



Legislation Text

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Clerk 07/07/2008

AN ORDINANCE creating a countywide performance and accountability system, known as the performance and accountability act; amending Ordinance 11980, Section 3, and K.C.C. 2.10.010, Ordinance 11980, Section 2 and K.C.C. 2.10.020, adding new sections to K.C.C. chapter 2.10 and repealing Ordinance 11980, Section 4, and K.C.C. 2.10.030, Ordinance 11980, Section 5, and K.C.C. 2.10.040, and Ordinance 11980, Section 6, and K.C.C. 2.10.050.

STATEMENT OF FACTS:

1. King County citizens demand and deserve accountability from their government.
2. County government must continuously improve its management and accountability so citizens receive maximum value for their tax dollars.
3. King County citizens should have the opportunity to be engaged in establishing priorities for their government and evaluating how well the county is meeting its goals.
4. Performance management and measurement can be an effective tool that should be used by county residents, elected leaders and policy makers to prioritize county goals and align public services and budgets to those goals.
5. Performance management and measurement should be used by elected leaders, policy makers and managers for strategic planning, program evaluation and budgeting.
6. All county agencies, departments and offices should develop a performance-based culture that can better demonstrate performance achievement and accountability to county citizens.

7. The metropolitan King County council has been a leader in promoting performance measurement in county government.
8. In 2007, the metropolitan King County council recognized the King County executive for receiving the Association of Government Accountants' certificate of achievement in performance reporting for the executive branch of county government.
9. In 2002, the metropolitan King County council adopted Motion 11561, which encouraged the executive to broaden and deepen the use of performance measurement throughout county government as a way of enhancing management of scarce resources and demonstrating accountability.
10. In 2003, the metropolitan King County council passed Motion 11739, which created a collaborative performance measurement work group to advise the county auditor and requested the executive to participate.
11. In 2004, the metropolitan King County council passed Motion 12005, which expanded the work group to include representatives from the county assessor, the King County sheriff, the King County prosecutor, the presiding judge of district court and the presiding judge of superior court.
12. In 2005, the metropolitan King County council passed Motion 12161, which called for the work group to develop a plan with feasible next steps for establishing a countywide system of strategic performance measurement and reporting that is directly linked to resource allocation decisions and is publicly reported.
13. In 2006 the metropolitan King County council passed Motion 12163, which adopted the work plan for developing a countywide strategic planning, performance measurement and management system and directed the county auditor to continue developing the system.
14. The work plan for developing a countywide strategic planning, performance measurement

and management system included a recommendation to prepare revisions to county code to promote compliance with planning and performance measurement requirements. County code revisions contained in this ordinance encourage the development of a performance-based county culture that can better demonstrate performance achievement and accountability and to its citizens.

15. In 2008, King County launched the equity and social justice initiative to take aim at long-standing and persistent local inequities and injustices. In April 2008, the board of health passed Resolution 08-04 encouraging the King County council to work collaboratively with executive staff to develop and adopt a policy framework that defines the equity and social justice initiative and provides policy direction regarding the county's roles and responsibilities in promoting equity and social justice in King County. The county council is preparing a policy framework for the equity and social justice initiative which will include how the initiative shall be governed and managed.

BE IT ORDAINED BY THE COUNCIL OF KING COUNTY:

SECTION 1. Ordinance 11980, Section 3, and K.C.C. 2.10.010 is hereby amended to read as follows:

~~((The purpose of defining and implementing a system of performance measures for King County shall be:~~

~~A. Establishing clear and understandable outcomes that are accepted by policy makers for departments.~~

~~B. Seeking input from, and communicating to, the public and to county employees clear outcomes and expectations.~~

~~C. Establishing a dynamic internal process that will provide information to insure that outcomes are being accomplished.~~

~~D. Preparing and distributing to both the public and to policy makers a report on whether outcomes have been accomplished.)) The purpose of creating and implementing a countywide performance and~~

accountability system shall be to:

A. Promote a culture of accountability within King County government;

B. Demonstrate to the public and its decision makers the county's achievement in meeting its prioritized goals;

C. Engage the public in the development of countywide priorities as part of the development of a countywide strategic plan;

D. Assist county elected leaders in making policy and budget decisions; and

E. Increase the ability of county managers and staff to improve county management and customer service delivery and assess program effectiveness.

In order for the performance and accountability system to be successful it is the intent of King County that the system shall use strategic business planning to develop high-level strategic plans for the entire county government and for each individual county agency, executive department and office. Strategic plans and annual business plans shall be directly related to the executive proposed county budget. An executive office will be created to provide leadership in and coordination of countywide performance management and measurement. It is the intent that the countywide performance and accountability system be developed and implemented in a fiscally responsible manner.

SECTION 2. Ordinance 11980, Section 2, and K.C.C. 2.10.020 are each hereby amended to read as follows:

~~((All words used herein shall have their common and usual meanings, except as otherwise specified below:~~

~~A. "King County" or "King County government" shall mean the council's agencies and all departments, divisions, sections, units, programs, offices and agencies of the executive branch including the department of metropolitan services and all of its functional parts.~~

~~B. "Mission" and "Mission statement" shall mean the written statement of purpose establishing the~~

~~reason for which an agency of King County government exists, which shall generally be consistent with the council-adopted goals and guiding principles for the new consolidated county government.~~

~~C. "Goal" shall mean a general statement of purpose which establishes the direction for a component of an agency's mission.~~

~~D. "Objective" shall mean a statement of measurable outcomes and/or achievements within a timeframe, where applicable, which contribute toward the accomplishment of a goal.~~

~~E. "Performance measures" shall mean empirical standards which accurately reflect whether an objective has been accomplished.))~~ The definitions in this section apply throughout this chapter unless the context clearly requires otherwise.

A. "Accountability" means a process to set priorities, measure performance, and inspire the workforce to improve the overall performance and customer service of county government. County leadership should relentlessly follow up on commitments made in strategic and business plans and should also regularly monitor results over time to verify that change is real and sustainable.

B. "Agency" means the legislative branch, prosecuting attorney's office, superior court, district court, sheriff's office and the assessor's office.

C. "Benchmarks" means internal or external points of comparison to help understand performance results and should be used to help set targets and provide context for county results.

D. "Business plan" means a plan that reflects how individual agencies, departments, divisions or offices will contribute to achievement of the goals identified in the strategic plan during the next one to two years. The business plan provides an opportunity for continuous monitoring of the strategic plan. In addition to stating the agency's vision, mission and goals, the business plans shall identify internal and external change dynamics and strategies and evaluate how they will affect budget priorities and program direction. Business plans should be aligned with the budget and should provide performance measures that support budget decisions.

E. "Executive branch departments and offices" means all county departments and offices directly

reporting to the county executive.

F. "Goals" means the results that the organization plans to achieve within a defined period of time.

G. "King County" or "countywide" means all county agencies and executive branch departments and offices.

H. "Mission statement" means the purpose of the organization. The purpose shall be described in terms of the outcomes or results the organization intends to achieve.

I. "Objectives" means the identification of some of the specific ways in which goals are to be achieved.

J. "Operational master plan" means the comprehensive plan for an agency setting forth how the organization will operate now and in the future. An operational master plan builds on an organization's strategic plan and shall include analysis of agency strategies, alternatives and their lifecycle costs to accomplish defined goals and objectives, performance measures, projected workload, needed resources, implementation schedules and general cost estimates. The operational master plan shall also address how the organization will respond in the future to changed conditions. K.C.C. 4.04. 200 requires that an operational master plan is done in conjunction with the director of the office of management and budget. The completed operational master plan includes an implementation plan and schedule and feeds into capital planning efforts for an organization.

K. "Outcomes" means results that are expected to be achieved and assessed by the use of performance measures that can indicate a rate of change over time. They measure the extent to which goals and objectives have been achieved.

L. "Performance management" means the systemic use of performance measurement information to help set performance goals, allocate and prioritize resources, inform decision making about program performance, policy and budget, to evaluate results achieved and to report on the success of meeting goals.

M. "Performance measure" means a quantifiable, enduring measurement of the amount, quality, efficiency or effectiveness of products or services produced by an agency, department, office or program.

N. "Performance measurement" means the identification and ongoing monitoring and reporting of

program or agency results, particularly progress toward preestablished goals.

O. "Strategic plan" means a plan that clarifies the strategic direction on where an organization will be in five years and how it intends to get there. A strategic plan should define the current status of the organization, including its vision, mission and goals. It should also identify strengths, weaknesses, opportunities and challenges, both internal and external, that will either advance or impede the execution of the plan. A strategic plan should include prioritized strategies and actions that describe how goals will be achieved given the projected opportunities and challenges. The strategic plan should also include a monitoring plan that describes, tracks and evaluates key outcomes to be achieved and high-level performance measures relevant to the stated goals.

P. "Targets" means a quantified statement of what level of performance a program or agency plans to achieve. Targets help to evaluate performance and should be based on baseline data, regulatory or industry standards, policy decisions, program evaluation, or the performance of comparable organizations or benchmarks.

Q. "Vision" means the vision statement that describes what the agency, department, office or program would like to achieve by delivering on the stated mission. The vision should be stable and can be very long-term and difficult to achieve. The vision shall be specific to the mission of the organization.

NEW SECTION. SECTION 3. There is hereby added to K.C.C. chapter 2.10 a new section to read as follows:

A. King County shall develop an effective performance management and accountability system designed to enhance government accountability, transparency, service performance and resource allocation.

B. The King County performance management and accountability system should be guided by the following guiding principles:

1. There is consensus among county leadership that the performance management and accountability system effectively aligns collaborative efforts towards common county goals while respecting the needs of

individual agencies to pursue organizational goals, and separately elected officials' obligation to deliver on their commitments to the public;

2. The public and elected leaders are engaged to develop countywide prioritized goals and align services to those goals;

3. King County publicly reports on how well it is meeting its performance goals;

4. Performance measures are directly linked to policy and resource allocation decisions;

5. Performance measurement is used by managers for strategic planning, program evaluation, operational improvements and budgeting; and

6. Performance measures are not to be used in a punitive manner but are used to support continuous organizational evaluation and improvement in collaboration with the workforce.

SECTION 4. Ordinance 12075, Section 3, as amended, and K.C.C. 2.16.025 are each hereby amended to read as follows:

The county executive shall manage and be fiscally accountable for the office of management and budget and the office of business relations and economic development.

A. The office of management and budget functions and responsibilities shall include, but not be limited to:

1. Planning, preparing and managing, with emphasis on fiscal management and control aspects, the annual operating and capital improvement budgets;

2. Preparing forecasts of and monitor revenues;

3. Monitoring expenditures and work programs in accordance with Section 475 of the King County Charter;

4. Developing and preparing expenditure plans and ordinances to manage the implementation of the operating and capital improvement budgets throughout the fiscal year;

5. Developing and using outcome-based performance indicators to monitor and evaluate the

effectiveness and efficiency of county agencies;

6. Formulating and implementing financial policies regarding revenues and expenditures for the county and other applicable agencies;
7. Performing program analysis, and contract and performance evaluation review.
8. Collecting and analyzing land development, population, housing, natural resource enhancement, transportation and economic activity data to aid decision making and to support implementation of county plans and programs, including benchmarks; and
9. Developing and transmitting to the council, concurrent with the annual proposed budget, supporting materials consistent with K.C.C. 4.04.030.

B. The county executive is requested to transmit to council an organizational report, proposed ordinance and fiscal note by August 15, 2008, creating an executive office responsible for performance management functions and responsibilities which shall include, but not be limited to the following functions listed as one through eight. The organizational report shall include an analysis and executive recommendation on whether the equity and social justice initiative should be managed in the executive office responsible for performance management. The report, proposed ordinance and fiscal note must be filed in the form of twelve copies with the clerk of the council, who will retain the original and will forward copies to each councilmember and to the lead staff for the general government and labor relations committee:

1. Providing leadership and coordination in performance management and measurement countywide;
2. Overseeing the development of strategic plans and business plans for each executive branch department and office;
3. Providing technical assistance on the development of strategic plans and business plans for agencies;
4. Overseeing the production of an annual performance report for the executive branch;
5. Managing an ongoing review of executive branch departments' and offices' performance, known as

the KingStat program;

6. Conducting public engagement about county performance management and reporting activities;

7. Overseeing the production of a countywide strategic plan and annual performance report that

includes all branches of county government; and

8. Making annual presentations to committee of the whole on the countywide annual performance report and countywide strategic plan.

C. The office of business relations and economic development functions and responsibilities shall include, but not be limited to:

1. Developing proposed policies to address economic development;

2. Providing quarterly economic reports to the executive and the council that characterize trends in employment, unemployment, business operations including layoff warnings required under state law and other factors that are useful in understanding economic trends;

3. Establishing, fostering and maintaining healthy relations with business and industry;

4. Optimizing the value of county-controlled assets, such as the King County airport, as engines for economic growth, recognizing that it may be in the public interest to foster job creation expansion of the tax base rather than maximizing direct revenue to the county from a particular asset;

5. Managing programs and developing projects that promote economic development, assist communities and businesses in creating economic opportunities, promote a diversified regional economy, promote job creation with the emphasis on family-wage jobs and improve county asset management. A report on these activities shall be included in the quarterly report required under subsection B.2 of this section;

6. Providing assistance to other county departments to determine if real property or other assets may be managed for economic development purposes to create jobs and expand private investment or administered in a manner that will provide additional revenue to the county;

7. Managing the boost, apprenticeship and business development programs including the following

functions:

- a. administering the discrimination and affirmative action in employment by contractors', subcontractors' and vendors' policies under K.C.C. chapter 12.16;
- b. administering the boost program for the use of small economically disadvantaged businesses on county contracts under K.C.C. chapter 4.19; and
- c. administering the federal Americans with Disabilities Act of 1990 and federal Rehabilitation Act of 1973, Section 504, policies related to obligations of contractors with the county;
8. Serving as the disadvantaged business enterprise liaison officer for federal Department of Transportation and other federal grant program purposes; and
9. Managing the county's landmark preservation program including the following functions:
 - a. administering landmark designation and regulation functions under K.C.C. chapter 20.62;
 - b. serving as the county's historic preservation officer under the county's certified local government agreement with the state and for federal grant program purposes;
 - c. administering the landmark rehabilitation and improvement loan program in partnership with local financial institutions, administering the special valuation program under chapter 84.26 RCW and assisting with the current use taxation program for cultural resources;
 - d. providing oversight and assistance to other county departments to ensure compliance with federal, state and local cultural resource laws; and
 - e. preparing and administering interlocal agreements between the county and cities related to landmark designation and protection services.

((C-)) D. The executive may assign or delegate budgeting, business relations and economic development functions to employees in the office of the executive but shall not assign or delegate those functions to any departments.

NEW SECTION. SECTION 5. There is hereby added to K.C.C. chapter 2.10 a new section to read as

follows:

A. The county shall use a variety of means to involve the public in the review of King County priorities, community indicators and the countywide strategic plan. The public may:

1. Review King County public priorities based on community performance indicators every five years to guide the development of the countywide strategic plan;
2. Review the King county strategic plan proposed by the executive;
3. Make recommendations on how to improve reporting to the performance management director on the performance of county government in meeting its goals; and
4. Review agency and department strategic plans to determine if the plans are linked to the countywide strategic plan.

B. The public may make suggestions on these subjects to the performance management director.

NEW SECTION. SECTION 6. There is hereby added to K.C.C. chapter 2.10 a new section to read as follows:

A. The performance management workgroup is hereby created. The workgroup shall provide a forum for managers and others responsible for performance management across county government to coordinate implementation of the goals of the countywide performance management and accountability system, including the countywide strategic plan. The workgroup shall advise the county council and shall be chaired by the county auditor. The workgroup shall meet at least quarterly.

B. Members of the workgroup shall include personnel from the following agencies, department and offices:

1. The council;
2. The sheriff;
3. The prosecuting attorney;
4. The assessor;

5. The superior court;
6. The district court;
7. The auditor;
8. Each executive branch department;
9. The office of information resources management;
10. The office of management and budget; and
11. The performance management director.

C. The performance management workgroup shall:

1. Advise on implementation of a countywide performance management and accountability system.
2. Provide a collaborative forum among county peers on performance management and measurement and coordinate with potential partners outside of King County government.
3. Advise on the county's training curriculum on performance management and measurement.
4. Advise on new developments in the field and potential opportunities to improve the county's performance management and accountability system.

NEW SECTION. SECTION 7. There is hereby added to K.C.C. chapter 2.10 a new section to read as follows:

Beginning in 2009, the county executive shall report to the public and the metropolitan King County council on countywide performance. The report shall be produced by June 30 every year based on the previous year of data. Eleven copies of the report shall be filed with the clerk of the council, for distribution to all councilmembers.

NEW SECTION. SECTION 8. There is hereby added to K.C.C. chapter 2.10 a new section to read as follows:

A. Beginning in 2009 and every five years thereafter, the county executive shall develop a countywide strategic plan to guide the ongoing and proposed activities of the county for the next five years. The

countywide strategic plan should take into consideration the collective aspirations of the community, as well as the views and recommendations of the public and countywide elected officials.

B. In between the five year updates, the countywide strategic plan shall be revised and updated as needed by the county executive in consultation with the public and countywide elected officials.

C. The countywide strategic plan and any updates shall be transmitted to the council by motion by December 15 for the council's review and comment after review by countywide elected officials.

D. The countywide strategic plan shall serve as the framework for countywide priority setting, business planning, budget development, resource allocation and leadership and managerial accountability.

E. The countywide strategic plan shall include, but shall not be limited, to the following:

1. A vision and mission statement for King County government;
2. Prioritized medium- to long-range goals;
3. Priority outcomes relative to each goal with a primary agency, department or office accountable to achieve each goal; and
4. Performance measures for each goal with a primary agency, department or office accountable for improvement of each performance measure.

NEW SECTION. SECTION 9. There is hereby added to K.C.C. chapter 2.10 a new section to read as follows:

A. Beginning in 2010, each county agency, department and office shall develop a strategic plan to guide its ongoing and proposed activities for a five year period. Each county agency, department and office strategic plan shall be revised and updated at least every five years.

B. Each county agency, department and office strategic plan and updates shall be linked to the countywide strategic plan and updates.

C. Each county agency, department and office strategic plan and updates shall be transmitted to Council by motion for its review and approval. The performance management work group may review any county

agency, department and office strategic plan and updates before transmittal to the King County council.

D. The agency, department and office strategic plans shall serve as the framework for priority setting, business planning, budget development, resource allocation and leadership and managerial accountability.

E. The agency, department and office strategic plans shall include, but shall not be limited, to the following components:

1. A vision and mission statement for the agency, department or office;
2. Prioritized medium- to long-range goals;
3. Priority outcomes relative to each goal with a primary manager accountable to achieve each goal;
4. Performance measures for each goal with a primary agency, department or office accountable for improvement of each performance measure; and
5. Operational master plans may also be included.

F. For the purpose of this ordinance, existing operational master plans or strategic plans that include the elements described in Part E above are deemed to meet the intent of this requirement. These existing plans shall be updated five years from their date of original completion.

NEW SECTION. SECTION 10. There is hereby added to K.C.C. chapter 2.10 a new section to read as follows:

A. Each county agency, department and office shall develop a business plan to guide its ongoing and proposed activities for a one- to two-year period. Each county agency, department and office business plan shall be revised and updated annually.

B. Each county agency, department and office business plan shall be transmitted to King County council along with the county executive proposed King County budget after review by the performance management director and the office of management and budget.

C. The agency, department and office annual business plans shall be directly related to their strategic plans, strategic plan updates and to the county executive-proposed King County budget.

D. The agency, department and office business plans shall include, but shall not be limited, to the following components:

1. A vision, mission and goals for the agency, department or office;
2. Objectives and strategies to accomplish goals;
3. Internal and external change dynamics and strategies and an evaluation of how they will affect budget priorities and program direction;
4. A prioritized list of recommended budget changes to reflect change dynamics, funding, and goal achievement; and
5. Performance measures for each goal or program to help determine the impact of the proposed budget change with a primary manager listed as accountable for improvement of each performance measure.

NEW SECTION. SECTION 11. There is hereby added to K..C. chapter 2.10 a new section to read as follows:

It is the intent that there be an ongoing dialogue between the county council and agency, department and office directors on the countywide performance reports and strategic plans and individual agency, department and office strategic plans and business plans.

To assist in this review, the performance management director shall present to the county council the annual countywide performance report and countywide strategic plan. It is the intent that the county council will review department, office and agency strategic plans and business plans on a periodic basis.

SECTION 12. Ordinance 11980, Section 4, and K.C.C. 2.10.030, Ordinance 11980, Section 5, and K.C.C. 2.10.040, and Ordinance 11980, Section 6, and K.C.C. 2.10.050 are each hereby repealed.