

**Hearing on Performance Management in the District of Columbia:
Evaluating the Performance of
The Metropolitan Police Department**

**United States Senate
Committee on Governmental Affairs
Subcommittee on Oversight of Government, Restructuring
and the District of Columbia**

The Honorable George V. Voinovich
Chairman

**Testimony of Margret Nedelkoff Kellems
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342 Dirksen Senate Office Building**

Chairman Voinovich, Senator Durbin, members of the Subcommittee, thank you for this opportunity to discuss the District of Columbia's performance management system. As you requested, I will outline my evaluation of the performance of Chief Charles Ramsey and the Metropolitan Police Department during 2000. As Mr. Koskinen noted, I evaluated Chief Ramsey's performance against his FY 2000 performance contract, his calendar year 2000 scorecard, and other relevant activities and accomplishments outside the scope of each.

OVERVIEW

At the end of 1997, Part I crimes totaled approximately 54,770. Chief Ramsey assumed leadership of the Metropolitan Police Department (MPD) in early 1998, and Part I crimes totaled less than 40,000 by the end of calendar year 2000 – a drop of approximately 27%. Homicides are the lowest in decades, as is youth violence.

Much of this decline in crime can be attributed to Chief Ramsey's whole-scale reform of the Department. Incrementally over the last three years, Chief Ramsey has implemented a community-oriented policing strategy called Policing for Prevention. The Chief will detail this strategy more fully in his testimony. In short, officers are now trained in problem solving, community involvement, and victimization response. Community members are actively engaged in problem-solving with their neighborhood patrol officers, so that we can resolve the problems that enable and foster crime in the community.

Policing for Prevention is the driving force of the Chief's strategic plan for his Department. That plan, aligned with the city's strategic plan, focuses on preventing crime and engaging the community in building and sustaining their own healthy neighborhoods. Under that strategic plan in FY2000, the Chief assigned the equivalent of 344 additional officers to the seven police districts. He deployed a Mobile Force that targets open-air drug markets and crime hotspots in the neighborhoods. He created an Office of Youth Violence Prevention and is now establishing the first-ever Chief's Youth Advisory Council.

The Policing for Prevention operating model, and all of its component programs, do not operate in isolation, however. They are fully integrated into a larger city-wide agenda that addresses youth violence reduction, neighborhood service delivery, and victims' services, among others.

Certainly, there are many areas in which the MPD must improve, but Chief Ramsey has far exceeded expectations in controlling crime, managing major events, rebuilding the credibility of the Department, and restoring a relationship with the community. Perhaps most importantly, Chief Ramsey has instilled a new pride and a new level of accountability in the Metropolitan Police Department, and the citizens of the District of Columbia are much better served by their police than ever before. He produced these outcomes while transforming all aspects of a troubled agency.

THE CHIEF’S PERFORMANCE CONTRACT

I turn now to a brief outline of the component parts of the Chief’s contract that were evaluated.

Each agency director's performance contract is divided into two sections: 1) general requirements expected of all agency directors and 2) agency specific requirements drawn from the agency's strategic plan. Chief Ramsey's performance was evaluated against a total of 9 contract requirements – three general requirements and six agency specific requirements from the MPD FY 2000-2001 Strategic Plan. *(Note: Two general requirements – identifying competitive costing pilots and meeting the District's standards for responsiveness to customers – that were included in agency performance contracts were excluded from all director evaluations for reasons described below.)*

Performance Contract Rating

Chief Ramsey exceeded expectations on four contract requirements and met expectations on five contract requirements. The ratings criteria to award an overall rating of Exceeded Expectations established at the start of FY 2000 read as follows:

Exceeded Expectations: Met 90-100% of the expectations or more (i.e., met expectations, achieved additional cost savings, added productivity, and/or engaged in innovative actions that benefited the District government).

General Requirements

During FY 2000, each agency director was expected to address each of the five general requirements that appear in the table below. Based on my evaluation of Chief Ramsey's performance, I rated his performance on each of the five requirements as shown below:

GENERAL REQUIREMENT	RATING
1. Alignment to the Mayor's Strategic Plan	EXCEEDED
2. Performance Agreements for Senior Managers	MET
3. Competitive Costing Pilots	EXCLUDED
4. Responsiveness to Customers	EXCLUDED
5. Risk Management	MET

1. Alignment to the Mayor's Strategic Plan: The mission of the Metropolitan Police Department is to “Prevent crime and the fear of crime by working with others to build safe and healthy neighborhoods.” Chief Ramsey has highlighted over 50 successful initiatives and accomplishments and has linked each item to at least one of the categories outlined in the City Wide Strategic Plan.

For example, one of MPD's strategic goals is to reduce and prevent crime and criminal victimization. In support of that goal, MPD outlines three categories of objectives and detailed accomplishments within each:

Improve Police Response to Crime

Implemented new Computer Aided Dispatch System (CAD) and other operational reforms in communications center

Implemented non-emergency 311

Improve Police, Community, and City Agency Coordination in Addressing Crime and Disorder

Published and trained on new roles, Policing for Prevention, and Patrol Service Area (PSA) Action Plans.

Redefined roles of management to align to mission and Policing for Prevention strategies.

Implemented Neighborhood Services Initiative programs.

Trained 43 of 83 PSA teams in Partnerships for Problem Solving.

PSA meetings and crime stats are published on the web.

Provide Crime Prevention Services to Most Vulnerable

Established Youth Violence Prevention Office and staffed Youth Intervention Team with four officers.

Expanded faith-based initiative to Central ROC.

Implemented gun buy-back program.

Began providing offense reports, crime prevention brochures, and crime victimization information to victims of certain crimes.

Developed and began mandatory in-service training on victimization.

13. Performance Agreements for Senior Managers: Chief Ramsey established Performance Agreements for Executive Assistant Chief Terrance Gainer, Senior Executive Director Nola Joyce, and Senior Executive Director Erik Coard, the senior management team of MPD. These contracts are on file with the Mayor's Office. Performance evaluations have been conducted and Chief Ramsey is of the opinion that his senior managers have performed at the requisite 75-90 percent success rate. The Department is currently developing a performance management program for all management ranks in the Department.
14. Competitive Costing Pilots: The general requirement for Competitive Costing Pilots was not included in the evaluation of Chief Ramsey or any agency director because the Office of the City Administrator did not fully implement its plans to develop activity-based costing model projects in agencies.
15. Responsiveness to Customers: Agencies are expected to acknowledge receipt of constituent information or service requests within 48 hours (2 business days) 80 percent of the time. This general requirement was also excluded from the agency directors' performance evaluations because we had not yet fully implemented the customer tracking system in all agencies. Customer service will be included,

however, in Chief Ramsey's and all agency directors' FY2001 performance evaluations.

16. Risk Management: MPD has drafted and submitted a risk management plan for current and future initiatives. The Risk Management program is managed by the Executive Director of Quality Assurance in MPD. Recently, an expert in Law Enforcement Risk Management has been brought on staff and is now training line personnel and administrative staff on risk reduction alternatives.

One of the most significant risk drivers in MPD is the use of force. This issue has received special attention in the Department. Chief Ramsey, with the support and participation of the Administration, took proactive measures to reduce the MPD's risk in this area and invited the United States Department of Justice (US DOJ) to work collaboratively to resolve this issue.

In the last year and half, MPD has made great progress in reducing the use of excessive or mitigable force by officers and canines. Draft operating policies have been developed. New training curricula are in place at the academy. A nationally-recognized program called the Force Investigation Team (FIT) is now responding to all instances of use of force within the Department. The FIT Team is now considered a "best practice" in law enforcement. These efforts have culminated in the praise of the US DOJ and the offer to enter voluntarily into a use of force Memorandum of Understanding (as opposed to being forced into action by a law suit or consent decree as has happened in many other jurisdictions).

Agency Specific Requirements

In addition to the general requirements asked of all cabinet agency directors, Chief Ramsey's performance contract includes six requirements drawn from the MPD FY 2000-2001 Strategic Plan. Chief Ramsey received ratings of "met expectations" or "exceeded expectations" on all six of these requirements.

AGENCY SPECIFIC REQUIREMENT	RATING
17. Improve Community Police Coordination	EXCEEDED
18. Increase the Presence and Visibility of Sworn Officers in Communities	EXCEEDED
19. Improve MPD Response to Emergency and non-Emergency Service Calls	MET
20. Address the Challenges of Youth/Domestic Violence and Child Abuse	MET
21. Build a High Quality Workforce	MET
22. Improve Facilities	EXCEEDED

23. Improve Community Police Coordination: This is one of the areas of most notable improvement. Under Chief Ramsey's mandate, the sworn members of the Department have received extensive training in community-police relationship building and problem solving. MPD supports the officers with literature, training, management, and accountability. Partnerships for Problem Solving were established in 43 PSAs in 2000 and are now in place in 55 of the District's PSAs and will be in place in all 83 PSAs by the end of the fiscal year.

All 7 police districts have deployed the City Service Request System that allows officers to enter constituent requests for service into a centralized tracking and reporting system. The requesting officer can then track the status of the service request against the city's service schedule and follow up with the responsible agency or the constituent. Additionally, MPD command staff participate in each of the eight Neighborhood Services Core Teams in each of the city's wards. These Core Teams are multi-disciplinary groups that work with community members to identify, prioritize, and resolve chronic neighborhood problems such as nuisance properties that require the resources of many agencies.

One significant weakness in this area in FY2000 was the public perception that MPD was largely unresponsive and uncooperative with the community in homicide investigations. The sentiment of many homicide survivors is that their cases were left unattended and uninvestigated. Moreover, many feel that if MPD were more cooperative, more homicide cases would be brought to successful closure. In FY01, Chief Ramsey is implementing sweeping reforms in homicide investigations and has committed to changing the public's perception and driving up the closure rate.

24. Increase the Presence and Visibility of Sworn Officers in Communities: I have described much of the issue of officer visibility above, but there is one more essential element – raw numbers of officers deployed on the streets.

In June 2000, MPD achieved its full, funded staffing complement of 3,600 sworn officers. Only 12 months before, MPD was at approximately 3,450 sworns. This impressive accomplishment is the result of several factors including recruitment of new officers and lateral transfers from outside agencies. At one point in September 2000, MPD reached 3,658 sworns – the unbudgeted officers were funded in large part through the COPS Universal Hiring Program grant.

In addition to these newly hired officers, Chief Ramsey nearly doubled the number of new officers on the streets with his innovative redeployment program. In fact, between new hires and redeployment, Chief Ramsey put the equivalent of 344 officers on the streets, far exceeding his performance goal of 200. Sworn officer schedules were also realigned to match the ebbs and flows of crime throughout the days of the week and the hours of the day, including a new "power shift" from 4 p.m. to 12 midnight.

Finally, 110 positions were identified for civilianization efforts, addressing the common criticism that too many sworns are assigned to desk jobs. FY01 budget pressures prevent the Department from continuing this effort. Nonetheless, the redeployment, the increased staffing levels, and the new operations units like Mobile Force and the Gang Unit have had a tremendous impact on officer visibility.

The one area which has the potential to yield even greater police presence on the streets is the reform of mandatory court-related overtime. This issue, however, implicates many agencies outside of MPD, and outside of city control. MPD continues to be an active participant and catalyst for court-related overtime reform.

25. Improve MPD Response to Emergency and non-Emergency Service Calls: In early FY2000, MPD was criticized for its poor response to calls for service. During the fiscal year, MPD made a number of operational and infrastructure improvements in this area. Specifically, MPD implemented a new Computer Aided Dispatch (CAD) system in the communications center. Additionally, Chief Ramsey developed new protocols for managing call response and dispatch, such as on-site monitoring and technical support. A recent one-year anniversary story by a local television station found *no* evidence that the problem of “dropped calls” still existed. Standards are now in place that mandate five second pick up for 911 calls.

Further, Chief Ramsey implemented a 311 non-emergency call system to relieve some of the burden on the 911 emergency system. MPD continues to work closely with the Citywide Call Center to coordinate the response to 311 calls for services. Standards are now in place for 10 second pickup for 311 calls.

The final piece of the response program is the consolidation of the MPD 911 system with the Fire and EMS emergency dispatch system. In FY01, MPD is on schedule to purchase a new Automated Call Distributor (ACD) system and co-locate with FEMS at the McMillan Reservoir facility. The anticipated completion date for this integration is June 2001.

26. Address the Challenges of Youth/Domestic Violence and Child Abuse: Chief Ramsey has implemented a number of new programs to respond to this broad goal. First, MPD now has a Youth Violence Prevention program office managed by an Assistant Chief. This office houses the Youth Violence Intervention Team – a multidisciplinary team comprising representatives from MPD, the Court Services and Offender Supervision Agency (for youthful offenders over 18), and the Court Social Services Division (for youthful offenders under 18), among others. This team is charged with identifying at-risk youth and intervening to prevent their bad conduct from escalating to crime.

MPD works closely with faith-based and community-based organizations to offer opportunities to these youth to help them stay on the right path. MPD has developed a particularly effective relationship with the 7 Point Coalition and Inner Thoughts in ROC East. A second partnership is being developed in ROC Central with financial

support from a grant from my office. The new Police Fund is also providing financial assistance to MPD by sponsoring programs that will assist in youth crime prevention. Finally, Chief Ramsey has a renewed commitment to the MPD Boys and Girls Clubs and has expanded enrollment for troubled youth in Camp Brown.

In the area of Domestic Violence (DV) and other sexual victimization, Chief Ramsey has put MPD at the forefront. The Department developed and introduced a new DV curriculum that sensitizes officer to the unique requirements of DV cases and the needs of DV victims. MPD has also spearheaded a technology initiative for identifying and tracking DV offenders and victims. The Department was and continues to be a strong supporter of the Rape Crisis Center's new Sexual Assault Nurse Examiner (SANE) program at Howard University.

In FY01, MPD is trying to expand the scope of the city's DV initiatives to include other elements of family violence prevention.

27. Build a High Quality Workforce: Recruiting and training were the primary focuses in this goal area. MPD's ability to hire laterally has made a significant difference in the quality of the workforce. Lateral hires bring experience and expertise that takes many years to acquire. The Department benefit from this tool by hiring strategically to improve several of its operations like case investigations.

Training is the second key component. Until Chief Ramsey took over the Department, there were no in-service training requirements for officers. Now, all officers receive mandatory continuing education in regular training cycles. They are also recertified in firearms twice annually. MPD's Institute of Police Science has implemented a program called "Every Day is Training Day." This program produces daily roll call training sessions which focus on the high risk activities in which officers must engage.

Notwithstanding these improvements, Chief Ramsey is still struggling to overcome decades of apathy, poor management, and an ingrained culture of troubled performance. Changing an organizational culture is a slow process. Chief Ramsey has made significant strides in the last year in building performance excellence in his agency.

28. Improve Facilities: Chief Ramsey exceeded his performance goal in this area by upgrading HVAC systems in multiple sites and installing emergency power systems. He also undertook major interior and exterior facility improvement projects at the municipal center. There is now a state of the art command center there that allows the Department to effectively manage daily operations as well as major events such as the Inauguration. Finally, all three of the Regional Operations Command center were relocated to neighborhood-based facilities in keeping with the Mayor's government centers initiative that moves government offices into the community.

THE MPD SCORECARD

In addition to each agency director's performance contract, each director established a scorecard for agency performance. The scorecards contain three to five significant performance goals that are important measures of success for the community. These goals emerged during the citywide strategic planning process that began at the Citizen Summit in November 1999. The scorecard goals were set for a calendar year in 2000, but are being realigned to the fiscal year in 2001 and beyond.

In some instances, agencies established new goals, such as placing more officers on our neighborhood's streets. In other instances, agencies highlighted pre-existing goals such as the reductions in incidents of violent and property crimes and the homicide clearance rate.

Chief Ramsey's calendar year 2000 scorecard goals and results were as follows:

1. **Put 200 more officers on the street** – (September) As noted above, Chief Ramsey exceeded this goal through recruiting new hires, lateral transfers, and redeployment efforts. Approximately 344 additional officers are patrolling neighborhood streets as a result of those efforts.
2. **Achieve 5% reduction in Part I Violent Crimes** – (December) The District realized a decrease of approximately 2.6% according to preliminary data, falling short of the target.
3. **Achieve 5% reduction in Part I Property Crimes** – (December) The District realized a decrease of approximately 5.2% according to preliminary data, meeting this goal's target.
4. **Achieve a 65% homicide clearance rate** – (December). Actual result is approximately 57%. National average for cities of comparable size is 60%.

The Homicide Clearance Rate measure was a topic of discussion in the recent Office of the Inspector General report, *Audit of Contract Performance Measures and the Mayor's Scorecard Measures* (OIG-00-2-12MA). The homicide clearance rate was calculated according to FBI Uniform Crime Report (UCR) standards that measures current year clearances, regardless of the year in which the homicide took place, as a percentage of current year homicides. It is important to note that that measure is used by virtually every police department in the country. It is equally important to note that the MPD baseline performance was set using UCR standards and that the performance goal for FY2000 was established with that same standard.

The OIG audit team initially recommended either using a current year clearance rate that only includes clearances of crimes committed during the same year or a clearance rate that compares current and past year clearances to all open homicides.

While we understood OIG's concerns over the use of the UCR statistic as a performance measure, both MPD and the Office of the Mayor felt that continuing to use the UCR statistic while disclosing the way in which it is calculated is preferable. The current-year only does not reflect performance on prior years' open cases that are cleared during the year. All open homicides include cases that are not actively worked on during the year being measured. Finally

as noted above, the UCR standard is widely used by other cities, providing the District with an appropriate comparison to other jurisdictions' performance.

OVERALL EVALUATION RATING

Based on my assessment of Chief Ramsey's performance against his performance contract and scorecard goals, I believe my rating of Exceeded Expectations is more than warranted. Mayor Williams and City Administrator Koskinen agreed in our February evaluation meeting with Chief Ramsey. As Mr. Koskinen discussed in his comments, we are encouraging agencies to set ambitious, stretch goals that they may not achieve immediately or even over the course of a single year. Chief Ramsey's goals were ambitious and, although he did not hit every measure under each contract requirement and scorecard goal, he did meet or exceed expectations overall in each category. Moreover, the citizens of the District of Columbia have benefited greatly from his leadership. The quality of life in our neighborhoods, and the quality of service delivery by our police officers are evidence of his outstanding performance as our Chief of Police. Thank you.