

FY 2018 Proposed Budget and Financial Plan

Benchmarking Study

Compiled by the Office of Budget and Planning

Table of Contents

I.	Background	3
II.	Comparison Jurisdictions	4
III.	Fiscal Year 2018 Benchmarks	4
IV.	Violent Crime and Property Crime Rates	4
V.	Tourism and Hotel Occupancy	7
VI.	Unemployment and Poverty Rates	8
VII.	Homelessness	10
VIII.	Medicaid Spending and Service Delivery	13
IX.	Temporary Assistance for Needy Families	18
X.	Public and Public Charter Schools Test Performance Results	20
XI.	Conclusion	25

Benchmarking

The Office of Budget and Planning (OBP) began working with various District agencies to publish benchmarking studies in order to create opportunities for performance improvement in Fiscal Year (FY) 2005. Benchmarking is an efficient tool to support operational change, cut costs, and increase efficiency and processes. It can be used to find and implement best practices that can lead to superior performance.

Benchmarking is done by comparing one's business processes and performance to industry bests and best practices from other organizations. Management identifies the best entities in their industry, or in another industry where similar processes exist, and compares the results and processes of those studied. The information obtained can be used to identify gaps in current processes in order to achieve a competitive edge.

The compilation of these key benchmarks presents a picture of the District's performance in relation to other jurisdictions with same services and/or population close to that of the District. This study also presents comparative data for Washington metropolitan 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 compare the District's performance with other jurisdictions and also to review the data across multiple years.

I. Background

Many of the District of Columbia's top political figures work together to find ways to create pathways to the middle class for residents and foster a culture of transparent government. A critical component of achieving this goal is consistently comparing, or benchmarking, the District's performance with other similar and high-performing jurisdictions.

The District has one of the strongest economies in the country, is one of the fastest growing cities, and continues to have excellent bond ratings. The Business Insider ranked the economy of the District as second best in the country in January 2016. The economies of all the states and the District were ranked on seven measures:

- 1. Unemployment Rates for November 2015;
- 2. Percent Change on Nonfarm Payroll Jobs from November 2014-November 2015;
- 3. 2014 Gross Domestic Product (GDP) per capita;
- 4. GDP Growth for the Second Quarter of 2015;
- 5. Change in Housing Prices for Twelve Months from 2014-2015;
- 6. Average Weekly Wage for November 2015; and
- 7. Change in the Average Weekly Wage from November 2014-November 2015.

Source of data: http://www.businessinsider.com/state-economy-ranking-q4-2015-2016-1

The District's November 2015 average weekly wage of \$1,342, GDP per capita of \$159,386, and increase in house prices of 15.4 percent were all the highest in the country in this study.

Like many big cities, the District has its challenges, such as unemployment, rising healthcare, affordable housing, homelessness, traffic congestion, and safe and reliable public transportation. Benchmarking gives District leaders, lawmakers, agency directors, and other stakeholders an opportunity to assess how the District compares with other jurisdictions providing similar services and develop strategies for operational improvements and efficiencies.

II. 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.

III. Fiscal Year 2018 Benchmarks

The District has hundreds of programs from which to choose. 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 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.

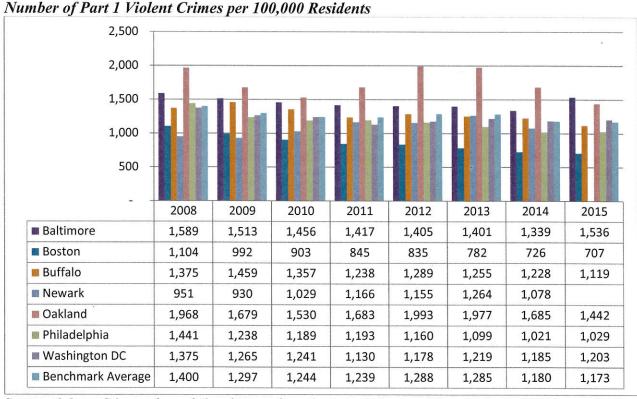
Each benchmark is presented with a description, graph, and analysis tied to its related program. The majority of the benchmarks use a comparison of data from the District and other jurisdictions over time; thus, one can compare each period of time and observe the trend (if any). Several indicators do not include data from other jurisdictions and only display the trend of the District's results over time. Data was also collected in some cases by contacting benchmarking jurisdictions or by collecting it from an open data source, such as a published report from the Internet.

IV. Violent Crime and Property Crime Rates

Crime rates are a commonly used indicator of public safety. In this section of the benchmarking report, we present two crime rate indicators: the violent crime rate per 100,000 residents, and the property crime rate per 100,000 residents. Since numerous factors influence crime rates – including socio-economic variables (i.e., poverty, unemployment, family structure, or education), 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.

The Metropolitan Police Department (MPD) offers crime prevention tips on its website. Topics range from reducing the risks of sexual assault and identity theft to protection from Internet crime

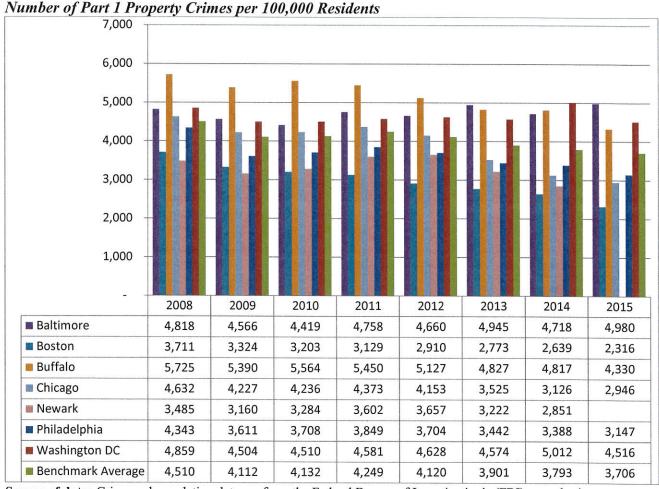
and guarding against robbery. The MPD operates through seven police districts and actively encourages the community to get involved to help combat crime throughout the city. Tips can be left by calling (202) 727-9099, or individuals can text tips anonymously to 50411. Photographs and videos can also be sent via text.



Source of data: Crime and population data are from the Federal Bureau of Investigation's (FBI's) annual crime report: Crime in the United States. Newark, NJ, historically included as a benchmark city, is excluded from the 2015 benchmark average calculation because it did not submit data to the FBI for 2015.

Part 1 violent crimes are serious 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 2015, the figures obtained show that violent crime increased slightly by 1.5 percent compared to 2014 in the District of Columbia. 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.

An estimated 1,197,704 violent crimes occurred nationwide in 2015, which is an increase of 3.9 percent over 2014 figures. The nationwide average of violent crimes per 100,000 residents is 373 for 2015, which is an increase of 3.1 percent when compared to 2014. In 2015, aggregated assaults accounted for 63.8 percent, robbery offenses were 27.3 percent, rape accounted for 7.5 percent, and murder accounted for 1.3 percent of all violent crimes reported.



Source of data: Crime and population data are from the Federal Bureau of Investigation's (FBI) annual crime report: Crime in the United States. Newark, NJ, historically included as a benchmark city, is excluded from the 2015 benchmark average calculation because it did not submit data to the FBI for 2015.

Part 1 property crimes are serious crimes against property/burglary, larceny/theft, and stolen auto as classified according to the FBI's 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, including in the District, do not have primary responsibility for investigating arsons. The UCR figures are used for this benchmarking study because they allow for multi-jurisdictional comparisons.

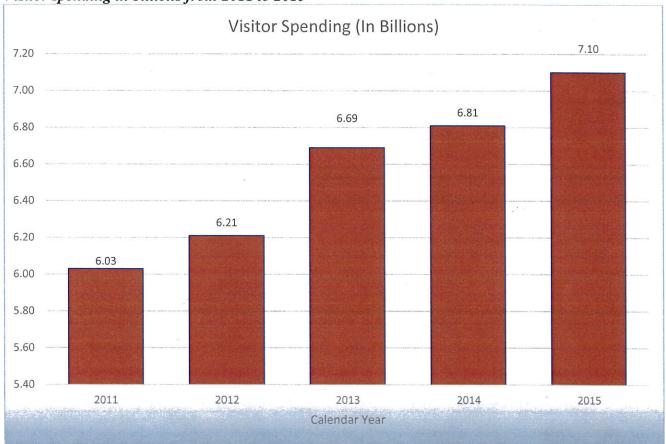
In 2015, property crime decreased by 9.9 percent compared to 2014 in the District of Columbia. Please note that these figures are based on the FBI's UCR definitions and will differ from crime figures reported under the D.C. Official Code definitions. An estimated 7,993,631 property crimes occurred nationwide in 2015, which is an increase of 2.6 percent over 2014 figures. The nationwide average of property crimes per 100,000 residents is 2,487 for 2015, which is a decrease of 3.4 percent when compared to 2014. In 2015, larceny/theft accounted for 71.4 percent, burglary for 19.8 percent, and motor vehicle theft accounted for 8.9 percent.

V. Tourism and Hotel Occupancy

Tourism has a major impact on the District's economy. Destination DC is a private, non-profit corporation. It currently has a membership of over 85 businesses and organizations that support the DC travel and tourism sector. It serves as the lead organization to successfully manage and market Washington, DC with a special emphasis on the arts, cultural, and historical communities.

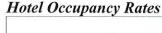
According to Destination DC reports, the District set a new record when it welcomed 21.3 million visitors in 2015, which was a 5.4 percent increase over a reported 20.2 million visitors in 2014. The travel and tourism industry supports 74,445 jobs annually and generates \$3.9 billion in wages. Every visitor generates on average \$333 in expenditures, \$65 in tax receipts, and every 290 visitors create a new job.





Source of data: Destination DC.

The next chart shows the average hotel occupancy rates from FY 2006 through FY 2015. Hotel occupancy rates are another indicator of how well the economy is doing.





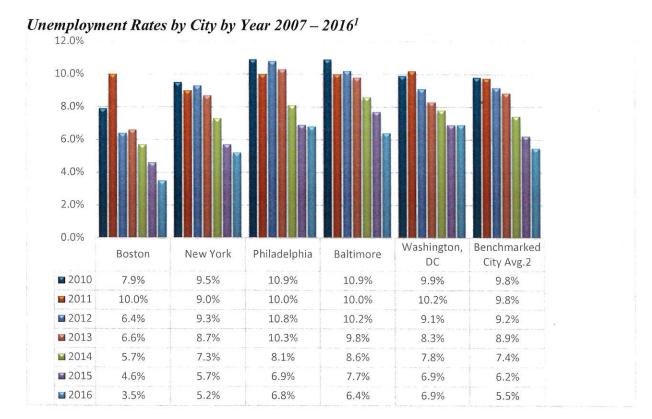
Source of data: Destination DC.

VI. **Unemployment and Poverty Rates**

The next two charts show the unemployment rate, by calendar year, for four comparison cities (Boston, MA, New York, NY, Philadelphia, PA, and Baltimore, MD), and Washington, D.C. The data is produced by the Local Areas Unemployment Statistics (LAUS) program of the U.S. Bureau of Labor Statistics. The city unemployment rate average that is shown is for the four comparison cities on the charts and is not a nationwide average.

The unemployment rate measures the number of unemployed (i.e., people who look for work but cannot find a job) expressed as a percent of the total labor force (i.e., people who either work or look for work). Thus, the unemployment rate indicates how difficult it is for someone who is looking for work to find a job. This outcome measure was selected for benchmarking because it is an important indicator of a community's economic health and vitality.

The District of Columbia's 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/. The next chart page shows the unemployment rate by city by calendar year. Please also note that the data shown are subject to the U.S. Bureau of Labor Statistics (BLS) benchmark revisions.

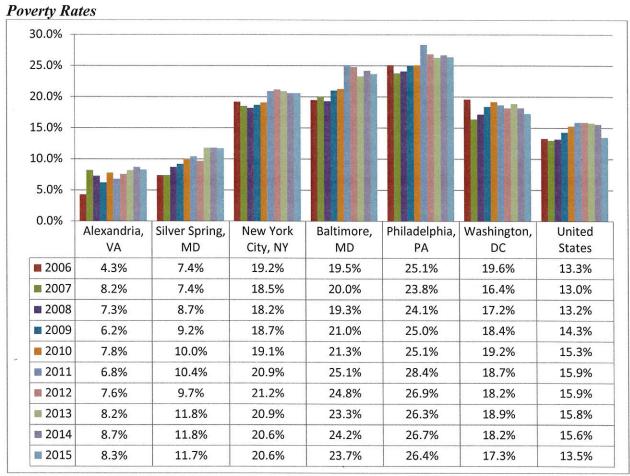


Source of data: The Local Area Unemployment Statistics program of the U.S. Bureau of Labor Statistics.

¹ The data shown is as of February 2017.

The next chart shows estimated poverty rates for individuals living in the District, comparison jurisdictions, and the United States. According to U.S. Census Bureau figures, over 110,000 District residents lived in poverty in 2015. There are many programs in place that aim to reduce the economic gap. Benefit programs such as Temporary Assistance for Needy Families (TANF), D.C. Healthcare Alliance, food stamps, early childhood education subsidies, tuition assistance, career placement, Low Income Home Energy Assistance Program (LIHEAP), Women, Infants, and Children (WIC), and multiple job training programs are available for District residents that qualify. The Community Services Block Grant (CSBG) is a federal anti-poverty block grant, which funds the operations of a state-administered network of local agencies. The CSBG network coordinates and delivers programs and services to low-income Americans in areas such as employment, education, income management, housing, nutrition, self-sufficiency and health.

² The city average is for Boston, New York, Philadelphia, and Baltimore (i.e., excluding Washington, DC).



Source of data: U.S. Census Bureau, 2006 to 2015 American Community Survey

VII. Homelessness

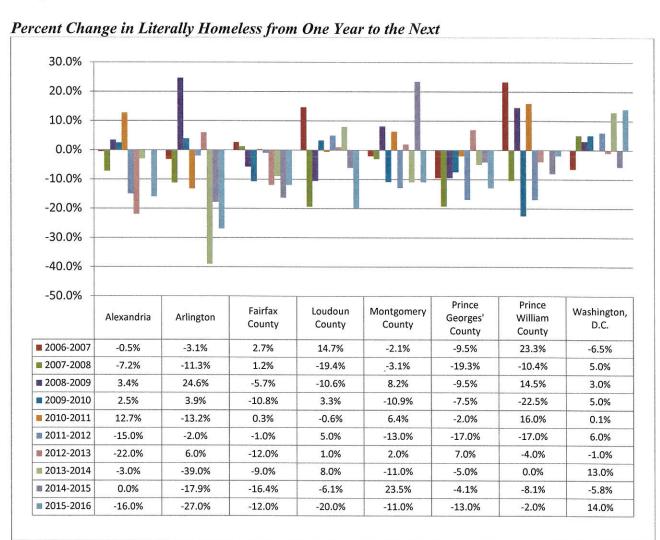
The Metropolitan Washington Council of Governments (COG) is an independent, nonprofit association. The current board consists of 34 members who address regional issues that affect the District of Columbia, northern Virginia, and suburban Maryland. For the past 16 years, COG has conducted an annual point-in-time (PIT) enumeration of the region's homeless and formerly homeless population. The enumeration provides a one-day snapshot of the number, demographics, and distribution of the region's homeless individuals and families. COG produces an annual PIT report on the year's enumeration results, trends, and programs serving homeless and formerly homeless people in the region.

On its website, COG states:

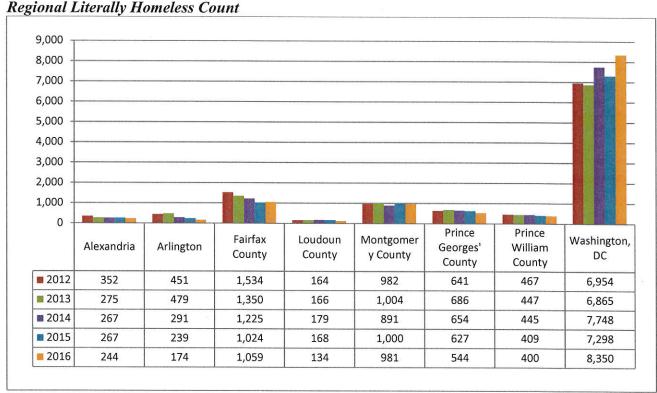
In addition to short-term services such as emergency shelters, safe havens, and transitional housing, the PIT report also highlights programs targeted at helping individuals and families overcome homelessness permanently and achieve stability and self-sufficiency. Rapid rehousing programs are designed to quickly rehouse individuals and families experiencing homelessness due to economic crises through services such as housing identification, rent and move-in assistance, and case management services. Permanent supportive housing is aimed at helping the most vulnerable homeless persons

by coupling immediate housing placement with much-needed wrap-around services such as substance abuse treatment, mental health services, job training, and case management. Together, these programs and services form the Continuum of Care, a system for organizing and delivering housing services tailored to the specific needs of homeless people.

In the District, the Housing Production Trust Fund (HPTF) supports the construction, rehabilitation, and acquisition of housing affordable to low-income families and residents. A part of the HPTF's mission is to provide a variety of affordable housing programs and opportunities across the District. The HPTF can provide grants and loans to housing developers that are then used to provide low-cost housing. This type of funding bridges the gap for projects that have huge amounts of private financing and need partial support from the District to bring projects to completion.



Source of data: U.S. Census Bureau American Community Survey.



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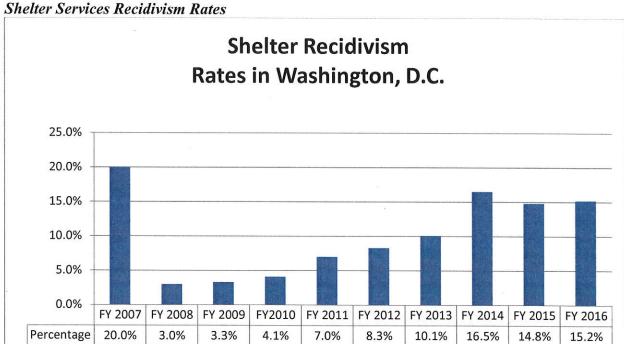
The Department of Human Services (DHS) oversees a wide range of homeless services for District residents. The Permanent Supportive Housing Program (PSHP) is an excellent example. The PSHP provides permanent housing and supportive services for individuals and families that are experiencing homelessness to ensure housing stabilization, maximum levels of self-sufficiency and an overall better quality of life. The first phase of this program is to assess individuals and families experiencing homelessness who are living on the streets, in shelters and other institutions. The second phase is to place individuals and families into long-term housing. The third phase is to provide effective case management to ensure that individuals and families are connected to needed support services and achieve the highest degree of stabilization and self-sufficiency possible.

Services currently provided by DHS include the following:

- Family Shelter Restructuring Plan
- Emergency Shelter
- Emergency Rental Assistance
- Homeless Services
- Hypothermia and Hyperthemia Watches
- Permanent Supportive Housing
- Temporary and Transitional Shelter
- Veteran Supportive Housing
- Shelter Monitoring
- Shelter ADA Compliance
- Youth Services/Shelters

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.

Nearly all of the long-term homeless have tenuous family ties and some kind of disability, whether it is a drug or alcohol addiction, a mental illness, or a physical disability. While they make up a small share of the homeless population, they are disproportionately costly to society. They consume nearly 60 percent of the resources spent on emergency and transitional shelter for adults, and they occupy hospitals and jails at high rates nationwide.



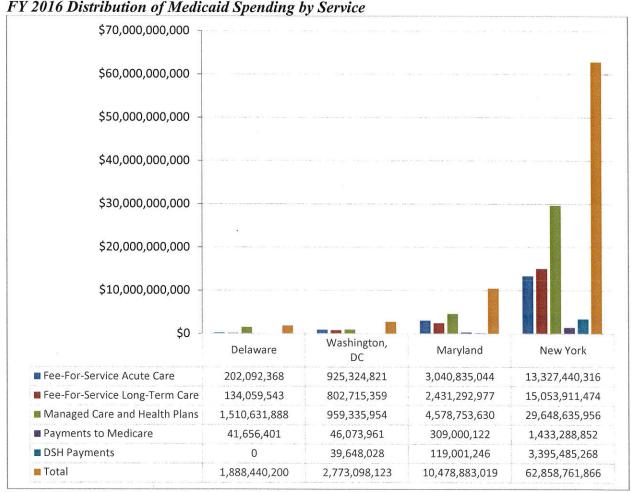
Source of data: The Department of Human Services.

The Virginia Williams Family Resources Center Homeless Shelter (VWFRC) serves District families experiencing homelessness. The VWFRC serves as the central point of intake at its location at 920-A Rhode Island, NE and is open Monday - Thursday from 8:30 a.m. - 4:00 p.m. Eligibility is determined based on an assessment that helps to determine the severity of their needs.

VIII. Medicaid Spending and Service Delivery

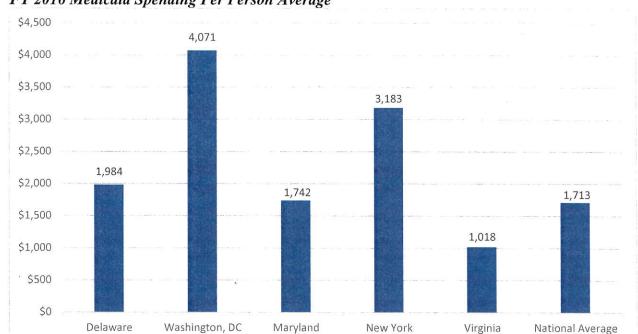
Medicaid is a health care program that assists low-income families or individuals in paying for long-term and custodial care costs. It is a joint program that is funded primarily by the federal government and run at the state level. This is the reason why coverage and eligibility requirements may vary from state to state. Medicaid recipients must be citizens of the United States or meet

certain qualifications if they are a legal permanent resident. It is the largest source of funding for medical and health related services for people with low income in the United States. The Centers for Medicare and Medicaid Services (CMS), which is part of the Department of Health and Human Services, administer Medicare, Medicaid, the Children's Health Insurance Program (CHIP), and the Health Insurance Marketplace.



Source of data: Henry J. Kaiser Family Foundation.

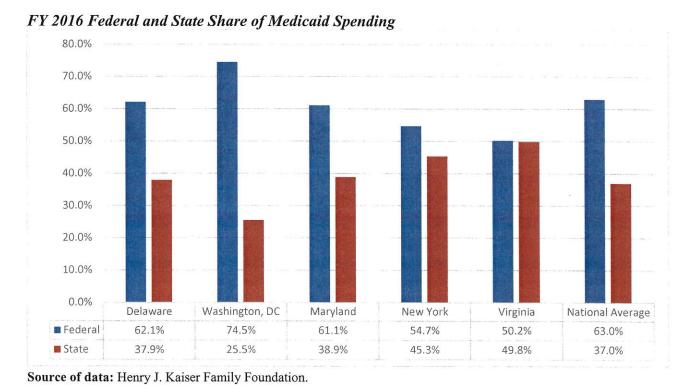
Federal law requires that state Medicaid programs make Disproportionate Share Hospital (DSH) payments to qualifying hospitals that serve a large number of Medicaid and uninsured individuals. The Department of Health Care Finance (DHCF) for the District of Columbia requires all participating District hospitals to report certain data to DHCF through the DSH Data Collection tool. Some hospitals may serve a disproportionate share of District residents that do not have public insurance or health insurance. By implementing the DSH Data Collection tool, the institution will receive a fair share of DSH dollars to cover losses associated with serving these individuals.



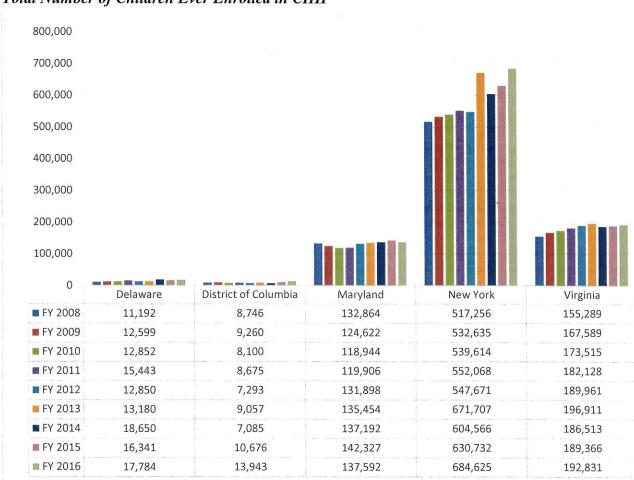
FY 2016 Medicaid Spending Per Person Average

Source of data: U.S. Census Bureau and the Henry J. Kaiser Family Foundation.

The District more than doubled the national average in Medicaid spending per person for fiscal year 2016. Medicaid expenses do not include administrative costs.



The Children's Health Insurance Program (CHIP) provides health coverage to eligible children through Medicaid and separate programs. It serves uninsured children up to age 19 for families with incomes and resources too high to qualify them for Medicaid. Income eligibility standards for this program may vary from state to state.



Total Number of Children Ever Enrolled in CHIP

Source of data: CMS' CHIP Monthly Applications, Eligibility Determinations, and Enrollment Report as of May 2017.

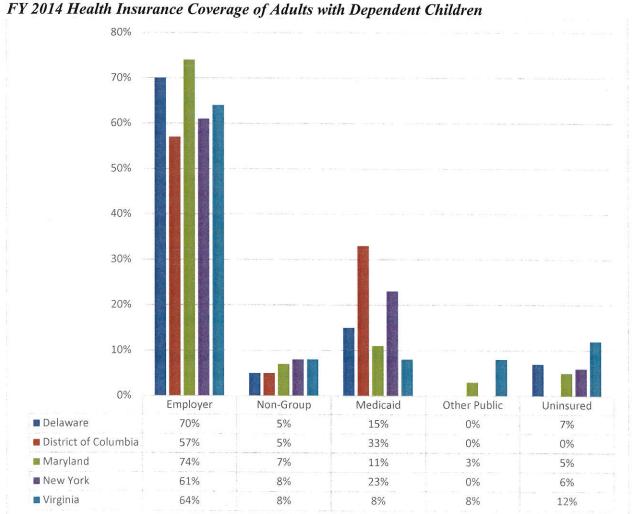
The next two charts are based on data obtained from the Kaiser Family Foundation. The estimates are based on the Census Bureau's May 2017 Current Population Survey (CPS) and Annual Social and Economic Supplements (ASEC). Data may not add up to 100 percent due to rounding.

The ASEC universe includes the civilian non-institutional population of the United States. It also includes members of the armed forces living off post or with their families on post. It does not include all other members of the armed forces. The ASEC treats college students living in dormitories as residing in their parents or guardians homes.

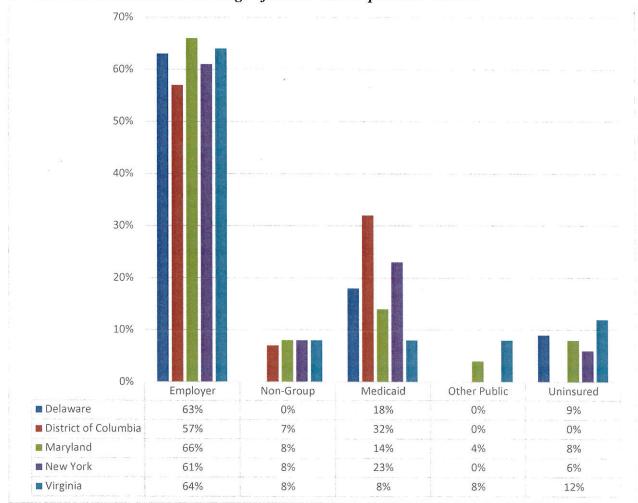
The ASEC asks respondents about their health insurance coverage throughout the previous calendar year. Respondents may report having more than one type of coverage. In this analysis, individuals are sorted into only one category of insurance coverage using the following hierarchy:

- Employer: Includes those covered by employer-sponsored coverage either through their own job or as a dependent in the same household;
- Non-Group: Includes individuals and families that purchased or are covered as a dependent by non-group insurance;
- Medicaid: Includes those covered by Medicaid or CHIP, and those who have both Medicaid and another type of coverage, such as dual-eligible individuals who are also covered by Medicare:
- Other Public: Includes those covered under the military or Veterans Administration as well as nonelderly Medicare enrollees; and
- Uninsured: Includes those without health insurance and those who have coverage under the Indian Health Service only.

A person having Medicaid coverage in the first half of the year but employer-based coverage in the last months of the year would be categorized as having Medicaid coverage in this analysis.



Source of data: Henry J. Kaiser Family Foundation.



FY 2015 Health Insurance Coverage of Adults with Dependent Children

Source of data: Henry J. Kaiser Family Foundation.

In this analysis, income (mostly categorized as a percent of the federal poverty level) is aggregated by Census-defined family units. Analyzing income by family unit captures income available to a group of people who are likely sharing resources. However, family units may not be the appropriate measure for capturing eligibility for health insurance. Eligibility for health insurance is more accurately estimated using "health insurance units," which may be counted differently for different types of insurance (such as Medicaid or employer coverage). Adults in this table include non-elderly individuals ages 19-64. Data exclude a small number of people with private coverage of an unknown source. Data may not sum to totals due to rounding and the exclusion of these people.

IX. Temporary Assistance for Needy Families

TANF is a federally funded program run by states and territories that provides limited cash assistance to extremely low-income parents and their children. States receive block grants that are

designed to operate programs to accomplish one of the purposes of the TANF program, which may include childcare assistance, work assistance, and job preparation programs. The program is extremely limited, and provides small amounts of assistance to parents who have little or no income and very few assets for limited periods of time. It also provides some assistance directly for their children.

Congress created the TANF block grant through the Personal Responsibility and Work Opportunity Reconciliation Act of 1996, as part of a federal effort to "end welfare as we know it." TANF replaced Aid to Families with Dependent Children (AFDC), which had provided case welfare to poor families with children since 1935. Since the passage of Welfare Reform in the mid-90s, there are restrictions on the program, which vary state by state, and many low-income parents do not qualify.

There is a requirement that adult recipients of TANF must generally work or participate in a welfare-to-work program. Since TANF is run and designed by states, there are different rules as to who qualifies and what type and amount of aid is available. For example, in some states, being eligible for TANF may also make the recipient eligible for free childcare, although childcare may not actually be available. There may be additional assistance programs available for relatives and non-relatives caregivers who are caring for a child, some that may actually provide better aid than TANF.

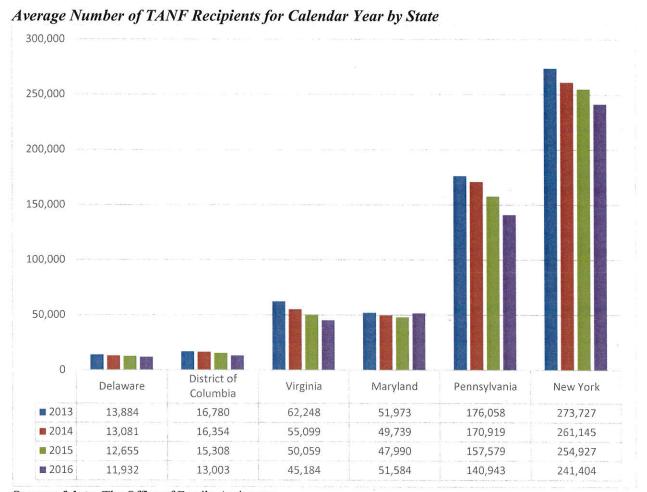
The Department of Human Services (DHS) operates the TANF program for the District of Columbia. One of its goals is to prepare program participants for independence through work. Adults with dependent children must meet both financial and technical eligibility requirements, which include but are not limited to:

- Residency in the District of Columbia;
- U.S. national, citizen, legal alien, or permanent residency;
- Cooperation with child support;
- Participation with work activities;
- Compliance with substance abuse provisions;
- Be either unemployed, about to become unemployed, or under-employed; and
- Meet income requirements.

DHS has service centers located in the District that are designed to provide information regarding TANF and other programs available for District residents. The Office of Work Opportunity is responsible for completing an orientation and an Assessment and Individual Responsibility Plan (IRP), both of which are required prior to receiving TANF benefits. The IRP is a document which lists goals, career interests, and the steps needed to achieve self-sufficiency. A Vocational Development Specialist works with the TANF applicant to develop the IRP. Once an application has been processed, the decision as to whether TANF benefits are approved or denied will be made within 45 days.

The total number of TANF recipients has declined steadily across the United States. According to the Center on Budget and Policy Priorities (CBPP), the total number of TANF recipients in the country was 3.7 million in 2013, 3.4 million in 2014, 3.0 million in 2015, and 2.7 million in 2016. As of July 1, 2016, every state's TANF benefits for a family of three with no other cash income

were below 50 percent of the poverty line as measured by the Department of Health and Human Services' 2016 poverty guidelines. Eight states plus the District raised TANF benefits between July 2015 and July 2016; two others enacted legislation that raised benefit levels after July 2016. The remaining 41 states did not adjust benefits, thereby allowing the continued erosion of the benefit value. The CBPP also reported that no state cut TANF benefits in nominal dollars in the past year.



Source of data: The Office of Family Assistance.

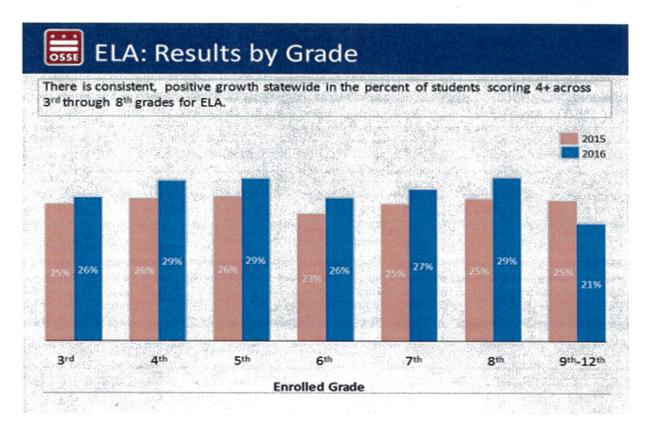
X. Public and Public Charter Schools Test Performance Results

The Partnership for Assessment of Readiness for College and Careers (PARCC) is an annual yearend test in English language arts/literacy, and mathematics for grades 3-8 and high school. In February of 2016, the National Benchmarks for State Achievement Study from the American Institutes for Research found that PARCC is the most rigorous multi-state test and closest to the National Assessment of Educational Progress (NAEP) in its expectations for college readiness. PARCC is a high-quality assessment, aligns to state learning standards, predicts college readiness, compares well to NAEP performance, is endorsed by the country's top educators, and gives students with disabilities and English learners more tools and access to the test than previous tests. PARCC measures real-world skills, such as problem solving and critical thinking. Results provide information on where students need additional support or more challenging work. The District made the decision to migrate to PARCC assessments because they more accurately measure students' progress toward acquiring the skills and knowledge needed for success in both college and in the workplace.

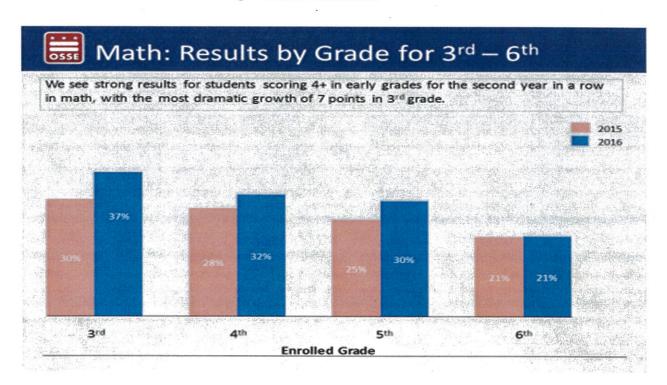
The Office of the State Superintendent of Education (OSSE) releases statewide results, which includes both District of Columbia Public and Public Charter schools. Scores for PARCC fall into five performance levels, which are shown on the chart below. Performing at or above Level 4 is considered as being on track for college and career readiness. 99 percent of DC students took PARCC online.

On track for: the next grade level to leave high school	ı	PARCC Performance Levels	
college and career ready	Level 5	Exceeded Expectations	
	Level 4	Met Expectations	
10 Aug. 1	Level 3	Approached Expectations	
	Level 2	Partially Met Expectations	
	Level 1	Did Not Yet Meet Expectations	

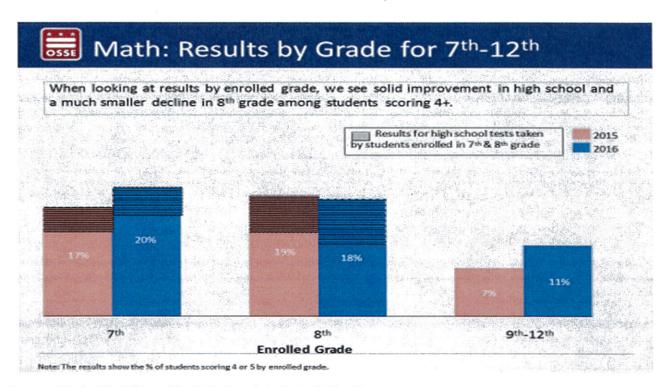
The results in the next three charts show the percentage of students scoring 4 or 5 by enrolled grade for the 2016 academic year. Due to rounding, growth may not equal the difference between the annual results. English Language Arts (ELA) tests are conducted by having students read and analyze passages from fiction and non-fiction texts. Videos and audio tapes are also often used. The test subjects than are asked to write what they have retained from the passages. Test scores improved between 2015 and 2016 for most grades for both ELA and math.



Source of data: The Office of the State Superintendent of Education.

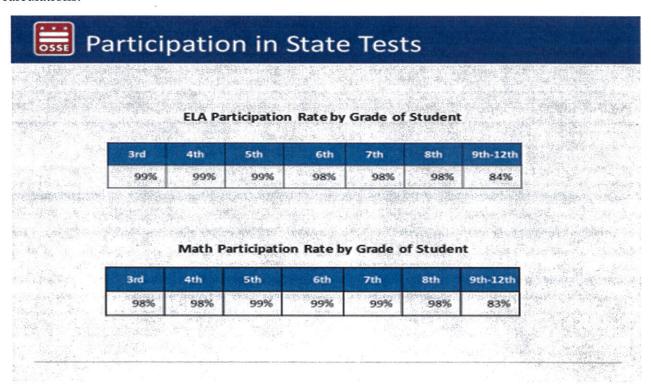


Source of data: The Office of the State Superintendent of Education.

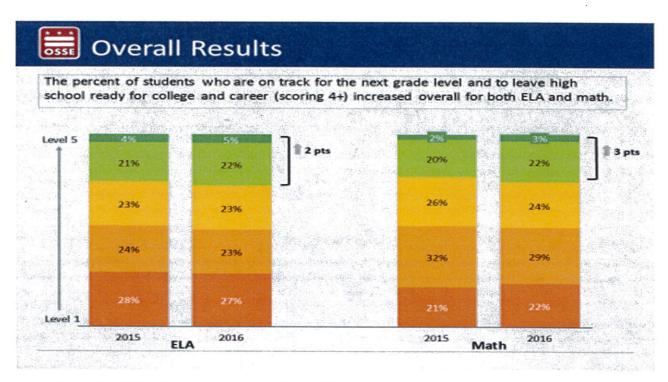


Source of data: The Office of the State Superintendent of Education.

The District has exceeded its target of a 95 percent participation rate for both ELA and math. Please note that students must be enrolled for the full academic year to be counted for participation calculations.



Source of data: The Office of the State Superintendent of Education.



Source of data: The Office of the State Superintendent of Education.

XI. Conclusion

Although the District of Columbia's unique blend of service delivery and unique governmental status makes finding comparable jurisdictions difficult, this study attempted to compare the District's performance with other jurisdictions with the same services. The District 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. This study was completed based on information gathered from OCFO offices, the Internet, the District's agencies, and other jurisdictions. The study compares different data across multiple years. The study also compares the District's performance with other jurisdictions with the same services to give District leaders, agency managers, and other stakeholders an opportunity to assess how the District compares with those jurisdictions and to develop strategies for operational improvements and efficiencies.

For further information or if you have any questions on this benchmarking study, please contact:

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