

**2007 Innovations Awards Program
APPLICATION**

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ID # (assigned by CSG): 07-W-09WAGMAP

Please provide the following information, adding space as necessary:

State: Washington

Assign Program Category (applicant): Government Operations (Use list at end of application)

- 1. Program Name**
Government Management Accountability and Performance (GMAP)
- 2. Administering Agency**
Office of Governor Chris Gregoire
- 3. Contact Person (Name and Title)**
Larisa Benson, Director of GMAP
- 4. Address**
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<http://gmap.wa.gov>
- 9. Please provide a two-sentence description of the program.**

The Government Management Accountability and Performance (GMAP) program is a management tool that relies on performance measures and a disciplined approach to executive decision-making to achieve better results. Every other week, in "GMAP forums," the Governor and her leadership team meet with agency directors in public forums to evaluate the results their agencies are delivering and have candid conversations about what is working, what is not, and how to improve results.

10. How long has this program been operational (month and year)? Note: the program must be between 9 months and 5 years old on April 2, 2007, to be considered.

The first GMAP forum was held in June 2005.

11. Why was the program created? What problem[s] or issue[s] was it designed to address?

GMAP was created as a management tool to help Governor Gregoire hold her agencies accountable for results that matter to citizens. In general, GMAP was designed to drive leaders across state government to:

- Understand their organization's performance in depth,
- Use performance data to inform decisions,
- Respond quickly when action is needed,
- Follow up on commitments and be personally accountable for results,
- Choose goals that will motivate the people who have to achieve them, and
- Create a continuous learning environment.

There are many examples of problems that can be solved or performance that can be improved by using GMAP to shine a spotlight on agency results. As an example of a problem GMAP helped to address, one of the first issues tackled in a GMAP forum was the response times of child protective services (CPS) workers to reports of child abuse. When GMAP began tracking the response times, the standard was less than 10 days between referral and response. Through the GMAP process, new standards of 24 and 72 hours were created for response times and tracked at each forum. Timely response rate to calls about child abuse and neglect has improved from less than 40% in non-emergency cases to over 90% for both emergency and non-emergency cases in all six regions across the state.

12. Describe the specific activities and operations of the program in chronological order.

The GMAP office provides the support, services, and tools agencies need to evaluate whether government programs provide value to citizens and whether they are effectively implemented. GMAP staff help keep the focus on accountability by:

- Analyzing performance reports for the Governor's GMAP forums.
- Assisting agencies with improving business processes, developing performance measures, and conducting agency self-assessments.
- Helping agencies build internal expertise and capacity to use GMAP tools and principles, and providing guidelines for using the GMAP process within agencies.
- Partnering with central service agencies, including the Office of Financial Management, Department of Personnel, and Department of Information Services, to provide training, and reporting and data collection tools.
- Serving as the Governor's liaison to agencies and the State Auditor's Office on performance audits.
- Assisting agencies to use Plain Talk – the Governor's order to provide exceptional customer service with documents that are clear and easy to understand.

The centerpiece of the GMAP program is the Governor's GMAP forums. GMAP forums are regular, open public meetings with the Governor, her executive management team, and several agency directors, during which the Governor reviews the past quarter's progress toward achieving specific results that align with her policy priorities. The GMAP approach is

to make critical decisions on the spot, removing bureaucratic obstacles and redirecting resources as necessary to achieve the goals. The tenor of the dialogue is forthright and challenging. Ideally, the Governor and her management team base the decisions on the best available performance data (drawn from several information systems) coupled with the expertise of agency leaders and research staff.

GMAP forums are each centered on one of eight high priority policy areas: Economic Vitality, Environment, Government Efficiency, Health Care, Safety, Transportation, Vulnerable Children and Adults, and WorkFirst. Each policy area has a Measurement Team, comprised of the lead GMAP analyst for the forum, analysts from each agency involved, and analysts from the Office of Financial Management (at least one from the divisions of Budget, Forecasting, and Policy). Each team meets two or three times to guide preparation for each of its forums, and the team members produce the GMAP report. The reports are used by the Governor and Leadership to prepare for the forums, and they are available to the public during and after the forum.

GMAP reports have three primary types of information: data, analysis, and action plans. They may also include background or contextual information as needed. GMAP reports generally have a chart or table showing data for each performance measure, along with analysis of data written by the agency and the GMAP analyst, and an action plan to improve performance. Action plans list what will be done, who is responsible to get it done, and when it will be completed.

During the GMAP forum, the Governor and her management team often ask questions that the agency directors need to research before answering, suggest new measures, ask for measures broken down by categories (regions, for example), or direct the agency to do something that's not on an action plan already. Afterward, the lead GMAP analyst sends the agency directors a follow up memo which details these items, so the agencies can report back on them before or during the next forum.

In addition to the GMAP forums, the GMAP program provides services to agencies to improve performance management across the state. Many activities fall under this umbrella, including performance audit coordination and assistance, research on best practices and new measures, process improvement consulting, observation and review of agency internal GMAP sessions, quality assessment coordination and assistance, and training and education to build technical expertise in agencies.

13. Why is the program a new and creative approach or method?

While the concept of using performance data to drive decision making and accountability is not unique to Washington State, the GMAP program has made several important innovations that combine to create a distinctly different approach.

First, GMAP has moved beyond its municipal predecessors by organizing GMAP forums around policy areas rather than agencies. At the municipal level, many of the impacts of government are fairly direct and departmentally-based. At the state level, most of the impacts of government are indirect and require multiple agencies to contribute to common goals. This new approach has several advantages. It emphasizes how the agencies are jointly responsible for the state's performance in Economic Vitality or Health Care or any of the other high priority results that citizens expect. It also helps break down communication

barriers between agencies because they are jointly responsible for creating GMAP reports and for participating in GMAP forums. Combining the work of several agencies by policy area also makes GMAP reports and forums more accessible and easier to understand for citizens. The average citizen cares more about the results achieved in cleaning up the Puget Sound than about the division of responsibility between the Puget Sound Action Team, the Department of Ecology, the Department of Health, and a host of other agencies and offices.

Second, GMAP reports include both topical and enterprise measures. Topical measures are specific to the policy areas, but enterprise measures are consistent across all agencies. For example, a Transportation GMAP forum would include both measures of performance on the topic, such as the percentage of capital projects completed on time and on budget, and enterprise measures for each agency involved, such as the status of their major IT projects and the percentage of employees who have received a performance evaluation in the last year. Where appropriate, enterprise measures show the agency data along with the statewide averages to allow the Leadership Team to compare performance. This combination of the big picture of enterprise management and the focus on high priority policy areas shows the versatility and adaptability of the approach.

Third, the GMAP program has begun a widespread, long-term effort to change the culture of state government. While every agency doesn't appear before the Governor in a GMAP forum, every agency is required to have an internal GMAP program, and there is a commitment to outreach across the state to every agency and every employee. The GMAP office has lead this effort by

- Visiting agencies' internal GMAP sessions and providing feedback,
- Creating a quarterly update for state employees,
- Working with the Department of Personnel to create training classes for any state employee and position descriptions for performance analysts,
- Speaking at and bringing in speakers for trainings, conferences, and events, and
- Leading a peer-learning group of 150 agency employees who work with performance management.

Fourth, GMAP has made important steps toward integrating the major performance and accountability efforts throughout state government. For example, the GMAP office has coordinated with Washington's performance-based budgeting process called Priorities of Government (POG) by using the same measures, where appropriate, and several agencies used GMAP measures to help make their business cases in the most recent budget cycle. The GMAP program also helped agencies use legislatively-mandated quality assessments and the State Auditor's new performance audits to improve their performance management systems.

Finally, one of the most important innovations Washington has made in the GMAP process is an annual citizen engagement expedition to validate that both GMAP and the state as a whole are focused on the results that are most important to our citizens and the performance measures used are meaningful to them. This citizen engagement is a three part process, repeated in several cities across the state. The Citizen Workshop, which comes first, is designed to have real, average citizens answer the question "How do you know if your government is working well?" The workshop includes a representative sample of 50 citizens drawn from voter registration lists. The workshop starts off with an explanation of the purpose of the event and why it is so important, delivered by the Governor's Chief of Staff and the Director of the Office of Financial Management. Then, the citizens prioritize the

policy areas by what is most important to them, evaluate current performance measures, and suggest new measures through small group discussions and interactive polling. The evening ends with the group prioritizing the list of current and suggested performance measures. For more detail on the GMAP office's citizen engagement efforts, go to <http://www.accountability.wa.gov/citizen/default.asp>. The citizen engagement process informs and validates the results agencies are working to achieve and GMAP is working to measure.

14. What were the program's start-up costs? (Provide details about specific purchases for this program, staffing needs and other financial expenditures, as well as existing materials, technology and staff already in place.)

In fiscal year 2006 (July 2005 through June 2006), the GMAP program's budget was \$1,119,089. Of that, \$929,000 came directly from the 2005-07 Biennial and 2006 Supplemental budgets and \$190,089 from the Office of Financial Management's base budget allocation. This included 6.2 FTEs and the program's start up costs.

15. What are the program's annual operational costs?

In fiscal year 2007, the GMAP program's budget is \$2,480,559. Of that, \$2,347,000 is coming directly from the 2005-07 Biennial and 2006 Supplemental budgets and \$133,559 is coming from the Office of Financial Management's base budget allocation. We project a similar annual budget through fiscal year 2009. The fiscal year 2007 budget covers 7.7 FTEs, and starting in fiscal year 2008, it will cover 15 FTEs.

16. How is the program funded?

The program is funded through the Office of Financial Management's budget allocation from the General Fund – State.

17. Did this program require the passage of legislation, executive order or regulations? If YES, please indicate the citation number.

Governor Gregoire created the GMAP program with Executive Order 05-02, available at http://www.governor.wa.gov/execorders/eo_05-02.pdf. After GMAP was created, the Legislature also passed a law to require that agencies have "Quality management, accountability, and performance systems" in RCWs 43.17.380 to 43.17.390, available at <http://apps.leg.wa.gov/RCW/default.aspx?cite=43.17>.

18. What equipment, technology and software are used to operate and administer this program?

The GMAP office currently uses Microsoft Office products and is exploring Microsoft SharePoint as a web-based presentation tool. Agencies use a variety of applications for statistical analysis and data storage and retrieval.

19. To the best of your knowledge, did this program originate in your state? If YES, please indicate the innovator's name, present address, telephone number and e-mail address.

GMAP is the first state-level program of its kind, but Governor Gregoire based GMAP on a model of management called "CompStat" that was pioneered in New York City and further developed in Baltimore, where it is called "CitiStat." As described further under Question 13, beyond being the first state-level adaptation, GMAP has evolved the concept to create a substantively new and different program. Larisa Benson, the Director of GMAP, helped the Governor turn her vision into the GMAP program.

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20. Are you aware of similar programs in other states? If YES, which ones and how does this program differ?

The GMAP program is unique to Washington, but other states have developed performance measurement systems. The key differences between GMAP and other states' performance measurement systems are the use of GMAP forums as a management tool and the strength of the Governor's commitment to comprehensive accountability and integration with everyday agency business.

21. Has the program been fully implemented? If NO, what actions remain to be taken?

The GMAP program continues to extend implementation in three ways. First, the GMAP office is working to automate some of the reporting process to allow agencies more time for analysis of the data and for creating action plans. Second, GMAP will continue to expand to new policy areas. Third, the program will continue efforts to deepen the use of GMAP principles in agencies.

22. Briefly evaluate (pro and con) the program's effectiveness in addressing the defined problem[s] or issue[s]. Provide tangible examples.

After a year and a half of operation, the Governor released a report to citizens highlighting a dozen significant achievements. Examples of progress include responding to child abuse reports faster; error rates on tax returns and food stamps that are among the lowest in the nation; several hundred middle management positions that have been eliminated or redirected to the field; job placement rates in some unemployment offices that have almost doubled; and fewer workplace injuries and claims that have led to a reduction in workers compensation premium rates. Meanwhile, agency directors report improved cooperation between agencies, a more disciplined and data-driven approach to day-to-day decision making, increased clarity of mission, and a renewed sense of confidence in telling the story of government to customers, clients, and the public. It may not be possible to ascribe all of these positive changes to the advent of GMAP, but the Governor and her agency directors share a strong sense that something about this method of management works.

23. How has the program grown and/or changed since its inception?

The GMAP program has grown in several dimensions since it began in 2005, including in scope of issues covered, depth of implementation in agencies, and range of services provided to help agencies manage their performance.

The Governor's GMAP forums have expanded the number of policy areas covered from the original six to eight.

Agencies have implemented GMAP principles internally, to drive accountability throughout their organizations. Most agencies now hold their own, internal GMAP sessions.

The GMAP office has expanded its service delivery to agencies. Initially, the GMAP office was comprised mainly of analysts to prepare and shepherd agencies through the GMAP forum process. In the past year, the GMAP office has expanded its technical assistance capability by adding

- Process improvement specialists to assist agencies facing difficult, persistent challenges,
- Researchers to provide technical guidance on using data to measure performance,
- A liaison to help agencies through the performance audit process, and
- A coordinator to help agencies build their own capacity to manage performance.

24. What limitations or obstacles might other states expect to encounter if they attempt to adopt this program?

Some of the obstacles that the GMAP program faced when created would likely be encountered by any state trying to replicate it. These obstacles include:

- Concerns about calling attention publicly to the problems that state government faces,
- Resistance to the possibility that the state's work can be measured ("we can't measure what we do"),
- Lack of measurement expertise and analytic capacity in state agencies,
- Risks of creating perverse incentives ("gaming the numbers"), and
- Lack of technological capability to collect, store, retrieve, and analyze data.

2007 Innovations Awards Program Program Categories and Subcategories

Use these as guidelines to determine the appropriate Program Category for your state's submission and list that program category on page one of this application. Choose only one.

Infrastructure and Economic Development

- Business/Commerce
- Economic Development
- Transportation

Government Operations

- Administration
- Elections
- Public Information
- Revenue

Health & Human Services

- Aging
- Children & Families
- Health Services
- Housing
- Human Services

Human Resources/Education

- Education
- Labor
- Management
- Personnel
- Training and Development
- Workforce Development

Natural Resources

- Agriculture
- Energy
- Environment
- Environmental Protection
- Natural Resources
- Parks & Recreation
- Water Resources

Public Safety/Corrections

- Corrections
- Courts
- Criminal Justice
- Drugs
- Emergency Management
- Public Safety

Save in .doc or rtf. Return completed application electronically to innovations@csg.org or mail to:

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This application is also available at www.csg.org, in the Programs section.

Deadline: April 2, 2007