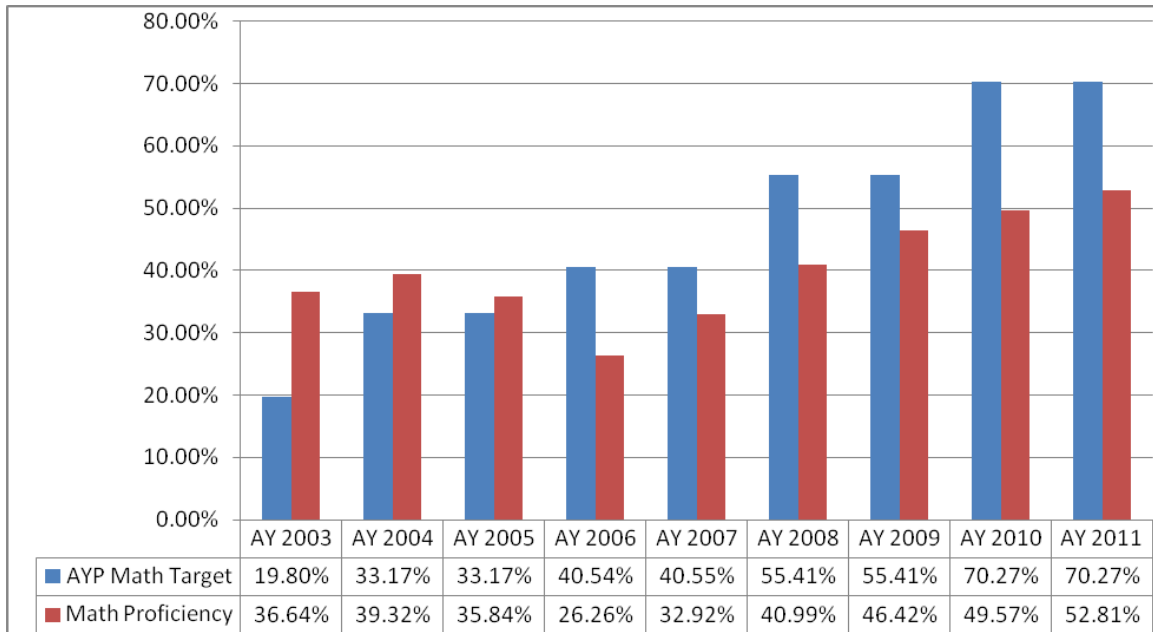
Each benchmark is presented with a description, graph, and analysis tied to its related program. The majority of the benchmarks use a comparison of data from the District and other jurisdictions over time; thus one can compare each period of time and observe the trend (if any). Several indicators do not include data from other jurisdictions and only display the trend of the District's results over time.

When possible, data for the analysis was collected from the International City/County Management Association (ICMA) Center for Performance Measurement web site. ICMA has over 200 member jurisdictions that share performance data in order to identify and share best practices. Data was also collected in some cases by contacting benchmarking jurisdictions and requesting the data or by collecting it from an open data source, such as a published report.

### **No Child Left Behind Scores (NCLB)**

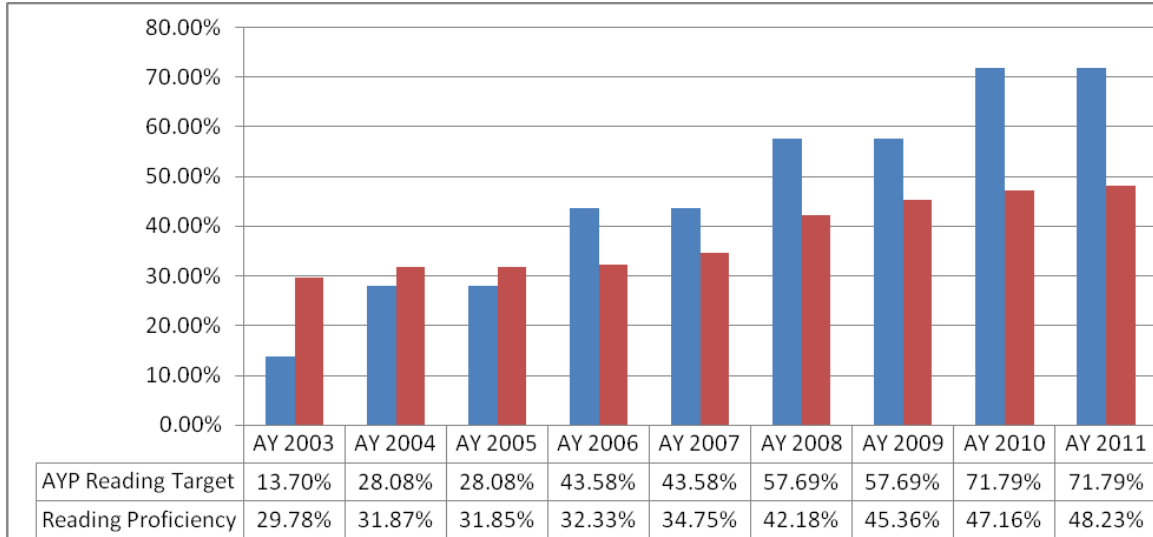
No Child Left Behind (NCLB) is a federally mandated program that requires all public schools, school districts, and states to demonstrate "adequate yearly progress" (AYP) on the state tests and other indicators. All testing groups required to make AYP for test data must reach or exceed the 95 percent tested target and the proficiency targets for a unit to achieve AYP with respect to test data. The data below shows the NCLB State AYP Report scores for all public schools in the District of Columbia, which includes both DCPS and charter schools, and is available at: <http://nclb.osse.dc.gov/aypreports.asp> The AY 2011 data is not shown as the scores released on July 11, 2011 were preliminary and are not yet in the official AYP reports found at the link above.

## Secondary Schools - Math



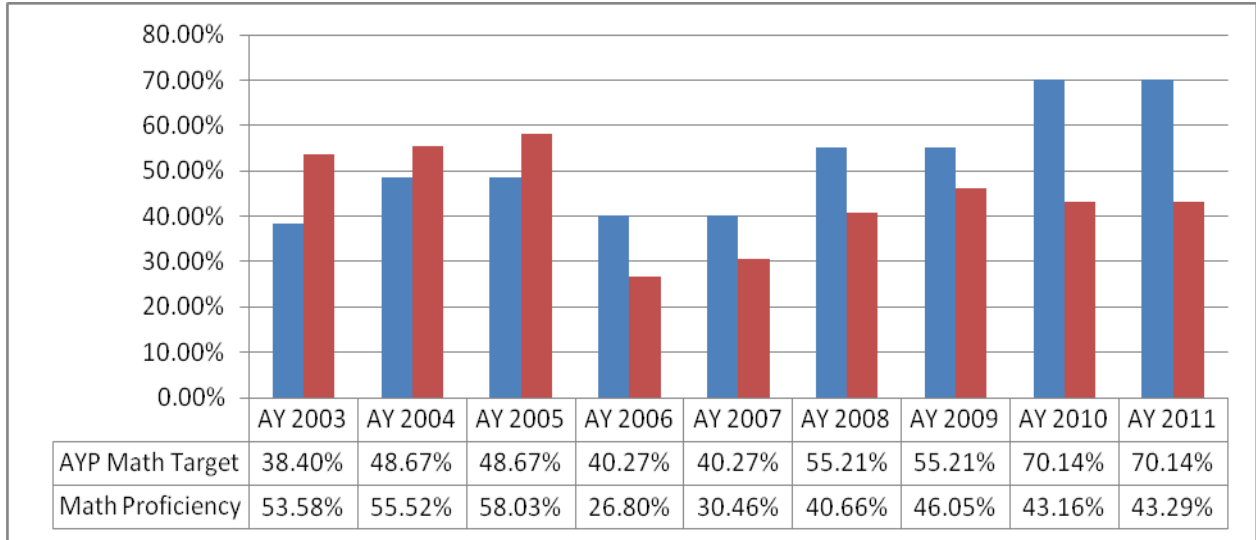
**Note:** The Stanford Achievement Test Series 9 (SAT-9) assessment was used in 2003-2005. In 2006, the D.C. Comprehensive Assessment System (DC-CAS) became the annual statewide assessment. Trends cannot be directly compared between the SAT-9 and the DC-CAS.

## Secondary Schools- Reading



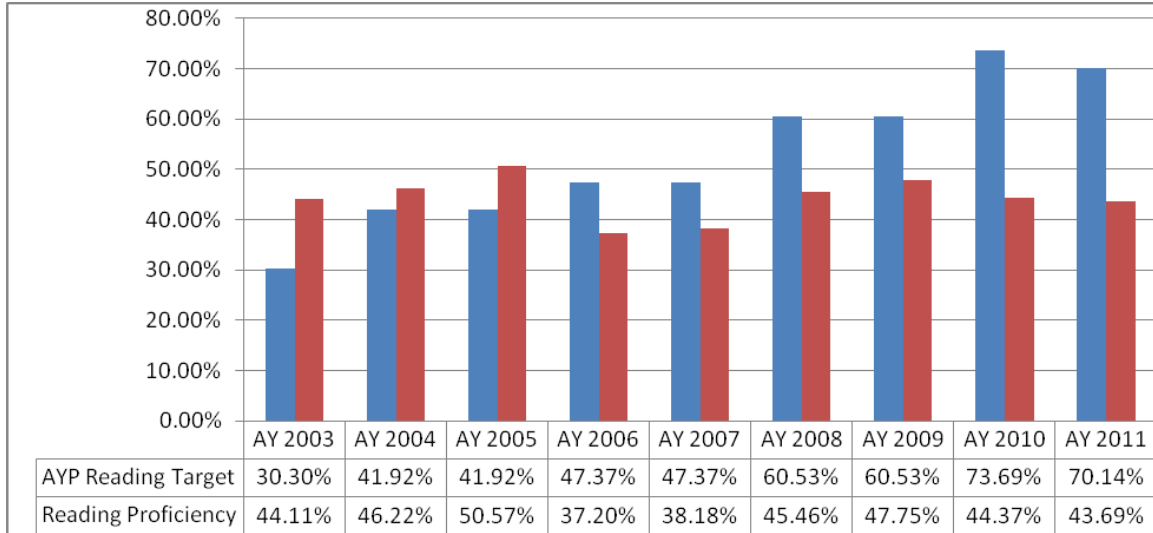
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## Elementary Schools - Math



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## Elementary Schools - Reading

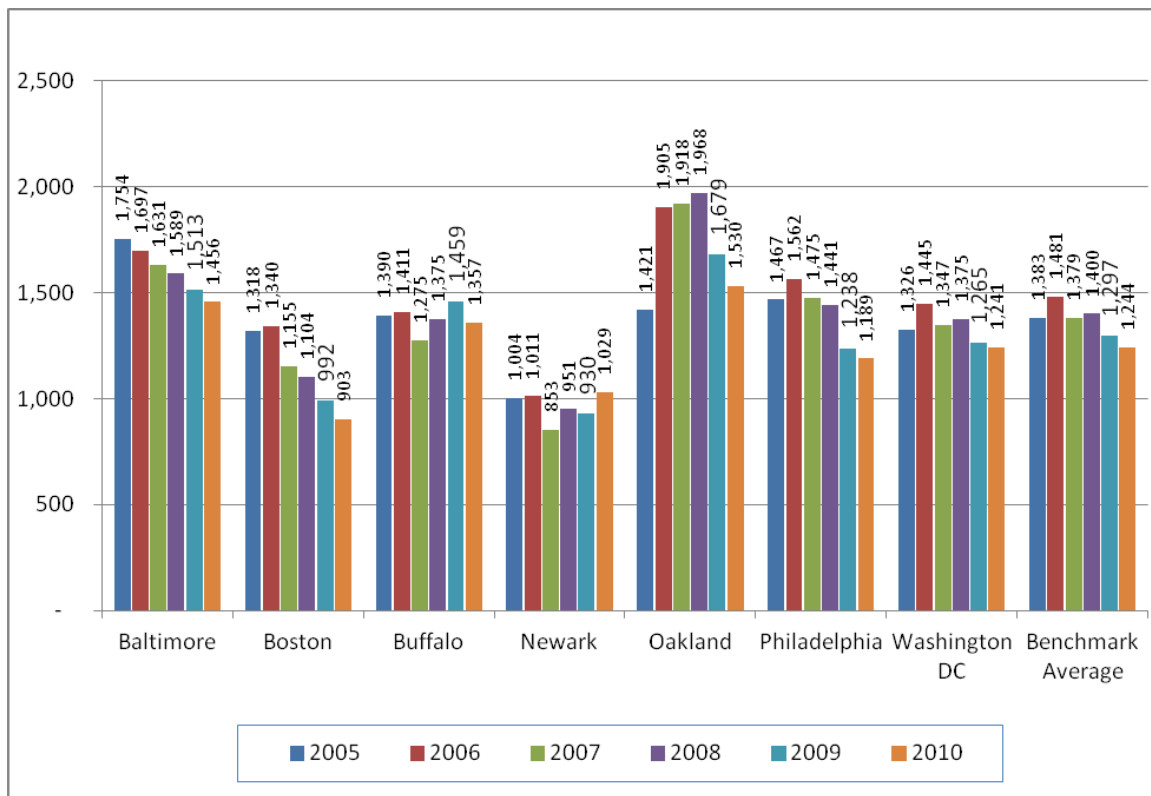


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## Crime Rates

Crime rates are a commonly used indicator of public safety, and in this section of the benchmarking report, we are presenting two crime rate indicators: the property crime rate per 100,000 residents and the violent crime rate per 100,000 residents. Because numerous factors influence crime rates – including socio-economic variables (i.e., poverty, unemployment, family structure, education, etc.), demographic variables (i.e., age composition of the population), and policy determinants (i.e., criminal laws), robust analysis would be based on more than these figures. However, crime rates and overall trends do provide illustrative information.

### Number of Part 1 Violent Crimes Per 100,000 Residents

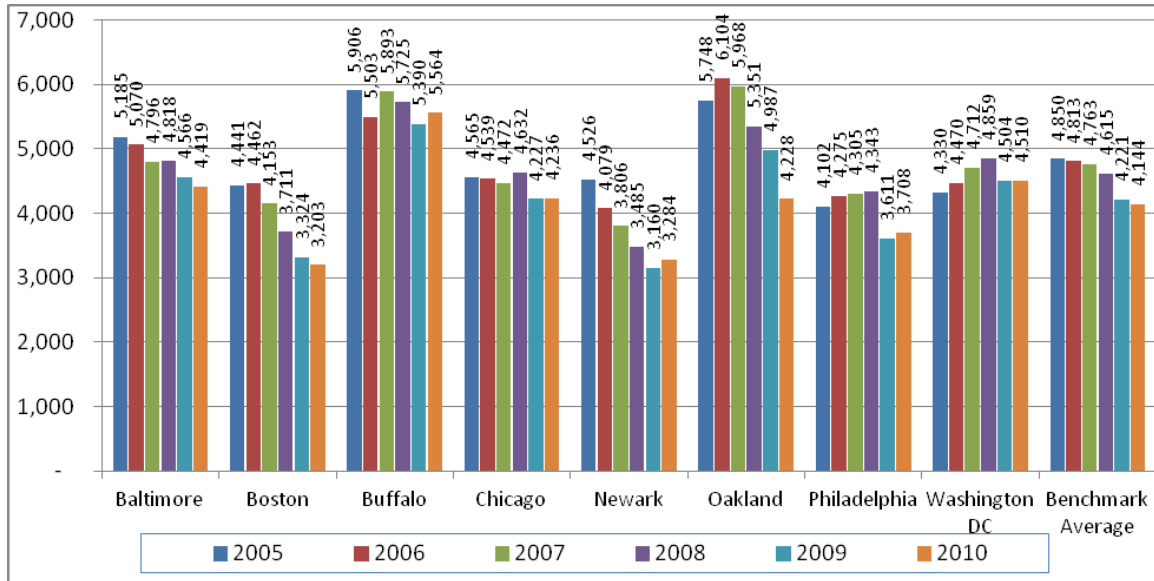


Crime and population data are from the Federal Bureau of Investigation's (FBI's) annual crime report, *Crime in the United States*.

These are crimes against persons--criminal homicide, forcible rape, robbery, and aggravated assault--as classified according to the Federal Bureau of Investigation's (FBI's) Uniform Crime Reporting (UCR) guidelines. In 2009 and 2010, the District's violent crime rate was lower than the benchmark average. In addition, the violent crime rate in the District decreased 8.0 and 10.0 percent respectively compared to 2008. Please note that these figures are based on the FBI's UCR definitions and will differ from crime figures reported under the D.C. Official Code definitions. The UCR figures are used here because they allow for multi-jurisdictional comparisons.



## Number of Part 1 Property Crimes Per 100,000 Residents

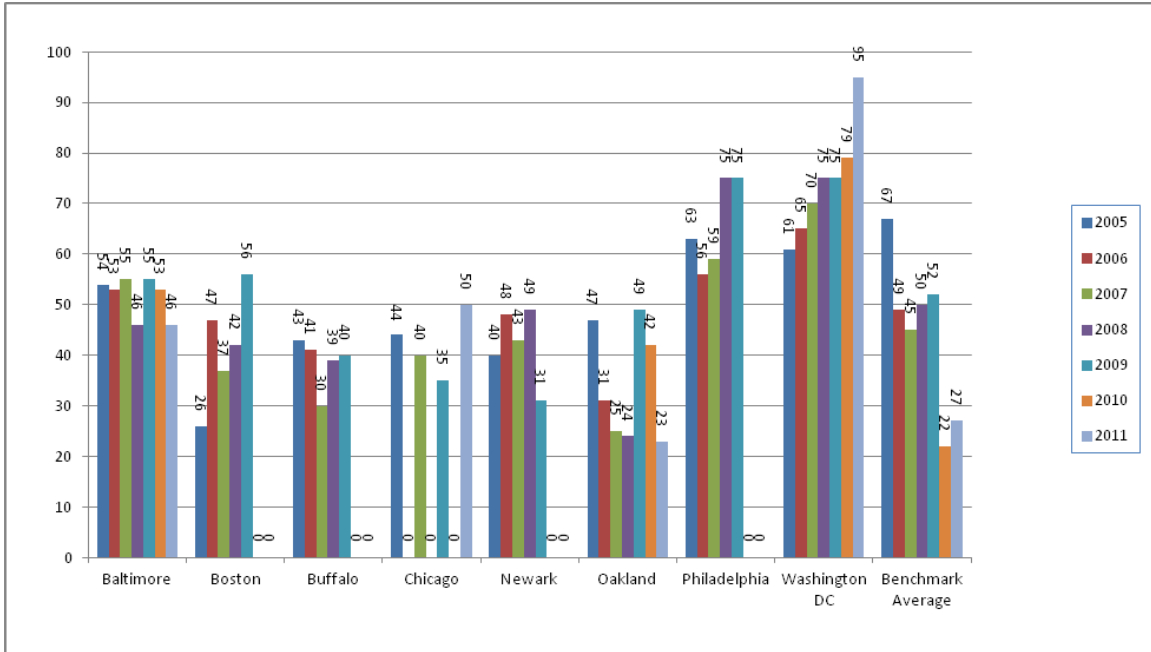


Note: Crime and population data are from the Federal Bureau of Investigation's (FBI's) annual crime report, *Crime in the United States*.

These are crimes against property—burglary, larceny/theft, and stolen auto—as classified according to the Federal Bureau of Investigation's (FBI's) Uniform Crime Reporting (UCR) guidelines. Arsons were not included in the property crime rate because many cities (including our benchmark cities of Boston and Philadelphia) do not consistently report arson data that are in accordance with national UCR guidelines. Additionally, most big city police departments do not have primary responsibility for investigating arsons. The UCR property crime rate in the District decreased 7.0 percent in 2009 and 2010 to its lowest rate in three years. Please note that these figures are based on the FBI's UCR definitions and will differ from crime figures reported under the D.C. Official Code definitions. The UCR figures are used here because they allow for multi-jurisdictional comparisons.

## Homicide Clearance Rate

One of the key benchmark measures for the Metropolitan Police Department (MPD) is the homicide clearance rate. The rate indicates the percentage of homicides that are closed by an arrest or exceptional means. The accompanying table illustrates the District's performance with benchmark jurisdictions.

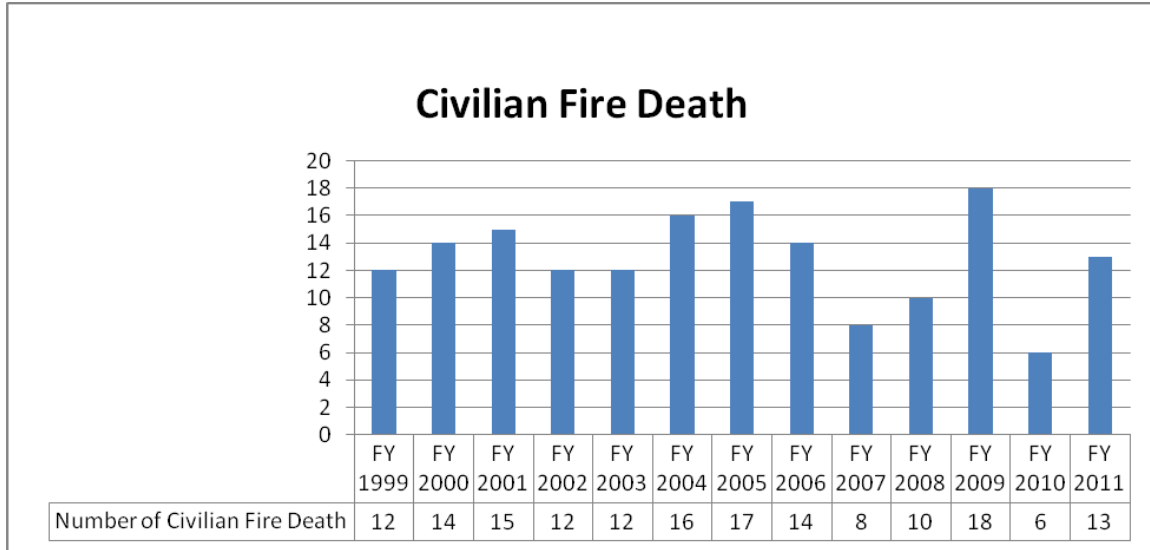


Note: The Metropolitan Police Department provided all benchmark data. Benchmark jurisdictions submitted their data to MPD in annual surveys. Some cities do not provide all requested data each year and those jurisdictions are labeled as 0. The homicide clearance rate is calculated according to the Federal Bureau of Investigation's Uniform Crime Reporting (UCR) guidelines. These figures are calculated on a calendar year basis, and measure current year clearances, regardless of the year in which the offense took place, as a percentage of current year offenses. See <http://www.fbi.gov/ucr/ucrquest.htm> for more detail on UCR.

MPD's homicide closure rate in Calendar Year 2011 was 95 percent, two-thirds higher than the 57 percent average for comparably sized cities, and a significant increase over the 79 percent closure rate in 2010. In accordance with the FBI's UCR Standards, the clearance rate is calculated by dividing the total number of homicide cases closed in a calendar year by the total number of homicides that occurred in that year. The cases closed may be for homicides that occurred in the current year or prior years.

The Department continues to outperform comparable jurisdictions, achieving a homicide clearance rate more than 20 percentage points above the benchmark average. Countering the trend of the benchmark jurisdictions, the District is the only one to have maintained or increased its homicide clearance rate in each of the past 5 years. This has allowed the District to hold more offenders to account for their crimes and has helped families of homicide victims reach closure.

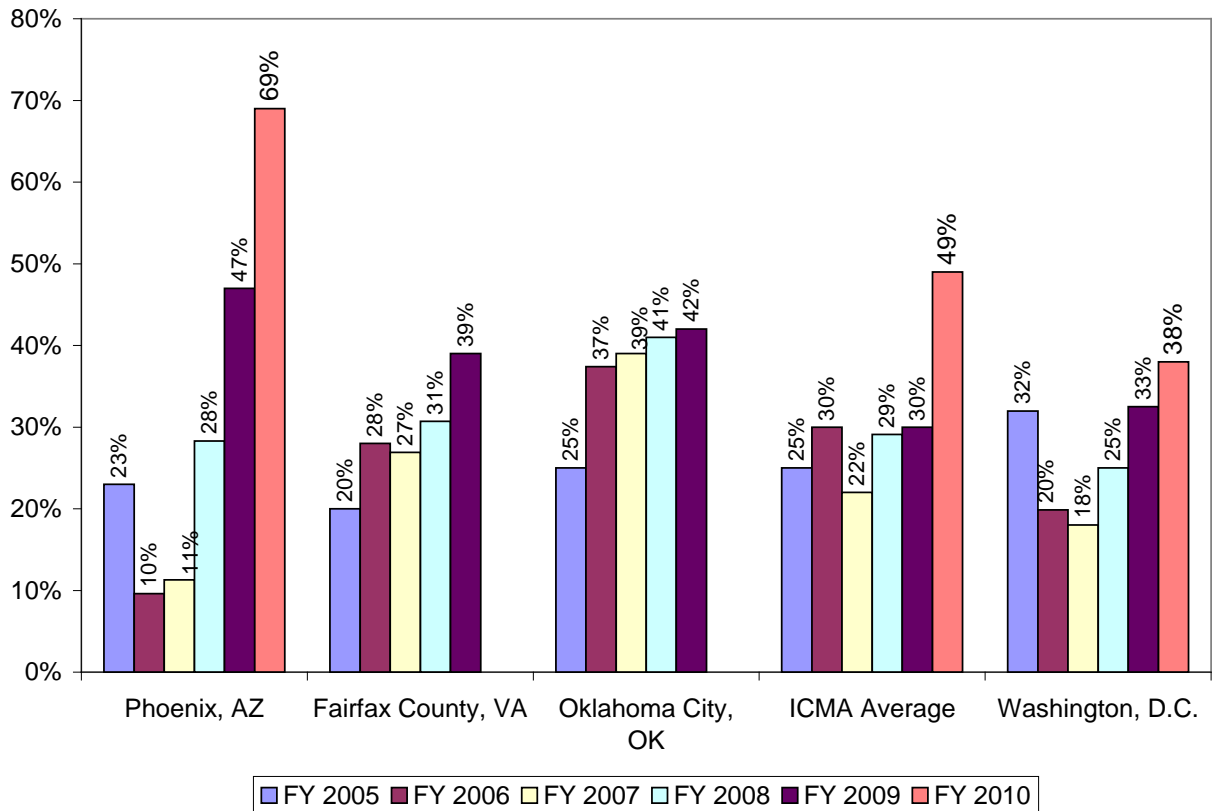
## Civilian Fire Deaths in Washington, DC



Source of data is the District's Fire and Emergency Medical Services (FEMS)

An analysis of the multi-year trend in deaths caused by fire in the District of Columbia shows that fire continues to be a significant risk. Most civilian fire deaths occur in residences that lack sprinkler systems and working smoke detectors. Installation of these fire protection measures in residential occupancies dramatically reduce the risk of death by fire or fire by-products (smoke and toxic gases). Civilian fire deaths are an extremely volatile statistic, particularly in the short term. An individual year's data can be skewed by a single multi-fatality incident. This statistic can nevertheless be a useful indicator when trends are analyzed over the long term. Over the period shown, the District averaged approximately 14 civilian fire deaths a year. Given the number of older homes and often times their close proximity to each other, fire safety and preventive measures are paramount for public safety. Three District firefighters lost their lives due to injuries caused by fire during the 7-year period FY 1994 to 2000, while zero District firefighters were killed performing interior firefighting operations during the 9-year period FY 2001 to 2010. During FY 2010, FEMS continued installing smoke and carbon monoxide alarms using the "Smoke Alarm Utilization and Verification" – or SAVU – program, with a total of 1,250 household installations and more than 1,400 inspections. In FY 2010, FEMS responded to more than 31,000 fire related 9-1-1 calls and extinguished 708 fires.

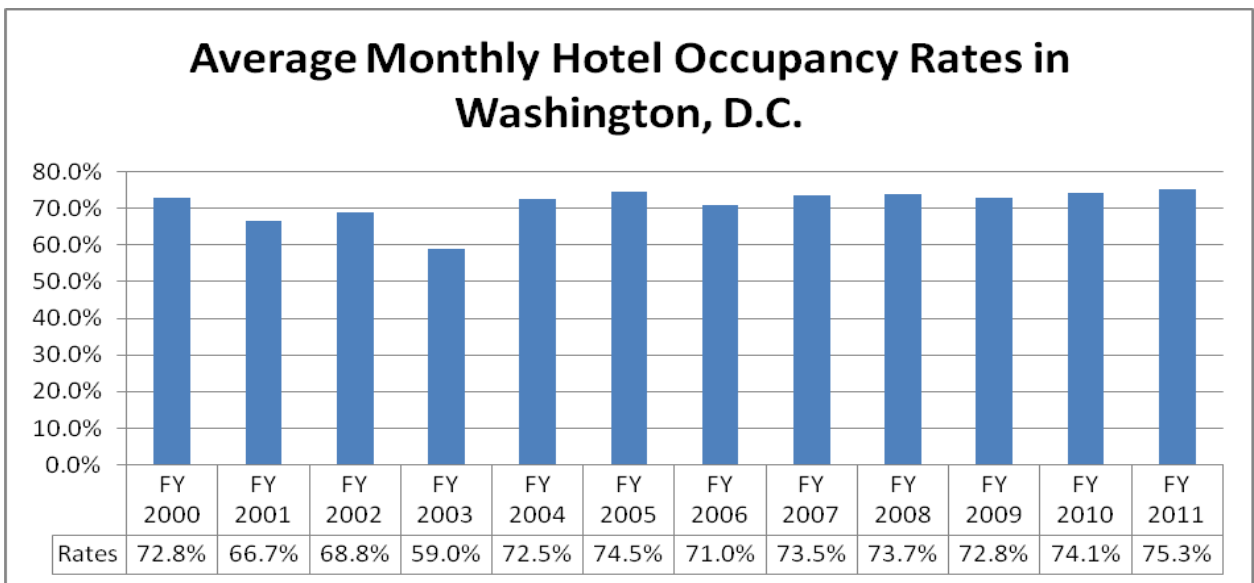
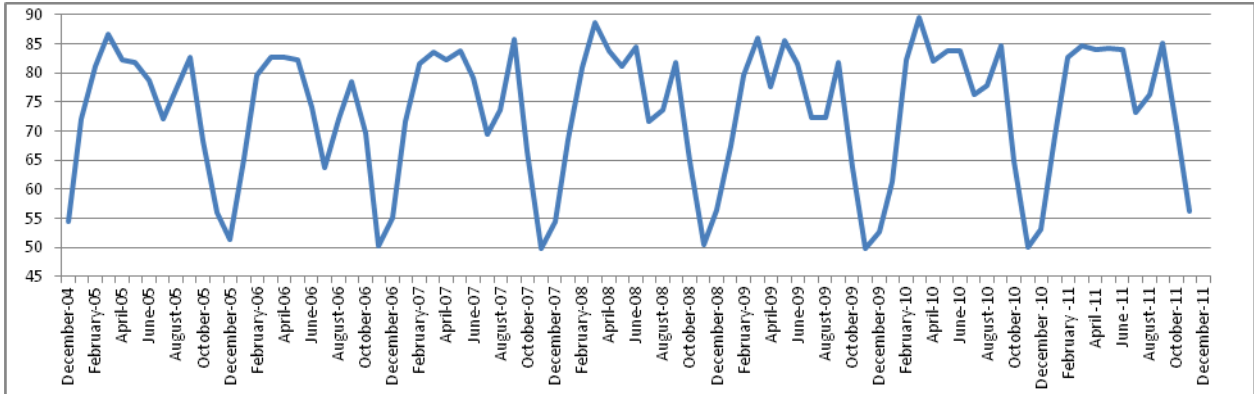
## Arson Case Closure Rate



Note: Source of data is the International City/County Management Association (ICMA) Center for Performance Management and the District of Columbia Fire and Emergency Medical Services Department. For jurisdictions other than Washington D.C., the FY 2010 data is mid-year data as the final data was not available from ICMA prior to publication. The FY 2010 data will be updated in the FY 2013 budget.

The ICMA's FY 2009 final figures for this benchmark for cities with a population over 100,000 show that on average, those jurisdictions closed 30 percent of their arson cases with an arrest, and that the median number was 27 percent. The FY 2010 figures for the non-District jurisdictions are mid-year figures and are subject to change when the final data is reported for the year. The mid-year ICMA reported average arson closure rate for jurisdictions greater than 100,000 is 29 percent and the median is 25 percent. During FY 2010, 38 percent of Washington D.C. arson cases (37 out of 97 cases) were closed with an arrest, and in FY 2009 that closure rate was 32.5 percent. Better training for arson investigators and routine deployment of arson detection canines may have improved the closure rate.

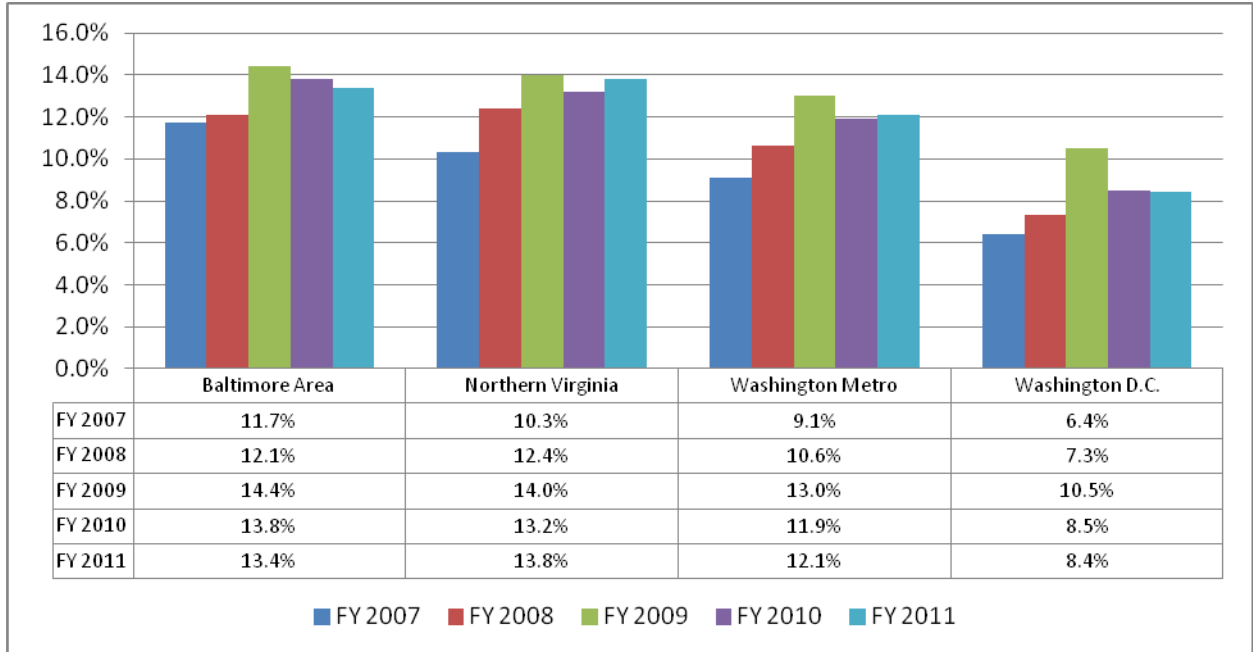
## Hotel Occupancy Rates



Source: Smith Travel monthly occupancy rate data used in the chart. Data from Destination D.C. based on a press release dated January 17, 2012.

The travel and tourism industry continues to have a strong impact on the District's economy. Destination D.C. reported that visitors spent \$5.68 billion in 2010, an increase from the \$5.25 billion estimated to have been spent in 2009. According to Destination D.C., the impact on the District's finances is estimated to be \$622.6 million in tax revenue in 2010. An indicator of the District as a destination point is the occupancy rate for hotels. The above chart shows the monthly average hotel occupancy rate, starting in January 2000 through December 2011. Not shown is room supply, which according to Smith Travel, was 768,304 units in January 2000 (the first month shown above) and 856,840 units in December 2011 (the last month shown). While the room supply numbers vary from month to month, the overall trend has been an increase in supply. Thus, the District has been able to absorb additional rooms while also increasing the room occupancy rate. As an economic engine, the tour and travel industry is important to District finances and economic vitality, as this industry provides jobs for District residents and supports business to business sales.

## Commercial Office Space Vacancy Rates



Date source: Delta Associates Year-End 2011 Report: The Washington/Baltimore Office Market. The rates shown are the overall vacancy rates.

The commercial property space market is an indicator of the desirability of the Washington metro area as a place of business and an indicator of the economic climate. The year-end, overall office space vacancy rate for the District of Columbia declined to 8.4 percent at the end of 2011, a decrease from 8.5 percent at year-end in 2010. As compared to other jurisdictions, the District's vacancy rate for commercial buildings is low.

## Unemployment Rate

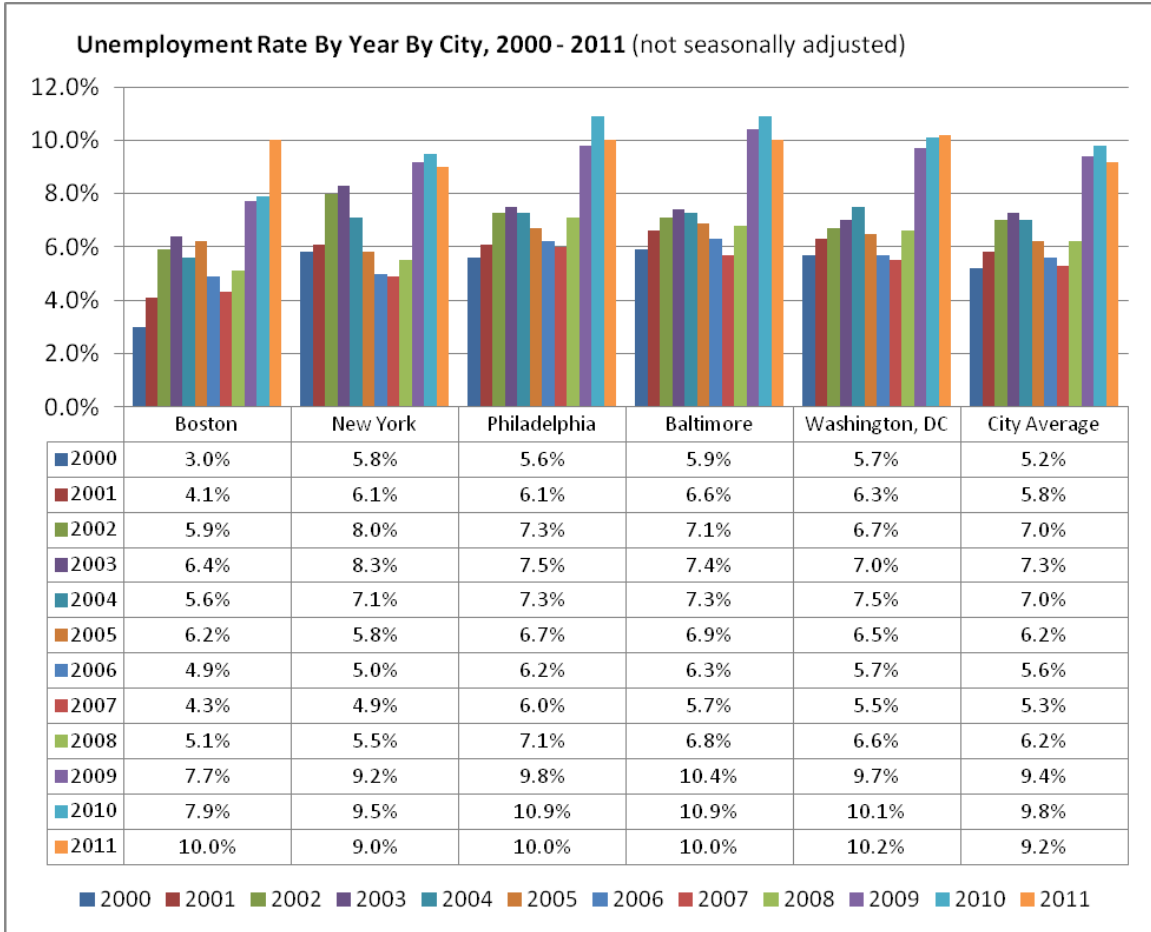
The information below shows the city unemployment rate<sup>1</sup>, by the calendar year, for selected cities, as reported for the 50 largest cities using the Local Areas Unemployment Statistics (LAUS) program, maintained by the U.S. Department of Labor's Bureau of Labor Statistics. Two views are shown, by city by year and by year by city. The city average that is shown is just for the comparison cities on the chart and is not a nationwide average.

The unemployment rate is based on a monthly sample of households. Unemployment insurance weekly claims data are used in current economic analysis of unemployment trends in the nation and in each state. Emerging unemployment is measured by initial claims, and continued weeks claimed is measured by the number of persons claiming unemployment benefits. The unemployment rate, as collected and tabulated, is a technical representation and does not include discouraged and/or underemployed workers. Nevertheless, this outcome measure was selected for benchmarking, as the unemployment rate is a significant indicator of a community's economic health and vitality. A persistently high rate indicates a number of individual, family, and jurisdictional struggles.

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<sup>1</sup> **Note:** represents annual average, not seasonally adjusted rates by calendar year; also note that the data shown are subject to Bureau of Labor Statistics (BLS) benchmark revisions.

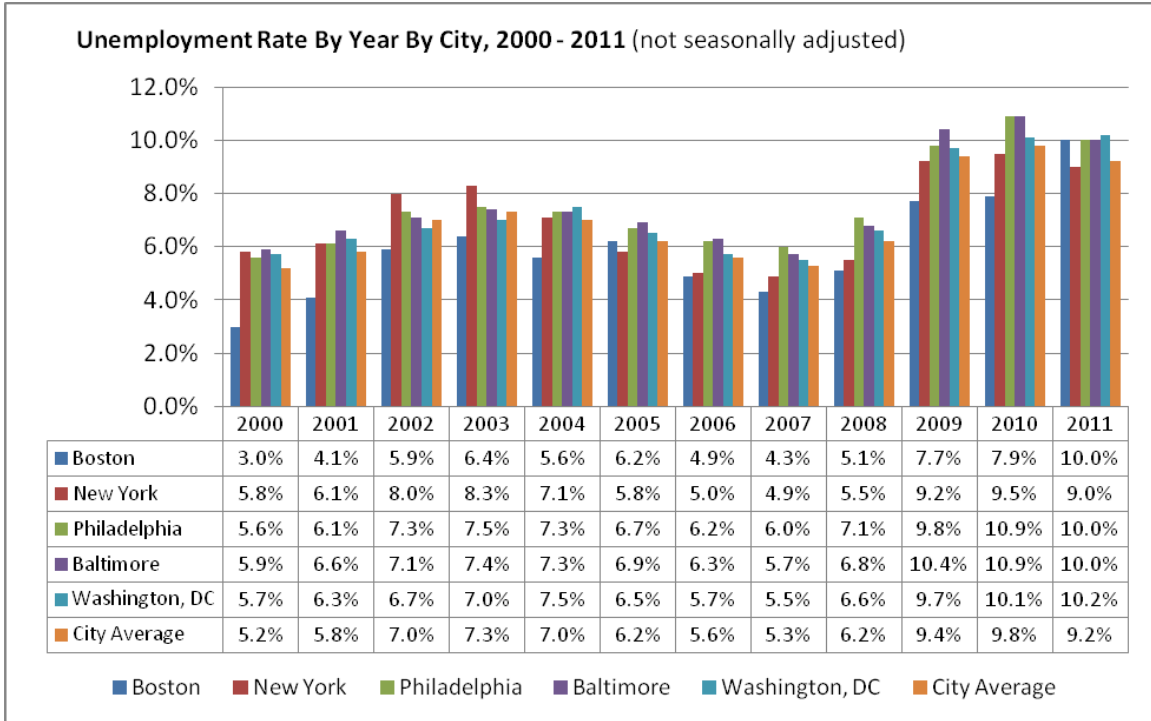
## City Unemployment Rate By City By Year



**Note:** The source of data is the “Unemployment Rate for the 50 Largest Cities” series of tables found at <http://www.bls.gov/lau/>, as of July 13, 2011. The city average is for the cities shown.



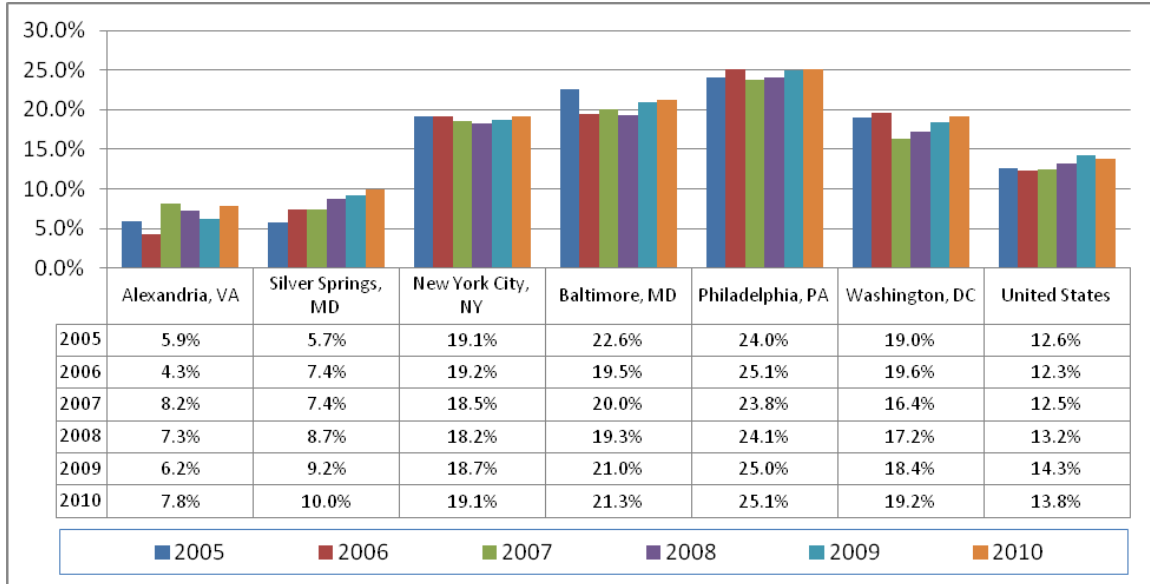
## Unemployment Rate By Year By City



**Note:** The source of data is the “Unemployment Rate for the 50 Largest Cities” series of tables found at <http://www.bls.gov/lau/>, as of July 13, 2011. The city average is for the cities shown.

The District of Columbia Department of Employment Services (DOES) manages a number of employment programs for District residents. Information on these programs can be found at: <http://does.dc.gov/>.

## Poverty Rate



Source of data: U.S. Census Bureau American Community Survey (ACS) one year estimates, for “all people,” except in the case of the nationwide data which is derived from the U.S. Census Bureau Current Population Report (CPS). The poverty rate can vary based on the survey used and the time period covered.

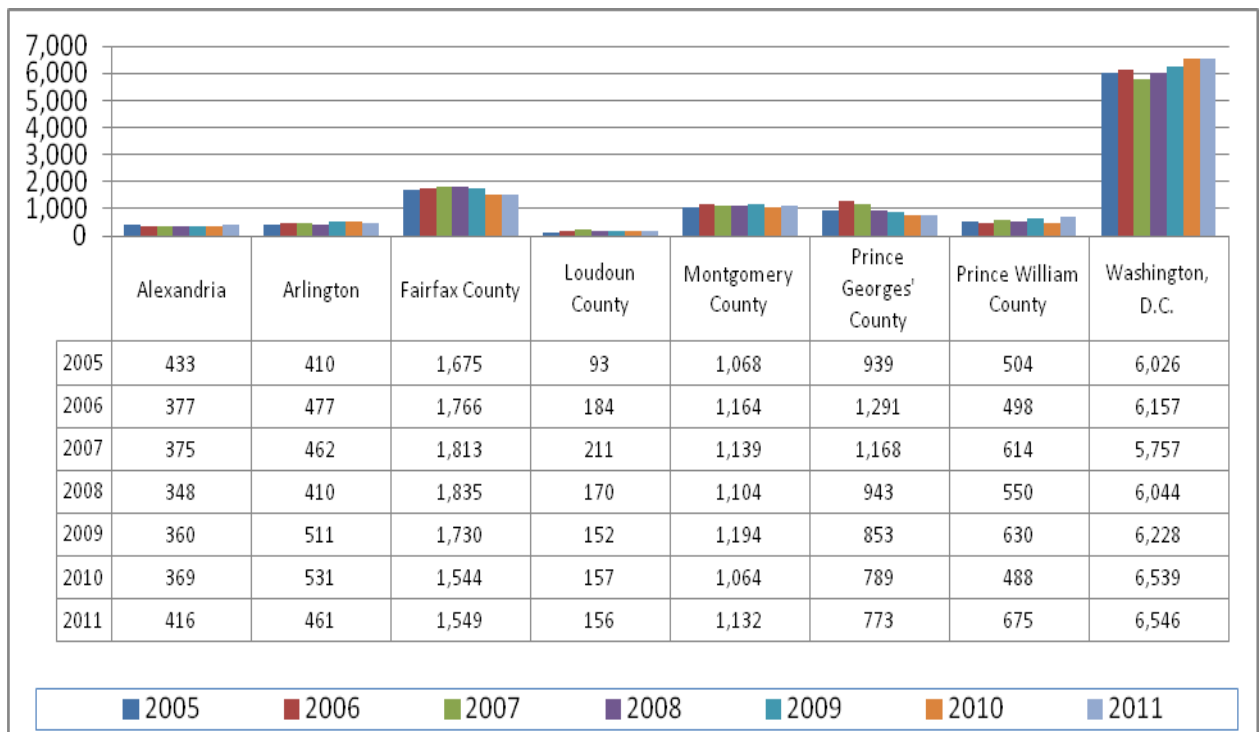
The District saw a slight increase in the poverty rate for 2010. The chart above shows the estimated poverty rates for individuals in the District, comparison jurisdictions and the United States. The District’s strategy to combat poverty aims to blend a number of approaches in a portfolio of programs that will collectively assist residents in reaching greater degrees of economic self-sufficiency. The portfolio of programs falls into two general areas. The first area consists of benefit programs such as Temporary Assistance for Needy Families (TANF), Food Stamps, child care assistance, Medicaid, and D.C. Healthcare Alliance, as well as various local tax benefits such as the Earned Income Tax Credit. The second area consists of services such as tuition assistance, vocational training, financial literacy education and career placement.

In addition, the Community Services Block Grant (CSBG) addresses the causes of poverty by implementing programs and services to empower low-income families and individuals through targeted program areas that include: Employment, Education, Income Management, Housing, Emergency Services, Nutrition, Coordination and Linkage, Self-Sufficiency and Health.

## Homelessness

The Metropolitan Washington Council of Governments (COG) conducts a regional enumeration of the homeless population on an annual basis. Known as the Homeless Enumeration report, it tracks both the "literally homeless"<sup>[1]</sup> and the "formerly homeless"<sup>[2]</sup>. The data is produced by counting the homeless at a point in time, which for the 2011 report was conducted on January 27, 2011. According to the COG's "Homeless Enumeration for the Washington Metropolitan Region 2011" report, the literally homeless population in the District of Columbia increased by 7, or less than 1 percent, as compared to the previous year. The charts below show a regional comparison. The first chart is the homeless count and the second chart is the percent change from one year to the next.

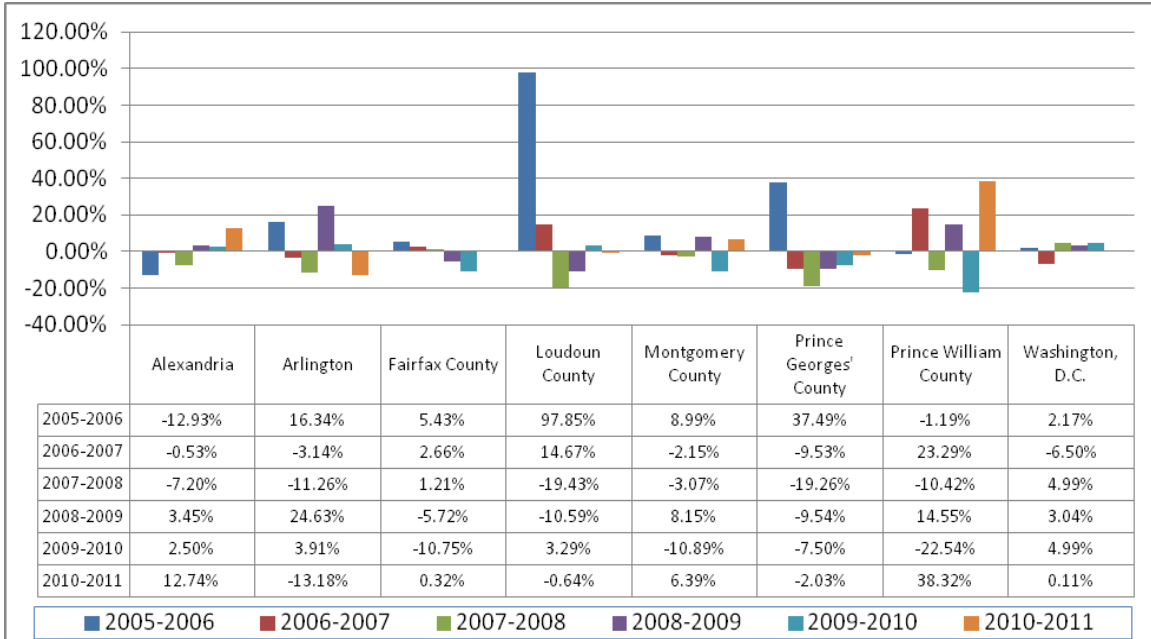
### Regional Literally Homeless Count



<sup>[1]</sup> "Literally homeless"- the unsheltered (those "living on the street"), those in Emergency Shelter or those in Transitional Housing; these are homeless persons without a fixed residence.

<sup>[2]</sup> "Formerly homeless"- those persons that were once literally homeless but now have live in dedicated Permanent Supportive Housing.

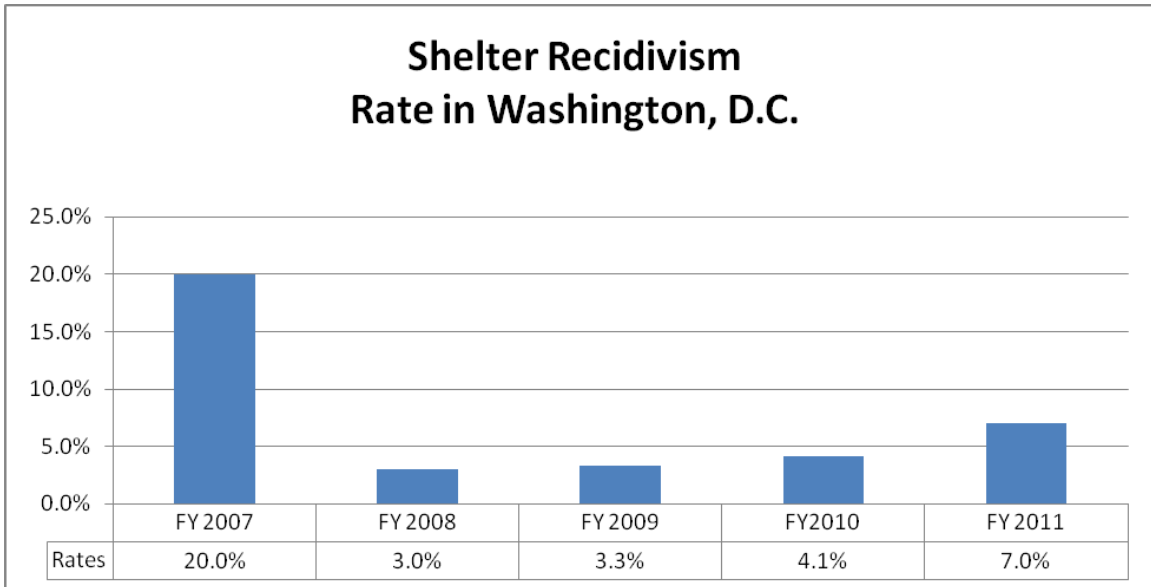
## Percent Change in Literally Homeless from One Year to the Next



The Department of Human Services (DHS) is the lead District agency for fighting homelessness. Homelessness has been identified as DHS’s top priority and there are major, year-round programs to serve the homeless population in the District. In 2010, the Permanent Supportive Housing (PSH) program celebrated a major milestone with the placement of the 1,000th household. The Permanent Supportive Housing program has provided housing and supportive services to 842 individuals and 237 families.

## Shelter Services Recidivism Rate

As defined by the District, chronic homelessness or recidivism is expressed as a rate or percentage of families receiving homeless services, including centralized case management that are stabilized and leave the shelter facility, but return to the facility and case management within a twelve-month period. This benchmark is an important gauge of the effectiveness of homeless services, especially case management, in treating root causes of homelessness and preventing repeat episodes or chronic homelessness.



The source of data is the Department of Human Services.

This benchmark measures the effectiveness of case management services in preventing families from returning to homelessness (i.e. “chronically “homeless). In FY 2011, 411 families left the temporary shelter; of those, 28, or 7 percent, returned.

## General Obligation Bond Rating

The District of Columbia's bond rating by the major rating agencies is an indicator of the overall financial health of the city. The following table shows the comparable investment grade ratings of the three major rating agencies:

Each rating agency uses a rating scale to reflect the risk's associated with a municipality's long-term debt. Municipalities with a higher rating reflect a lower level of risk for default and thus can be offered at a lower interest rate and at a lower cost for the issuer. The rating agencies use evaluative criteria that include economic factors, debt levels, the governance structure and capacity of the municipal government and fiscal/financial factors.

Moody's Bonds ratings in the Aa through Caa categories are also assigned "1", "2", and "3" based on the strength of the issue within each category. Accordingly, "A1" will be the strongest group of "A" securities. Standard & Poor's and Fitch assign a "+" or "-" sign in the AA through C categories to similarly denote strength or weakness within the category.

Investment Attributes	Moody's	Standard & Poor's	Fitch
Best Quality	Aaa	AAA	AAA
High Quality	Aa	AA	AA
Favorable Attributes	A	A	A
Medium Quality/ Adequate	Baa	BBB	BBB
Speculative Element	Ba	BB	BB
Predominantly Speculative	B	B	B
Poor Standing	Caa	CCC	CCC
Highly Speculative	Ca	CC	CC
Lowest Rating	C	C	C

The table below shows the general obligation bond ratings of the District as well as comparable jurisdictions:

Municipality	Moody's Ratings	Standard and Poor's Ratings	Fitch Ratings
District of Columbia	Aa2	A+	AA-
Baltimore	Aa2	Not Rated	Not Rated
New York	Aa2	AA	AA
San Antonio	Aaa	AAA	AAA
Chicago	Aa3	AA-	AA-
Detroit	Ba3	BB	BB-
Philadelphia	A2	BBB	A-

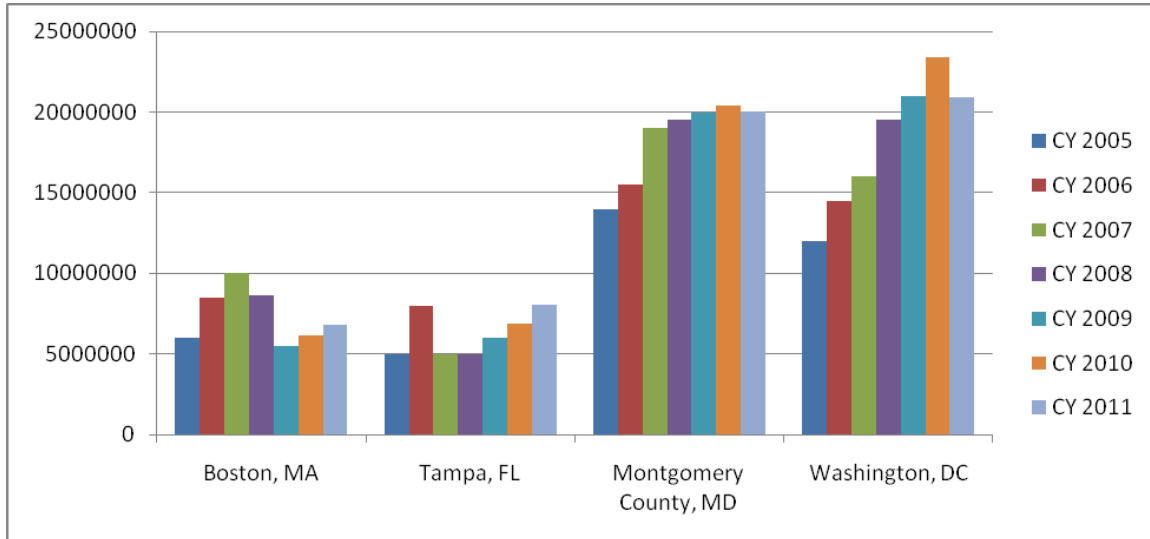
Data as of 2/21/12 Source: Rating Agency Desk

The District has a favorable bond rating from all of the agencies. This allows the District to issue long-term debt with terms that favor the District, which lowers the cost of the bond issuance and debt servicing.

The table below shows the historical bond ratings for the District. The District has moved from a junk bond rating (“speculative element” or worse) in the early 1990’s to high A’s from all three rating agencies today.

<b>Date Range</b>	<b>Moody's Investors Service</b>	<b>Standard and Poor's</b>	<b>Fitch Ratings</b>
April 2010 - Present	Aa2	A+	AA-
May 2007 – March 2010	A1	A+	A+
November 2005 - May 2007	A2 (Positive Outlook)	A+	A (Positive Outlook)
June 2005 - November 2005	A2	A	A (Positive Outlook)
November 2004 - June 2005	A2	A	A- (Positive Outlook)
April 2004 - November 2004	A2	A-	A-
June 2003 - April 2004	Baa1	A-	A-
March 2001 - June 2003	Baa1	BBB+	BBB+
February 2001 - March 2001	Baa3	BBB+	BBB
June 1999 - February 2001	Baa3	BBB	BBB
April 1999 - June 1999	Ba1	BBB	BB+
March 1998 - April 1999	Ba1	BB	BB+
May 1997 - March 1998	Ba2	B	BB
April 1995 - May 1997	Ba	B	BB
February 1995 - April 1995	Ba	BBB-	BB
December 1994 - February 1995	Baa	A-	BBB+
April 1993 - December 1994	Baa	A-	A-
May 1990 - April 1993	Baa	A-	No rating
November 1984 - May 1990	Baa	A	No rating

## Number of Visits to the City Website Portal



Note: Washington, DC transitioned to using Google Analytics to measure all portal metrics in 2008. The Office of the Chief Technology Officer provided all benchmark data.

The District of Columbia government's Internet web portal, [DC.Gov](http://DC.Gov), continues to evolve to better serve the city's constituents and ensure the government can provide accessibility to the people through technology. In Calendar Year (CY) 2011, the website recorded more than 20 million visits, which is greater than website visits to similarly sized municipalities. The table below captures the percent change from CY 2010 to CY 2011:

<b>DC Goal: 5% Increase</b>	<b>CY 2010</b>	<b>CY 2011</b>	<b>% Change</b>
<b>Washington, DC</b>	23,375,106	20,888,673	-10.6%
<b>Montgomery County, MD</b>	20,428,681	20,037,699	-1.9%
<b>Tampa, FL</b>	6,915,752	8,055,282	16.5%
<b>Boston, MA</b>	6,140,533	6,813,362	11.0%

The District did not meet its goal of a 5 percent increase as measured by the number of visits to the portal; in fact, there was a decrease of 10.6 percent from CY 2010. However, we believe this can be explained, in part, by the ongoing improvements being made to DC.Gov. By the end of CY 2011, 41 websites had been converted to a new web platform, a new information architecture and a new design. The new information architecture is more citizen centric, aimed at improving access to desired content. Also, during the conversion, District agencies typically deleted between 40 percent and 60 percent of their existing web content. These improvements generally reduced the number of page clicks needed to access the information and services visitors to DC.Gov had to make. Other possible explanations for the decrease could be the rise in Facebook and Twitter usage by District agencies, diverting traffic to these social media sites. Finally, 2010 was an election year in the District, which could have contributed to a spike in traffic in 2010. For example, traffic in 2009 was 20,640,777. Total traffic in 2012 will provide a better understanding of whether the 2011 decrease was an anomaly or a trend.



Keeping the needs of its users at the forefront of the portal's design and functionality, DC.Gov works to meet one of the broadest requirements for user accessibility for any municipal web portal in the United States. The portal's user base includes an array of stakeholders:

- A growing, diverse residency;
- Weekday commuters from neighboring states;
- Tourists from around the world; and
- The federal government and its security and emergency contingencies.

To meet all the needs unique to diverse users, DC.Gov serves as a single point of entry for all of its customers to take advantage of online services, news and information. The portal also allows residents to interact with District agencies and executive leadership via "Ask the Director" forms; scheduled, hour-long online chats; and through social networks like Facebook and Twitter. By the end of 2011, there were more than 20 agency Twitter accounts and 20 Facebook sites.

In 2011, the District continued to expand its Data Catalog. The Data Catalog is an award-winning web application, which maintains its place at the forefront of the District's continued open government initiatives. By making government operational data available to the public in multiple formats, the Data Catalog provides government transparency, as well as a vehicle for citizens to hold their government accountable. The Data Catalog can be used to view or download a variety of datasets related to crime, service requests, procurements, permits, constructions projects, purchase card transactions, and many more datasets that provide government operational data. In 2011, the Data Catalog increased its number of datasets by 37, bringing the total number of datasets to 485. Plans are underway to redesign the Data Catalog in 2012 by enhancing the user experience with the development of a new interface and the ability for users to create data visualizations from within the Data Catalog site (<http://data.dc.gov>).

In 2011, the District adopted Drupal as its content management system to publish websites on the DC.Gov portal. Drupal is an open source web platform that offers superior scalability, improved ease of use by agency staff publishing web content, access to thousands of modules at no cost to improve the functionality of the system, and a less expensive platform to maintain. The platform is expected to enable the District to achieve its goal of a world class government web portal that provides:

- Migration of all content to a new web platform with structured content.
- Redesign of the web content on District websites so that they are more citizen centric.
- An improved looks and feels so that residents can experience a more contemporary helpful web experience as they use DC.Gov.
- Creation of a DC.Gov mobile platform that will help bridge the digital divide between residents who have easy access to computers and those who don't.