

Service Efforts & Accomplishments
Reporting for Multnomah County:
A Feasibility Study

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Summary

This report contains information gathered during a feasibility assessment of Service Efforts and Accomplishments (SEA) reporting in Multnomah County. SEA is a useful tool for increasing the accountability of County government. Generally, we found the County to be in a good position to begin SEA reporting. Sample SEA reports for the Sheriff's Office and the Health Department are included in the report.

Purpose of the Auditor's Office and this Study

The Multnomah County Auditor's Office conducts audits and issues special reports that provide accountability to citizens and improve the performance of County programs. The purpose of this study was to determine the feasibility of Service Efforts and Accomplishments (SEA) reporting of Multnomah County services. SEA reporting is a concept developed by the Government Accounting Standards Board (GASB) and includes reporting on the resources, efficiency, and results of County services.

We worked with the Sheriff's Office, the District Attorney's Office, and County departments to make an initial assessment of SEA reporting feasibility. Findings and auditor opinions from these reviews and interviews were summarized and an assessment of feasibility was made for each department/office based on the study objectives. We developed full SEA reports for the Sheriff's Office and Health Department. We conducted our work between February and October 1999, in accordance with the General Standards Section of *Government Auditing Standards*.

Conclusions

Multnomah County has a strong history of performance measurement, evaluation, and benchmarking that makes SEA reporting more feasible by reducing the amount of development necessary. The County has a system of benchmarks that are indicators of community well-being and help to assess how well the County is doing its work. In addition, performance budgeting efforts have been underway for years and program-level performance measures known as Key Results are reported in the County budget. Finally, we observed a degree of data sophistication and support for performance measurement across the county that will minimize the need for initial capacity building. The Auditor's Office Service Efforts and Accomplishments report is a supplement to these systems that will increase accountability and provide citizens with information about their County government.

It is the opinion of the Auditor's Office that to improve accountability with an SEA report, it must be citizen-driven. We cannot assume what is important or known by the public. Although we are obligated, as auditors, to include valid and credible measures in line with GASB recommendations, we can try to design a report that addresses both purposes. Early on in this project, we involved citizens in discussion groups to help develop the content and format of the SEA report. We found that citizens are interested in:

- *Report from the public's point of view*
- *Description of goals and service population*
- *Revenues, expenditures, and amount of services purchased*
- *Broad measures, including benchmarks and cross-departmental measures*
- *Efficiency*
- *Trends and comparisons*

Future Plans for SEA

Based on our feasibility analysis, we decided to continue SEA reporting, phasing it in for most departments and offices over the next two years. The option we selected is a thematic approach to SEA reporting that rotates on a 2-year schedule. It is perhaps the most responsive to citizen requests for information and explains services based on mission or outcomes rather than traditional programmatic divisions. It also allows for the inclusion of broad community outcome indicators that might not be possible to include in individual department reports. The option presented below will require the smallest investment of Auditor’s Office resources annually since departments will be reporting on an biannual basis.

| | | |
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| Feasibility Year (FY1999) Health Department Sheriff’s Office | Year 1: Social and Health Services (FY2000) Health Department Community & Family Services Aging & Disabilities Services Library Services | Year 2: Public Safety (FY2001) Sheriff’s Office Community Justice District Attorney |
|--|--|--|

We will begin work on a Social and Health Services SEA in the spring of 2000.

Other Tasks

In addition to the tasks in the plan above, the Auditor’s Office will continue to work on five new elements of an SEA report for future years. These elements are highly staff and/or resource intensive, but are nevertheless critical in making the report comprehensive and meaningful to the public.

1. *Citizen Engagement*

Citizen input and engagement in the SEA process is an important component of our work, but may be too large an undertaking for this office alone. We will continue to pursue avenues of engagement and collaboration with others interested in citizen involvement with performance measurement and government accountability.

2. *Citizen Survey*

The County does not currently administer a population-wide citizen survey that provides adequate SEA information on citizen satisfaction with services or quality of life issues. The Auditor's Office will pursue potential partnerships with other agencies that could be interested in this type of survey in order to reduce the costs and maximize the utility of the survey.

3. *Comparability with Other Jurisdictions*

Comparisons between Multnomah County and similar jurisdictions proved problematic during this study primarily because of the great variety of services between counties. We anticipate that each department and comparison measure will have to be approached individually, and that comparison sites selected may vary from department to department as appropriate.

4. *Dissemination*

We have not yet developed a firm plan for the dissemination of SEA reports to citizens. However, there are a number of established distribution channels in the County that could assist us. We are committed to exploring these channels further as we develop a dissemination plan that maximizes those means already in place to communicate with citizens.

5. *Department of Environmental Services*

The Department of Environmental Services (DES), which includes a broad and disconnected array of services, is a difficult challenge because it does not fit easily into the reporting categories we selected. At this point, we have not made any decisions on how to include DES in future SEA reports.

Chapter 1: Background

Mission of the Auditor's Office

Independently elected, the Multnomah County Auditor is responsible for conducting performance audits of County operations and reporting to the Board of County Commissioners. The auditor may also conduct studies to measure or improve the performance of County efforts. The mission of the Auditor's Office is to ensure that County government is honest, efficient, effective, equitable and fully accountable to its citizens.

Government accountability is based on the belief that the public has the right to know how tax dollars are being spent. Reporting on government programs creates the opportunity for public discourse about spending priorities and allows citizens to better understand the choices that are made.

Performance auditing and reporting to the public about the results of audits are cornerstones of accountability because they provide an independent assessment of a government organization or program. A performance audit looks at the stated mission and goals of a program, assesses whether the mission and goals are effectively met, whether services could be delivered more efficiently and provides information to improve public accountability and performance. In 1999, the Office began this study to determine how feasible it would be to produce a Service Efforts and Accomplishments (SEA) report as another tool to increase effectiveness and accountability.

Performance Measurement and Reporting as an Accountability Tool

Governments at all levels have been experimenting with performance measurement and reporting to improve performance and accountability for decades. Two national initiatives — the Federal Government Performance and Results Act (GPRA) of 1993, and the Government Accounting Standards Board (GASB)'s Concepts Statement #2 in 1994 — are recent attempts to make performance reporting a routine government activity. In addition, many state and local governments, as well as professional organizations, are starting to look to performance reporting as a tool for management, policymaking, service improvement, and increasing public confidence in government.

GRPA

Part of the Federal response to the reinventing government movement, the purpose of the Government Performance and Results Act are to:

- Improve the confidence of the American people in the capability of the Federal Government
- Initiate program performance reform and report on progress
- Improve Federal program effectiveness and public accountability
- Improve service delivery
- Improve congressional decision making; and
- Improve internal management of the Federal government¹

To achieve these purposes all Federal agencies must identify their mission and goals in a strategic planning process, measure performance against those goals, and report progress to the public. The emphasis is on results rather than measures of workload and resources. When GRPA is fully implemented, it will directly impact state and local governments that receive Federal funding by requiring them to report on program results. Although the Act has been slow to take hold at the Federal level, many local governments are preparing for these changes.

GASB and SEA Reporting

The Government Accounting Standards Board (GASB) is an independent, non-profit, private organization that establishes generally accepted accounting principles. Because the Association of Independent Certified Public Accountants recognizes GASB as the standard setter for government financial reporting, the Federal Government, investors and bond raters, and most states and local governments require their use.

GASB has recognized that financial reporting alone does not give a full account of a government's performance. The board recommends that information on service efforts, costs, and accomplishments (SEA) supplement traditional financial information. The purpose of SEA reporting, as defined by GASB, is "to provide more complete information about a governmental entity's performance than can be provided by the traditional financial statements and schedules to assist users in assessing the economy, efficiency, and effectiveness of services provided." GASB reaffirms that accountability is at the heart of all financial reporting, and explains how the concept of accountability has been expanding to capture the increased complexity of governmental systems. It also explains the need to protect the taxpayer as an involuntary resource provider.

¹ Government Performance and Results Act, Sec.2 (b), 1993.

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| | <p>To date, GASB has not yet required SEA reporting but is encouraging ongoing experimentation. It remains to be seen whether GASB will make SEA reporting mandatory and, if so, whether standardized sets of performance measures for government services will be developed.</p> |
| <p>Best Practices in Performance Measurement</p> | <p>High quality performance measurement and reporting systems share two common characteristics: 1) they adhere to standards of scope, definition, validity and accuracy; and 2) they are actually used to inform decision making and for accountability purposes. In the absence of these characteristics, the best efforts at establishing and maintaining performance measurement systems tend to fall short of expectations as the collection of data comes to be seen as unnecessary and reporting becomes a “paper exercise.”</p> <p>Successful performance measurement relies on a clearly stated mission and goals for achieving the program’s purpose. These become the basis for developing measures of progress toward established goals. Strategic planning is often regarded as a necessary precursor to performance measurement and reporting. The Federal General Accounting Office identifies the following requirements for effective utilization of performance data: a unified strategic plan, central office for data collection, and regular preparation of reports on goal achievement.</p> <p>The lessons learned from those who have pioneered performance measurement systems indicate that there are number of critical factors in a successful system:</p> <ul style="list-style-type: none"> • Long-term patience and commitment, especially among leadership • Understanding that the reporting process itself will slowly improve measurement indicators and their value • Importance of widely and publicly reporting performance |
| <p>Best Practices in SEA Reporting</p> | <p>Service Efforts and Accomplishments reports share the characteristics of good performance measurement systems described above, but require the additional elements of:</p> <ul style="list-style-type: none"> • Measures of efforts, or the amount of resources that are applied to a service • Measures of accomplishments, indicating what was provided and what was achieved with the resources • Measures that relate efforts to accomplishments, including efficiency and cost-outcome measures • Explanatory information that helps users understand measures |

The use of citizen satisfaction surveys is generally considered to be a highly valuable measure of government accomplishment. Some jurisdictions provide data from citizen surveys intended to assess public satisfaction with government generally and also with specific services. Some surveys also gauge quality of life indicators such as safety, livability, and health. However, the administration of in-depth surveys is the exception rather than the rule for performance reporting because of the cost and because many government services, outside of municipal services, serve a limited portion of the population. Satisfaction with those services would be difficult to capture in a general population survey.

Very few jurisdictions have produced formal SEA reports, perhaps due to the difficulty of gathering data for these types of measures for all government services. Of those that do produce reports only a handful are counties or have services comparable to Multnomah County. Reports on outcomes are particularly difficult to come by in social and justice services, which make up the largest portion of the County's service efforts.

The organizational location of responsibility and the format for SEA reporting varies in different governments. SEA reports, not always identified as such, have been found in budgets or separate documents. Budget offices, auditors, and departments themselves have produced SEA reports. GASB does not designate who should produce the report, but does believe that SEA information should be an integral part of a government's external financial reporting and that entities should consider several different reporting methods and obtain feedback from citizens and other users as to the method they prefer.

Barriers to SEA and Performance Reporting

The obstacles to SEA reporting are numerous and range from the technical to the political. In general, they can be summarized as:

- Management obstacles, including innovation saturation and inexperience with data-based decision making
- Data obstacles, including timeliness, availability, validity, and accuracy
- Measure obstacles, including determination of cause and effect, and comparability with other jurisdictions

- Political and philosophical obstacles, including unwillingness to support a performance measurement system, disagreement over service goals, and discomfort in using performance data to make policy and budget decisions
- Resource obstacles, including resources for surveying, report development, data collection and analysis

Chapter 2: Performance Reporting in Multnomah County

History of Performance Measurement

Multnomah County has a distinguished history with performance measurement and is widely considered to be among the best examples of putting measurement to use in the country. The County recently won the Oregon Quality Award for quality management, and County Chair Beverly Stein received the 1994 Public Official of the year award from *Governing* magazine for her work with benchmarks. The systems that are currently in place to report on and use performance data represent the full spectrum, from program-specific outcome measures to assessing progress toward the County's three "long-term strategic benchmarks" (reducing child poverty, increasing high school completion, and reducing crime). Better progress has been made towards meaningful and useful measures with the broader outcome measures than those that are program-specific.

The current emphasis on performance measurement began in 1993 when the Board of County Commissioners (Board) and the County Chair (Chair) decided to implement performance-based budgeting. The focus of this new system was on setting goals and objectives for all County services, and on linking them to performance measures reported in the annual County Budget. These performance measures, called Key Results, were intended to improve the quality and productivity of services and to restore citizen confidence in government.

Ballot Measure 5 and the resulting restriction on tax revenues was a primary reason for trying to quantify performance. The new budget was conceived as a management tool. Measures of program impact were intended to help decision makers face tough choices armed with more information about which programs were effective. Measures were also intended to be a communications tool to inform citizens of the work of the County and its effectiveness.

Current Status of
Performance
Reporting in
Multnomah County

About one year later, the Chair and Board began to establish benchmarks for the community and service outcomes that would help the departments establish goals and align their services to broad improvement targets. A significant amount of effort was needed to set direction for the County; align to other plans, visions, and benchmarking systems already in place; and solicit input from interested citizens and employees. Eighty-five benchmarks and twelve “urgent” benchmarks were adopted. In 1996, the Board selected the three “long term strategic benchmarks” of reducing child poverty, increasing school completion, and reducing crime as leverage points to improve the quality of life in the County.

These benchmarks have served as a focal point for strategic planning and decision making at the County level for the last five years. A number of budgetary and policy decisions have been made based on information that shows progress toward these goals. For example, the Board has chosen to invest in public schools and the School Attendance Initiative even though these are traditionally outside the authority of County government. Policy and budget alignment to the benchmarks, along with research and evaluation of progress toward them, are routine in County administration.

While the benchmarks have provided a framework for planning and performance reporting in the departments, they have not had the same impact on decision making at the management level. Nor has Key Results reporting in the budget boosted program performance or given good information about the attainment of outcomes in every case. Progress has been made, however, and the technological and staff capacity within departments to collect and analyze data on important outcomes is growing rapidly.

Performance reporting in the County occurs regularly, although the quality and depth varies greatly. Key Results indicators have been reported in the budget for six years and continue to evolve annually to better reflect the work of the departments. However, there is a general sense among leadership and line staff that the Key Results are often less meaningful than originally envisioned, perhaps because of their limited use. While budgets are public documents and could be used to hold departments accountable, they do not enjoy a wide citizen readership. They are generally more useful as a management tool than a reporting device. To supplement the budgets, a number of departments produce annual reports that give greater context and clarity to their performance measures, but these too have limited distribution.

Better progress has been made in reporting on the broader outcome measures. On-going evaluation of County progress toward funding for the three long-term benchmarks provides in-depth analysis of the array of services provided and the success of these programs. The effect of these analyses has been to give a picture of County services that cuts across departmental boundaries. As a result, decision makers can approach policy and service questions more systemically, rather than piece by piece.

There has been considerable progress in developing and implementing strategic planning processes aligned with the County benchmarks. Those departments whose services are directly linked to the three long-term benchmarks, who have gone through planning and goal setting, and who have developed relevant measures to assess attainment of their goals represent the state-of-the-art in strategic planning and performance measurement. Progress toward high quality performance measurement has been slowest and is the least developed in those departments that have traditionally had a limited scope of purpose, small number of programs, and little perceived need for strategic planning.

The quality, depth, and readability of explanatory material in the Multnomah County Budget – the benchmarks overview, the budget overviews and break-downs, strategic planning information by department, the strategic partnership linkage descriptions, the information from the joint City-County citizen satisfaction surveys, and the Key Results listings themselves – already overlap and compare favorably to the best information in SEA and other performance reports available. A state-of-the-art report could be accomplished with a shortened, more citizen-friendly version that includes some system level indicators of workload and efficiency measures, and the cautious addition of cross-jurisdiction comparisons.

SEA Report Will Fill a Gap

While the County has a very strong and cutting-edge evaluation and benchmarking system already in place, we found that it does not yet fulfill the full promise of SEA reporting. In our review of County reporting to citizens we found that there is no consistent, comprehensive report produced that covers the County as a whole. Rather, the current reporting mechanisms tend to be sporadic and are generally issue-by-issue analyses of County accomplishments. Moreover, the primary intent of these reports appears to be to inform the public rather than explicitly provide accountability. Please see the Appendix for a list of reports to citizens on County performance. We envision SEA reporting as a supplement to the current performance measurement system in the following ways:

1. ***Accountability***

An SEA report adds an important facet of accountability in reporting on resources and accomplishments. Current performance reporting in the County consists of program and departmental measures included in the budget, annual performance reports produced by some departments, and one-time only benchmark level reports. Lacking is a routine report at a departmental or service system-wide level outlining what citizens have received for the public resources used.

2. ***Array of measures***

GASB defines SEA as an array of measures intended to give a realistic account of a government service. At present there is no consistent reporting mechanism between high level benchmark status reports and program level Key Results that includes this array of measures.

3. ***Citizen focus***

Current performance reporting is not generally geared toward a general public audience. Information has limited distribution and is often buried inside other documents. Multnomah County's SEA will primarily be a report to citizens rather than a tool for management.

4. ***Citizen input***

The current performance measurement systems have had some citizen input, but this may be outdated and uneven throughout the County. The SEA measures and content will be designed with extensive citizen input to ensure the report is meaningful to the public.

5. ***Credibility and independence***

A report from the Auditor's Office will lend credibility to performance information. An Auditor's report may be viewed as more impartial than one from a department or the Chair's Office who are responsible for the administration of the programs. As an elected official, the Auditor is responsible to the citizens and dedicated to improving the efficiency and effectiveness of programs.

Challenges of SEA Reporting in the County

Despite the considerable progress that has been made by the County in performance measurement, there are still a number of questions and challenges that must first be overcome before SEA reporting can commence.

1. *Intended users and uses of the report must be identified*

This is a major conceptual challenge for SEA reporting. GASB defines the purpose of SEA reporting as “essential to assist users both in assessing accountability and in making informed decisions to improve the efficiency and effectiveness of governmental operations.”² However, there is no definition of who the user is.

We found that many jurisdictions that produced SEA reports chose to make the report meaningful to those making decisions about government operations. In many cases, reports produced for these purposes were very detailed and not aimed at a citizen audience. In our development of an SEA reporting framework for Multnomah County, we focused on accountability as the chief purpose of SEA reporting and citizens as the primary audience. Use of SEA data by management or decision makers, while important, was thought of as a secondary benefit of SEA. Additionally, availability of data to management is already fairly strong in the County.

In many of the departments we worked with to determine feasibility, enthusiasm for the project emerged only when their staff could see a use for the information and report for themselves, i.e. as a mechanism to support strategic planning, to replace or supplement their own performance reporting, or as a tool for communication with the public. Without such explicit uses, many departments saw SEA as another layer of paperwork and burden to their staff.

2. *Citizen interest in receiving and using an SEA type report must be determined*

Our general findings were that citizens wanted to know how well the County was doing, but were more interested in evaluation reports and information about what programs are successful. They also desire to have more educational information about what the County does: which department or local government is responsible for what, what services are available, etc. Participants in our study tended to want very brief reports that are packed with service information and some performance information.

² GASB, Concept Statement 2, paragraph 1.

Clearly, a report that fulfilled only these preferences would not meet the criteria set out by GASB, nor would it be of much use either in providing accountability or a means for improving performance. Finding a way to make SEA reporting meaningful on both ends of the spectrum will be a substantial challenge.

3. ***Methods to collect comparable data must be established***

The issue of comparability is perhaps the most daunting of all those considered in this study, particularly at the early stages of SEA experimentation. Yet such comparisons are of high interest to the public. It will be difficult to maintain the data validity when comparing the performance of two jurisdictions regardless of what demographic, geographic, or economic similarities they might share. Further, data systems may not be in place to accurately capture comparable information. Finally, social service delivery differs to a greater degree jurisdiction-to-jurisdiction than services more traditionally provided by cities such as streets, water and sewers. The outcomes of social services are also more difficult to measure.

There are, however, some promising developments, both nationally and locally, that may make comparisons more feasible in the future. These trends toward measure standardization, national databases, and uniformity of cost allocation methods will be observed and pursued by the Auditor's Office where appropriate.

4. ***Departments must support the SEA concept and have adequate capacity for performance measurement***

Generally, management seems to be in favor of collecting and using high quality performance information and many departments are moving toward a stronger research and evaluation function. This trend includes an improvement over the years in the quality of performance measures and increasing connection to the County benchmarks and broad community outcomes. There is generally support for the performance measurement function, but the actual production of data and reports of the quality required for SEA reporting is lacking.

Departments vary in the degree to which their mission and goals are clearly defined and measurable. We found potential problems in the clarity of service mission goals. Many departments will require additional work and analysis. The quality of performance measures (Key Results, annual performance reports, and reports to funders) was also sporadic. Department

management seems willing to undergo a process to develop SEA reports, but are skeptical of their utility and of the additional workload for staff. Similar doubts about Key Results surfaced frequently in our interviews, where many saw them as merely an exercise for the Budget Office rather than a tool for improvement.

5. *Methods and resources to achieve data reliability must be available*

Departments have varying degrees of staff and technological capacity to perform these analyses themselves. Some have centralized research and evaluation functions while others do not. Additionally, much tabulation, especially of workload, is conducted by hand by line staff who log in the numbers of clients or service episodes. There is no feasible way for the Auditor's Office to thoroughly check the numbers without physically tabulating them ourselves. Finally, all departments that contract out for services rely on contractors to collect accurate data on efforts and accomplishments. These data are audited rarely and have unknown reliability.

6. *Data available for a SEA report must be improved*

The extent to which data are available will drive the content of the report, at least in the initial years until data collection becomes more geared toward SEA reporting. The Auditor's Office can recommend collection of data around specific performance measures for the future, attempt to collect them using internal staff resources, or rely solely on what is already being used.

The County is moving toward better data systems by investing in data warehouses, but these are currently at various stages of development and implementation. While promising, the degree to which these improvements in technology will make SEA reporting easier is unknown at this time.

7. *Staff resources must be available*

The amount of staff resources needed to develop and produce an SEA for the County is dependent on a number of factors:

- The amount of support and capacity at each department
- The complexity of the department
- The complexity of the report and number of performance measures
- The availability of data
- The use of comparable jurisdictions
- The development of a citizen survey
- The verification of data reliability

Chapter 3: Feasibility of Producing a County SEA Report

Scope and Methodology

The purpose of this study was to determine the feasibility of Service Efforts and Accomplishments reporting of Multnomah County services. Specifically, the objectives of the study were to establish:

1. Whether each department/office had clearly defined missions and goals that accurately described their scope of work and would be meaningful and understandable to the general public
2. To what degree performance measures (Key Results or others) currently collected by each department/office are of the level and quality needed for an SEA report
3. Whether there are examples available in best practices literature or other jurisdictions of service missions, goals, and performance measures that could assist in the development of a framework for SEA reporting
4. The current capacity and readiness of each department/office to report on SEA

We examined each of the County departments (except the Department of Support Services, which provides internal County business support), the Sheriff's Office, and the District Attorney's Office to determine SEA feasibility. For the Sheriff's Office and the Health Department, we developed full SEA reports for FY1999 to serve as examples of future reporting for all departments. We did not develop a report for Aging and Disabilities Services, Community Justice, District Attorney's Office, Environmental Services, and Library Services. Because of the large size, complexity, and centrality of its mission to the County's overall service priorities, we took the feasibility study of Community and Family Services a step further and developed a conceptual framework for SEA reporting. A description of the processes used with the Sheriff's Office and the Health Department is provided in Chapters 5 and 6, respectively.

| Department/Office | Scope of Study |
|---|------------------------------|
| Department of Aging and Disabilities Services | Initial feasibility |
| Department of Community Justice | Initial feasibility |
| District Attorney's Office | Initial feasibility |
| Department of Environmental Services | Initial feasibility |
| Department of Library Services | Initial feasibility |
| Department of Community and Family Services | Report framework development |
| Department of Health | Full SEA Report |
| Sheriff's Office | Full SEA Report |

To make an initial assessment of feasibility, we employed three primary methods:

1. Interviewed leadership and key staff in each department/office
2. Reviewed strategic plans, annual reports, evaluations, budgets, websites, public reports and descriptions of services, budget presentations and board briefings, client surveys, etc.
3. Reviewed best performance measurement practices in each field and examples of other jurisdictions who are reporting on performance (not available for each department/office)

Findings and auditor opinions from these reviews and interviews were then summarized and an assessment of feasibility was made for each department/office based on the study objectives. Criteria are available in the Appendix. We conducted our work between February and October 1999, in accordance with the General Standards section of *Government Auditing Standards*.

Results

For the most part the County's departments and offices placed a high value on the use of data in management decision making. There is a good understanding of the importance of setting direction and priorities in the various agencies and for the County as a whole. Significant efforts are underway to measure progress toward goals and benchmarks. The County has invested substantial resources in technology for multiple data warehousing projects intended to improve the ability of users to access and analyze data at client-specific, departmental, and County-wide levels. In addition, the capacity for research and evaluation is growing in many departments as the importance of using data in decision making increases, from the level of daily management to deliberations over policy and budget priorities. Multnomah County has an exemplary national reputation in this area.

Departments and offices were at various stages in the development of vision or mission statements. Only slightly more than half had established formal goals and strategic plans to attain their service purpose. These steps, while not entirely necessary for performance reporting, make the task of determining core functions and corresponding measures for SEA reporting easier for both the department and the Auditor's Office. In most departments, statements of purpose and descriptions of service were not written for the lay person and would require some minor reworking to make them more understandable to the general public.

The quality of performance measures (Key Results and others) varied from department to department, although the overall quality was higher than in many of the jurisdictions we reviewed. Many departments keep some statistics on specific clients and service outcomes, but there is little uniformity of definition across departments or even within a given department. Databases do not share information and extraction of results from complex cases can be difficult. In general, workload data is readily available, although seldom reported, while outcome data require considerably more effort to define and collect. Very few measures of efficiency or cost-effectiveness were found.

The County continues to make strong progress in its assessment of how well we are reaching the established benchmarks, especially around the three "long-term strategic benchmarks" of reducing crime, increasing school completion, and reducing child poverty. These efforts will be extremely useful in SEA reporting as overall indicators of success for the County and those departments whose work contributes to these outcomes.

Department of
Community and Family
Services

Services provided by the Department of Community and Family Services (DCFS) are central components of the County's strategies to meet the three long-term strategic benchmarks. DCFS also accounts for a substantial proportion of the County's expenditures (15.4% in FY1999), most of which is passed on to contractors who provide diverse social services in the community. Given the importance of this department to the County's achievement of its service goals and the complexity of measuring performance in a highly decentralized and privatized social service system, we decided to study DCFS at a greater level of detail than other departments to determine the feasibility of SEA reporting.

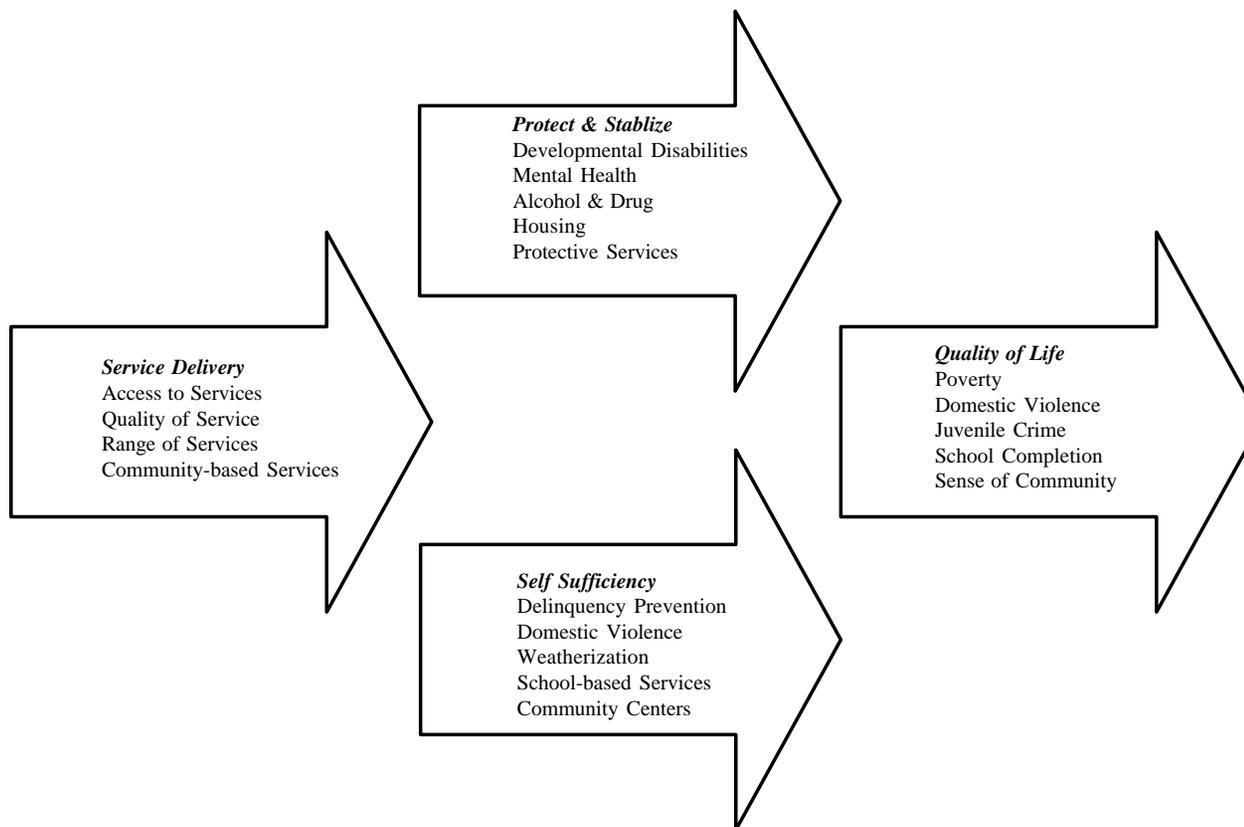
We developed a model for defining the County's social services that could be applicable to other services outside the responsibility of DCFS. The model is based on a review of what other exemplary jurisdictions are doing in their public reporting and on best practices found in the literature. In general, we found that, while the Department has made significant and admirable progress in its strategic planning and direction setting, these efforts and documents were not aimed at a general public audience. Also, they were organized by program or client-type rather than outcome. The model we developed is intended to be a clear and simple way of describing the service goals of the Department without regard to program boundaries or clientele.

The model organizes performance measures into two main categories, both of which have the overall goal of enhancing the quality of life for vulnerable populations:

- Services that protect and stabilize
- Services that build self-sufficiency

It is our belief that many of the services provided by DCFS could fall into both of these categories. We will work with DCFS management to determine which outcome category the majority effort falls into, recognizing that there are not clear cut or absolute distinctions between the two. The Department's philosophy toward service delivery was also identified as a reporting category. A diagram of the model follows.

Figure 1
DCFS Service Model



DCFS has a good focus on the collection and use of data. They have a strong and professional cross-divisional evaluation service, a strategic plan calling for the creation of a data warehouse, and data collection for management at the program level. Nevertheless, a number of potential problems were identified, especially around data availability and measurement definition. Currently, the department is in a time of transition from fragmented data systems to a more systemic way of collecting, storing, and utilizing data. Although technological problems exist, they are being addressed. Integrated data systems are being developed and discussions are underway to develop standardized customer

satisfaction surveys that may be used across all programs. These improvements in performance measurement will make SEA reporting easier in the future.

DCFS leadership was clearly supportive of the framework for SEA reporting presented to them and willing to help produce an SEA with this office in the future, perhaps even to replace or supplement their own annual performance report with the SEA.

Department of Aging
and Disability Services

Aging and Disabilities Services (ADS) has a history of performance reporting and a rotating cycle of client/customer satisfaction surveying that will be valuable assets in the development of an SEA report. In addition, ADS could fit into a broad reporting framework that includes the other social and/or health services provided by the County because many of their goals, service areas, and performance measures are the same, even as their service clientele differs. The Department is currently undergoing a strategic planning process with input from citizens that will help achieve our goal of citizen-focused reporting. Potential challenges with SEA reporting for ADS include timeliness of data from the state and contractors, lack of a centralized data collection function, and changing priorities or goals that could arise out of the Department's current strategic planning efforts. Their evaluation capacity is growing, however, and there appears to be support for SEA reporting in the Department.

Department of
Community Justice

Our assessment found that Community Justice (DCJ) is in an excellent position to begin SEA reporting. They have made strides in strategic planning and measurement of program outcomes. DCJ has clearly articulated statements of service purpose and goals, the majority of which can be objectively measured and easily understood by the public. Most importantly, the department management and most staff have a strong sense of the value of data for use in decision making and public reporting. Among the potential problems with SEA reporting for DCJ are a few gaps in measures and lack of data on community-wide outcomes. However, these issues are easily overcome and do not pose substantial barriers to SEA reporting.

Department of
Environmental Services

Environmental Services (DES) is an assortment of services comprised of Animal Control, Elections, Land Use Planning, Property Valuation, Tax Collection and Records Management, and Transportation as well as internal services such as Facilities, Fleet, and Records. Because of this broad array of services we studied the feasibility of SEA reporting for only the most public of these services and each division was studied separately rather than looking at the department as a whole. The results for the divisions were mixed; the feasibility of reporting on Animal Control and Transportation was greater than reporting on Property Valuation, Tax Collection and Records Management, and Land Use Planning in part because of the straightforward nature of the services the former provide to the public and their easier fit within an SEA framework. Because there is no central, department-wide data collection and analysis function, each of the divisions would have to be treated separately and it would take a considerable amount of auditor time to produce an SEA report for the whole department.

Department of Library
Services

Library Services is a good candidate for SEA reporting. The Department has a strong strategic planning process in place to define service priorities and outcomes, regularly reports data to outside organizations, can access citizen and user satisfaction data, and can readily be compared to other library systems around the country on select performance measures. The Multnomah County Library is seen as an innovator in its field for performance measurement and leadership appears to be committed to the use and reporting of performance data. Some of the identified potential problems for SEA reporting include reliability of some hand-tabulated data and the lack of a centralized research and evaluation function to assist in data collection and analysis, although progress is being made to focus resources on this function.

District Attorney's Office

The District Attorney's Office traditionally produces an annual report that contains information about Office services and accomplishments and is clearly written for a broad public audience. This report, together with some additional performance measures, could provide the backbone of a future SEA report. Leadership at the DA's Office appears committed to the use of data, but has not yet undergone a formal strategic planning process to establish office performance goals or corresponding measures. District Attorney's services are traditionally difficult to develop outcome measures for because they represent a discrete part of the overall criminal justice system. The challenge of SEA reporting for the DA's Office will be to identify meaningful outcomes for the array of services offered.

Chapter 4: Citizen Engagement in SEA Reporting

Citizen Engagement and Accountability

To be effective, an accountability system must include not only reporting, but also monitoring and response. It is a dialogue between those who administer public agencies and those who fund them. In the public sector, there is no market to regulate the quantity and quality of services delivered. Accountability and the quality of the dialogue between the government and the taxpayer about performance becomes that mechanism.

Recent government reform efforts - managing for results, total quality management and performance management - are important advances in public administration. Public administrators and officials are attempting to move bureaucracies designed to control processes and account for expenditures to government organizations that focus on outcomes that matter to citizens and tell what value was received for the expenditure. Governments' ability to report on performance is improving, but their ability to successfully communicate performance has changed little.

Traditionally, public agencies have included citizens at the policy stage of public governance. Public managers have formulated solutions, either from citizen-identified or agency-identified problems, and presented these in a public forum for advice. Some jurisdictions are trying to improve the quality of this dialogue and extend it to the other end, to performance measurement or problem resolution, asking the question, "How did we do?"

As an example, in New York, the Center on Municipal Government Performance (Center) sponsored citizen focus groups and found overwhelmingly that street smoothness was an important indicator to citizens. Using that information, technology was found that could measure the number of bumps in

a road. A study was conducted to assess the overall quality of streets using this measure. The Center is working to ensure that City government will be able to use these surveys to monitor improvements over time.

The City Auditor's Office in Kansas City, Missouri provides another example. In 1999 that Office completed a special report on performance measures for the Police Department. Auditors conducted four focus groups that included a total of 26 neighborhood and small business leaders from all parts of the city. The focus groups supported themes consistent with the department's mission and measures identified from other sources. This input was helpful in discussions with the department in establishing a list of recommended measures. The report also recommended that the chief of police develop a plan to regularly communicate the results of the performance measurement.

Citizens can also help to increase the effectiveness of the communication, i.e. what should be reported. In 1998, Canada conducted an extensive mail survey of Canadian citizens rating government services. They determined that the drivers of citizen satisfaction were timeliness, fairness, staff competence, and courtesy in addition to outcomes. The Center on Municipal Government Performance found that citizens rate services based on a few key factors. See the example to the right.

The Way the People Rate Performance*

Libraries: They have what we need, are open when we need them, are clean and employ helpful librarians.

Emergency Medical Services: They come quickly and get us to the hospital swiftly.

Health: There are no epidemics and health codes in restaurants and grocery stores are enforced.

*Adapted from *The New Public Innovator*, Spring/Summer 1999

Citizen engagement in performance measurement and reporting can strengthen accountability by making information more relevant to citizens interests. To manage effectively day-to-day, managers must have a detailed understanding of each program and how it operates; they can easily lose sight

Involvement of
Citizens in this
Study

of what is important to citizens. The public does not need this detailed level of information, but they can identify what they believe program outcomes should be. There are limited opportunities for citizens to respond to and engage with the information they do receive. (See Appendix.) The Auditor's Office is committed to finding ways for citizens to make use of the information provided in an SEA report.

It is the opinion of the Auditor's Office that to improve accountability with an SEA report, the report must be citizen-driven. We cannot assume what is important or known by the public. Although we are obligated, as auditors, to include valid and credible measures in line with GASB recommendations, we can try to design a report that addresses both purposes.

Early on in this study, we decided that a key step was to determine what type of report would be meaningful to citizens. Initially, we thought that we could learn this by reviewing SEA literature and examples from other jurisdictions, and by interviewing administrators and officials. We found, however, that little was written or produced on this subject. For the most part, officials and their staff only heard from citizens when they were dissatisfied with a particular service. At that point, we added an additional step, which was to study the feasibility of getting citizen input on the content, format and distribution of an SEA report.

Process

We experimented with getting citizen input on performance measurement and reporting in order to:

- Determine the level of citizen interest in SEA reporting and how to make a report meaningful and useful to the public
- Decide whether the use of citizen input in future SEA development and reporting is feasible and advisable

We held a total of eight citizen discussion groups between July and October 1999 to learn how much citizens know about County government, what they would like to know, and how they personally assess government performance. Fifty-two residents of Multnomah County attended these meetings to give input. Of the discussion groups, most were focused on all County services, but we did hold two discussion groups to talk specifically about Sheriff's Office services and shared draft copies of the Sheriff's Office report with some of the other groups to obtain feedback on layout and content. Specific information on citizen recommendations for the Sheriff's Office are included in Chapter 5.

| | |
|---------------|---|
| | <p>We did not employ a formal or rigorous focus group methodology for the discussions with citizens because we were only exploring the feasibility of citizen engagement in SEA reporting. This means that we did not randomly sample the population for participants, strictly adhere to prepared questions, nor attempt to achieve demographic parity and diversity in our groups. In soliciting participants, we used names given to us by citizen involvement organizations such as the Portland neighborhood associations, the Multnomah County Citizen Involvement Committee and Citizen Budget Advisory Committee, local Safety Action Teams, and active citizens around the County. Our ideal participants were those who are interested and concerned about government services, but who are not involved in its daily administration. These “engaged” citizens are ultimately the intended audience for the SEA report.</p> |
| Time Invested | <p>Approximately 220 hours (28 days) were spent on organizing the eight focus groups. Organizing included contacting citizen organizations to find participants, communication with participants to solicit their participation, locating and making arrangements for a meeting site, and meeting room set-up. Notes were written summarizing the focus group remarks. These generally took 4 hours each. One lead auditor lead the discussion with another auditor or intern as an assistant. Sessions generally lasted about 1 hour each. Total hours staff spent managing and leading the sessions was at least 48 hours (6 days) for 8 groups.</p> |
| Results | <p>Our discussions with citizens revealed that there is a critical need to educate people about what the County does, how it is distinct from other local and regional governments, and what kinds of services it provides. Most of the citizens we talked with, while informed, were not able to immediately give an opinion on performance or know how they would assess performance without first requiring some description of services. They also expressed considerable interest in having a simple list of services, a definition of eligibility, and a contact name and phone number. These requests are more along the lines of promotional or informational materials than a performance report.</p> <p>In general, interest in revenue and expenditure reporting were consistently mentioned most often. Other measures such as efficiency, workload and higher-level benchmark measures were mentioned, but with less frequency. When performance was mentioned it was generally in an evaluative context: What is working compared to other services? What are the service needs and are they being met?</p> |

What Citizens Want in a Report

Report from the public's point of view. Organize the information by function rather than department. Include departments who, although small, are of great interest to the public, such as Animal Control.

Describe goals and service population.

Revenues, expenditures, and amount of services purchased. Include information on County spending priorities and number of people served.

Broad measures include such information as County progress on State and local benchmarks, and cross-departmental measures.

Efficiency measures. Include information at the County and department level on per capita costs of government.

Trends and comparisons. Show how the County has done over time compared to with other jurisdictions.

General opinion on layout was that the report should be as simple and understandable as possible. Participants recommended considering the diversity of the audience in terms of language and disability. The information contained in the report should be concise and easy to understand. Citizens were clear that we should not produce a report that is too technical or long for the general public to understand. The public perception of cost and objectivity is important. A highly designed piece tends to indicate great expense while the use of photos, especially of elected officials, raised doubt about the real purpose and validity of the report.

Finally, participants gave suggestions on how the report should be distributed. The most common recommendation was to not send the report to people who would not be interested in it because of the perception of money wasted. Rather, participants recommended using existing media and community organizations to distribute the report and to let people know how to get a copy if they are interested.

Feasibility of Citizen Engagement in Future Efforts

Engaging citizens in government performance measurement is not easy. Citizens generally become involved when a particular service or action will effect them personally. We found that there was considerable variability between neighborhood associations and groups in level of participation. Some associations were not interested in adding our Office to their meeting agendas to discuss the project and obtain citizen input, while others put us on the agenda and several members signed up to participate in discussion groups. However, agreement to participate did not necessarily result in attendance at the discussion group. One consultant very experienced in organizing focus groups in the Portland area routinely pays citizens to participate. Considerable effort will be required to successfully engage citizens to give us feedback on measurements that we propose to use.

Nevertheless, we believe that citizen input into SEA content and format are critical to the success of the project. The Auditor's Office will continue to pursue as many avenues as possible to engage citizens and make this report as relevant and useful as possible.

There may be an opportunity to obtain assistance. Recently the Citizens League of Minneapolis, Minnesota has approached Multnomah County and the City of Portland to collaborate on a grant application to the Alfred P. Sloan Foundation. The grant would fund a demonstration project on citizen engagement and performance projects. We intend to propose to the Citizens League that citizen engagement in the development of a County SEA report be included in this project. With outside support, implementation of this part of the SEA is more feasible.

Chapter 5: Multnomah County Sheriff's Office SEA Report

Process

We initiated our work with the Multnomah County Sheriff's Office (MCSO) in February 1999 after Sheriff Noelle volunteered to be a "pilot" site for Service Efforts and Accomplishments reporting. We felt that the size and complexity of the organization would accurately test the feasibility of producing a report. The lessons learned here translate easily to other County departments. The first phase of the study was to map the mission and goals of the Office, which is in the midst of a multiple-year strategic planning process. For those divisions that had not yet formalized mission and goals, the task was to determine them from their printed materials and narrative from the County budget. These were then compared to common definitions of mission and goals found in professional literature and in other similar jurisdictions.

From these sources, as well as from the Sheriff's Office Key Results and other performance reporting, we catalogued performance measures for law enforcement, corrections, and court services functions. We discussed the validity and value of these measures with MCSO commanders and staff and amended the list of measures at their suggestion. Once measures were clearly defined and reviewed by management, we worked with MCSO's Planning and Research Unit to further refine measures and collect data. In all but a few cases, MCSO staff had responsibility for gathering the data and reporting it to the Auditor's Office. We did not conduct a formal review of the data or data sources to determine accuracy. The final draft report was reviewed by the Sheriff's Office and a few minor changes were made before the report was completed.

Our work with the Sheriff's Office on this project was collaborative. At each phase of the process we worked with staff to determine the measures that most accurately represent the work of the Office and

those outcomes for which they have direct accountability. We appreciate the interest and cooperation exhibited by MCSO staff throughout this project and believe that the groundwork has been laid for continued collaboration on SEA in the future.

The Sheriff's Office SEA report is divided into three sections: Corrections, Law Enforcement and Court Services. These categories describe the major functions of the Sheriff's Office, but do not necessarily reflect the actual organization of programs and duties within the Office.

Time Invested

The development of the report took eight months to complete, although other projects were ongoing simultaneously. One auditor had primary responsibility for the work, with other auditors and the County Auditor providing assistance, guidance and data analysis work. As previously stated, Sheriff's Office staff had responsibility for the majority of the data collection. A rough estimate of the hours worked indicate that the lead auditor spent approximately 700 hours (88 days) on the project and the lead data and analysis contact at MCSO spent just over 85 hours (10.6 days). Others in the Auditor's Office and the Sheriff's Office spent additional time, although exact time was not kept.

Readiness for SEA Reporting

The Sheriff's Office has highly skilled research and evaluation staff that were supportive of SEA reporting, especially as a management tool. This function is centralized in the office, making data collection for SEA relatively simple from the standpoint of the Auditor's Office. There is growing support in Sheriff's Office management for performance measurement and strategic planning that will help to formulate future SEA reports.

The Sheriff's Office Key Results are most often measures of workload, such as number of bookings, number of participants in education programs, or number of inmate transports, although some successful forays have been made toward outcome measurement. Budget instructions clearly indicate that Key Results reporting should occur only at the activity/program level. However, Office-wide performance trends of a few important measures, such as reported crime rate and number of inmates "matrix" released due to over crowding, are reported with more prominence at the beginning of the MCSO budget section. A greater emphasis on outcome and efficiency is needed to increase the meaningfulness of Sheriff's Office performance measures.

Data systems for the criminal justice system are complex and outcome data are difficult to extrapolate. There are a number of problems with data, especially the usefulness, timeliness, completeness, and accuracy of data from large, externally-managed databases. Outcome measures were difficult to identify and there was some reluctance to use them.

While there are a number of Key Results and other easily accessible measures for the Sheriff's Office, additional work was needed to develop the full list that appears in the SEA report. Data for some of these additional measures was obtained from Sheriff's Office, County, or other databases, a process that required considerable effort on the part of both Sheriff's Office and Auditor's Office staff. Finally, there are measures that need further study and data collection before they can be an effective and meaningful part of future SEA reports.

Throughout the course of our study determining comparability was consistently problematic. We reviewed the budgets and other performance reports of jurisdictions similar to Multnomah County in population, area, density and cost of living. While not an exhaustive search, we did identify some promising comparison sites and measures. We also reviewed recommendations in the criminal justice and law enforcement literature and definitions of measures in state or national guidelines. On the whole, the law enforcement profession appears to have a fairly strong tradition of reporting on outcome performance measures. This means that there are a number of measures commonly used across the country, such as crime clearance rate and response time. However, performance measures for community policing have not yet been widely adopted, leaving little in the way of comparable statistics. The corrections field does not seem to have this established tradition.

Citizen Input

In addition to working closely with the Sheriff's Office to develop the report, the Auditor's Office held discussion groups between June and September 1999 to gather citizen input on the measures, format, and usefulness of the SEA report. In general, citizens wanted information about the criminal justice system as a whole: who is responsible for what, how large is the system, and how do agencies work together. They were also interested in the effectiveness of various programs in reducing recidivism and crime, while recognizing that the Sheriff plays a small part in effecting these outcomes. Information on crime statistics, inmate demographics and crime types, and sources of funding were also common themes of interest.

Recommendations for Future Reporting

We were able to collect data for most of the measures we recommended for the Sheriff's Office, either because they were currently reporting the information to the Budget Office as Key Results or because data sources were easy to identify and access. However, there were a number of measures we did not use due to lack of data or lack of common definition, but would like to use in the future.

1. *Recidivism*

We found that no uniform definition of recidivism exists for the criminal justice system and no data is collected by the Sheriff's Office. The Department of Community Justice has adopted the state's definition, but the Sheriff has not. It is unclear to what portion of the jail population this would apply since the percent of inmates who have been sentenced is low and the average length of stay is short. We recommend further development of this measure and use in future SEA reporting, either separately for the Sheriff's Office or as an overall measure of the criminal justice system.

2. *Community Policing*

The Sheriff's Office has already started to develop some measures for community policing, but there was little data available this year. We recommend further data collection and further development of other, alternate community policing outcome measures. Some work is being done in the field to define outcomes and suggest measures.

3. *Citizen Survey*

The administration of the Law Enforcement Division's citizen survey is a strength for the Office and for this report because it gives direct access to citizen satisfaction with services. We recommend continuation of this survey and use as a data source in future SEA reporting.

4. *Response Time: Percent in Target Range*

The Law Enforcement Division does not currently have a "target" for maximum response time, as GASB recommends for policing agencies. We recommend that the Division establish targets and report in this format.

5. ***Erroneous Release***

The Sheriff's Office does not currently keep data on the number of inmates erroneously released into the community. We recommend MCSO begin to keep these statistics because the secure incarceration of inmates is the primary purpose of the Corrections Division and this is an indicator of their success in this area.

6. ***Crime Type for Jail Population (sentenced and unsentenced)***

Data are not available this year due to instability of the new data system. We recommend using this measure in the future and encourage MCSO to iron out the wrinkles in data collection. This is a measure citizens expressed interest in during discussion groups.

7. ***Outcomes from Jail Programs***

There is no systematic information available for program outcomes, only periodic and sporadic evaluation efforts of specific programs. This is a measure frequently mentioned by discussion group participants as meaningful, but the appropriate outcome must be defined for each program. We recommend further development of the recidivism measure and possibly anecdotal or side bar information about successful programs in future Sheriff's Office SEA reports.

8. ***Citizen Inspection of Jails***

We think, and the Sheriff's Office agreed, that citizen review of the jails would be a meaningful SEA measure. Further, citizens expressed an interest in a measure such as this. Annually, a Grand Jury of randomly selected citizens from the jury pool tours the jails and makes a report on jail conditions. The content and focus of the Grand Jury's annual written report varies from year to year and could not be used to develop a consistent measure for the SEA. Rather than duplicate an existing process, we approached the District Attorney's Office and the current Grand Jury with a survey we had developed in collaboration with the Sheriff's Office. The District Attorney's Office reported that the 1999 Grand Jury was unwilling to complete the survey because of two concerns: they questioned the validity of such a survey and they wanted to rely on the written report to convey their findings. We continue to believe that this measure would add to the quality of an SEA report. We recommend that the Auditor's Office in collaboration with the

Sheriff's Office, and possibly the Department of Community Justice (Juvenile Detention Center), pursue the annual convening of a citizen group to report on jail conditions.

9. ***Inmate Well-Being***

We were interested in a measure that would assess inmate well-being and humane conditions in the jails, but found no data available. Although we chose to include inmate incidents as a surrogate measure, we are not satisfied that this actually measures the health and well-being of inmates. We recommend further investigation into ways to capture data on inmate well-being in the future.

**Major Issues and
Accomplishments**

Completed plans for a new 225-bed jail with and additional 300 beds for alcohol and drug treatment. Estimated completion: 2002.

Ended early release of inmates by increasing the number of jail beds to 2,063, a growth of 11.6% over FY1998.

Improved services to inmates with mental illnesses, whose numbers have increased 41% since 1994.

Expanded the use of electronic monitoring devices for offenders supervised outside the jails.

Continued use of community policing practices in the Law Enforcement Division.

Continued large-scale hiring and training in response to a higher than usual retirement and jail expansion.

The vision of the Multnomah County Sheriff's Office (MCSO) is "exemplary public service providing a safe and livable community."

Sheriff's Office

Dan Noelle, Sheriff
(elected)

Corrections

- Secure incarceration of adult inmates
- In-jail programs
- Work release
- Out-of custody supervision
- Transportation of inmates to court and other jails
- Maintenance of corrections records

Law Enforcement

- Community policing and patrol in unincorporated Multnomah County
- School Resource Officers
- Water safety education and patrol
- Investigation of major crimes in collaboration with other area agencies
- Hazardous materials cleanup and truck safety inspections
- Security alarm registration

Court Services

- Courthouse security
- Service of civil process
 - Warrants
 - Concealed handgun licenses
 - Evictions
 - Court summons
 - Restraining orders, etc.

Spending

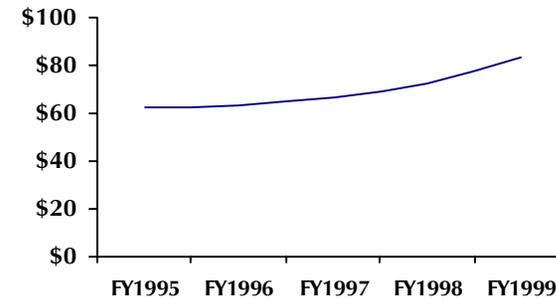
The Sheriff's Office spent \$83,492,660 on services in Fiscal Year 1999 (July 1, 1998 – June 30, 1999), an increase of 31% since FY1995. Most of the growth is due to additional operating costs from jail construction and expansion.

- \$130 dollars were spent per County resident.
- Over 3/4 of the Sheriff's Office spending is for the operation of jails and correctional programs.
- In 1996, \$79.7 million voter-approved bonds were sold to finance jail expansion and new construction.
- The primary source of revenue for the Sheriff's Office is local sources (75.9%). The state and federal portion of Sheriff's Office funding has grown to 18.5% from 8.5% in FY1995. Fees and miscellaneous revenues account for 5.6%.

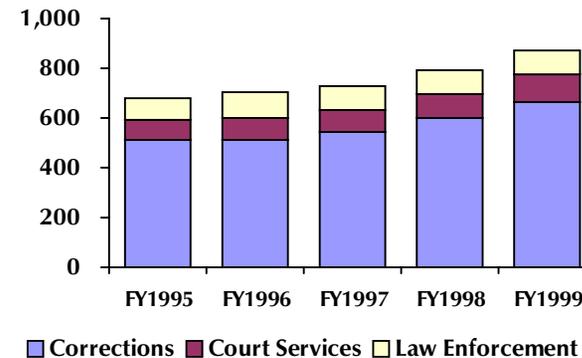
Staffing

The number of hours worked by Sheriff's Office employees was equal to 874 full-time positions in FY 1999. This is an increase of 28% since FY1995, most of which was in added personnel needed for jail expansion. Increased court security also contributed to this growth. Law Enforcement staffing levels have remained stable, while Corrections has grown 29% and Court Services has grown 51% over the last 5 years.

Sheriff's Office Spending
(in millions, adjusted for inflation)



Sheriff's Office Staffing
(Full-time Equivalent Employees)

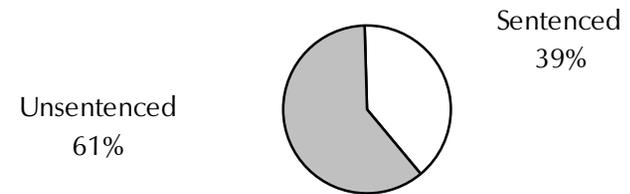


MULTNOMAH COUNTY SHERIFF'S OFFICE

The Sheriff's Office operates five jail facilities in Multnomah County. Corrections Facilities and Programs incarcerate sentenced offenders and those awaiting trial, manage work release, work crew and community monitoring programs, and provide programs to help inmates before they are released back into the community.

Every day the county jails hold as many as 2,063 inmates, 61% as yet unsentenced for a crime. Until July 1998, the average daily population in Multnomah County jails was equal to the number of beds available. Under a federal court order, if more offenders were booked than there was room for, inmates at a lower risk of reoffending or not appearing for court were released early. Since July 1998, the court order has been lifted and the Sheriff's Office has increased the number of jail beds through double-bunking and expansion of current facilities, eliminating the need for such releases.

Who is in the County Jails?
FY 1999

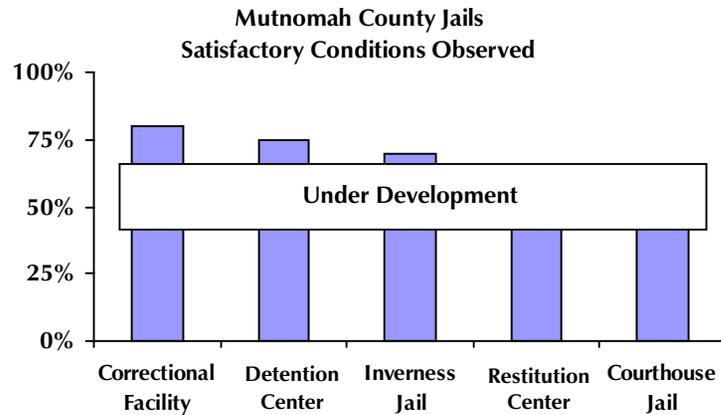


Data on type of crime not available this year.

| Workload | FY1995 | FY1996 | FY1997 | FY1998 |
|---|---------|---------|--------|--------|
| Number of bookings | 41,292 | 43,112 | 43,939 | 44,450 |
| Average daily jail population | 1,341 | 1,419 | 1,427 | 1,530 |
| Average length of jail stay in days (only 7 months available) | n/a | n/a | n/a | n |
| Number of inmates transported between jails and to court | 104,025 | 113,473 | 94,230 | 93,830 |
| Number of inmates participating in life skills programs | 5,688 | 6,018 | 5,787 | 4,630 |
| Number of inmates attending GED classes | 1,443 | 1,475 | 1,577 | 1,610 |
| Number of records processed | n/a | n/a | n/a | n |

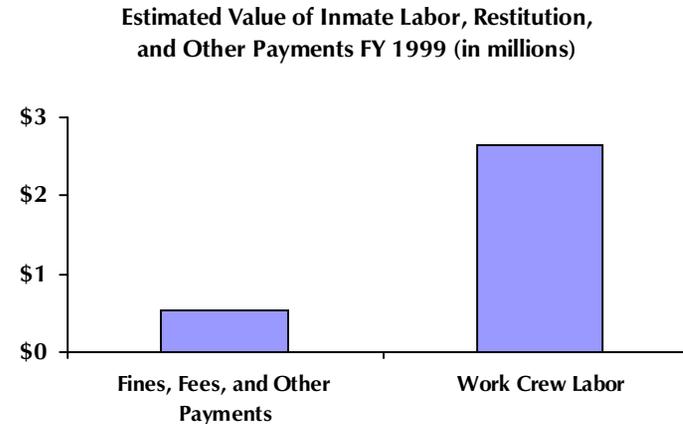
Jail Conditions

The Auditor's Office may develop a survey for use in a citizen inspection of County jails. The survey would assess the conditions in the jails from a citizen's perspective. Results will be included in future SEA reports.



Restitution to the Community

In FY1999, inmates in Multnomah County jail facilities contributed an estimated \$3,159,533 back to the community through disciplinary fines and fees, probation and treatment fees, room and board, direct restitution to victims, and work crew labor.

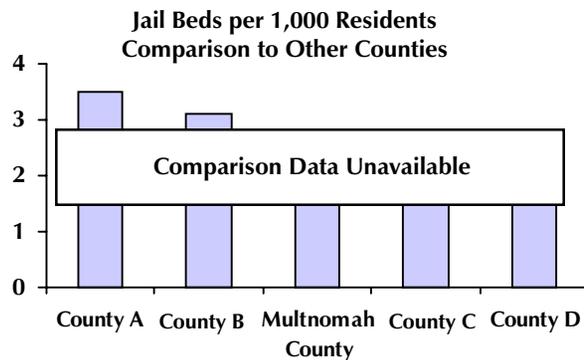
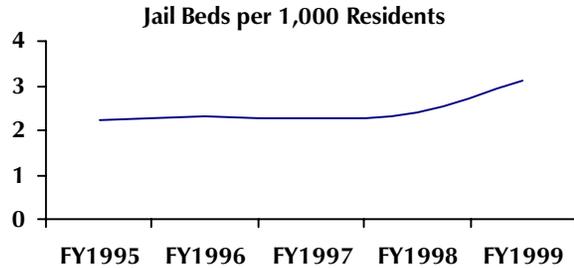


Results

| | FY1995 | FY1996 | FY1997 | FY19 |
|---|--------|--------|--------|------|
| Number of escapes from jail | 0 | 0 | 0 | |
| Number of inmate walk aways from work crew and Restitution Center | n/a | 14 | 5 | |
| Major inmate disturbances or incidents (per bed) | n/a | n/a | .13 | . |
| Percent successful completion of non-custody programs (electronic monitoring and Close Street Supervision, which is a supervised pretrial release program in the community) | n/a | 70.2% | 74.3 % | 82.4 |

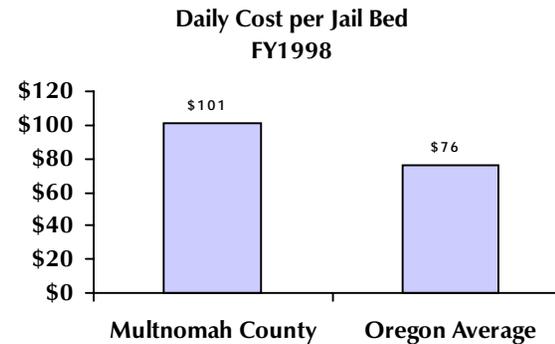
Average Number of Jail Beds per 1,000 Residents

The number of jail beds per capita has grown rapidly since FY1998 because of efforts to increase jail capacity through double bunking and expansion of existing facilities. More jail beds will be added when construction of a new 225-bed facility is complete in 2002 (estimated).



Jail Bed Cost per Day

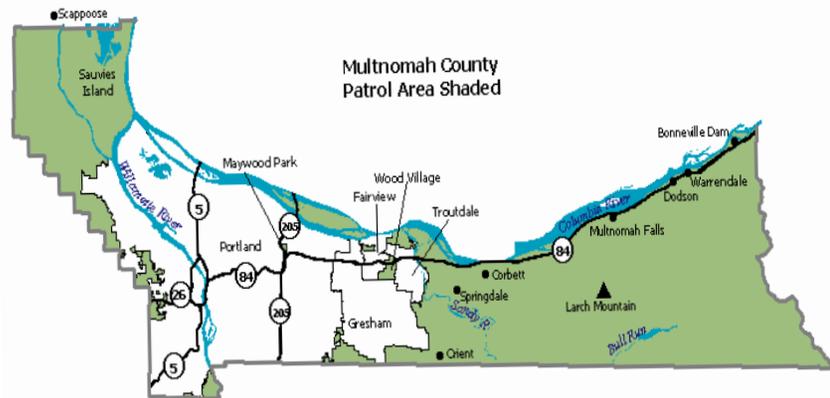
In FY1998, the cost per day for each jail bed in Multnomah County was \$101. The average cost of county jail beds statewide was \$76. The Sheriff attributes the difference to higher costs of goods and services in an urban area, the health and drug problems inmates bring to jail, and increased costs of a large, complex corrections population. FY1999 data was not available.



MULTNOMAH COUNTY SHERIFF'S OFFICE

Law Enforcement

The Sheriff's Office is responsible for policing unincorporated Multnomah County. The cities of Maywood Park and Wood Village also contract with the Sheriff for policing. The service area is 500 square miles or 62% of the land area in Multnomah County, but represents only 4% of the County population. On a County-wide basis the Enforcement Division patrols 95 miles of rivers; inspects for hazardous material; inspects for truck safety; provides community and school-based programs; serves people with warrants, restraining orders, and eviction notices; registers security alarm systems; and investigates major regional crimes in collaboration with other agencies.



Citizen Contact

The Multnomah County Sheriff's Office practices community-oriented policing, which is based on proactive problem solving rather than only incident response. Additional data for this measure will be available in future years.

| Number of Contacts for: | FY 1999 |
|--|-----------------------------------|
| Community Policing | Data will be available in FY 2000 |
| Community Contact | |
| Community Service | |
| Community Meetings | |
| Community Problem-Solving | |
| Community Policing Calls as a % of all Self-Initiated Calls (Feb.-June 1999) | 7.1% |

Workload

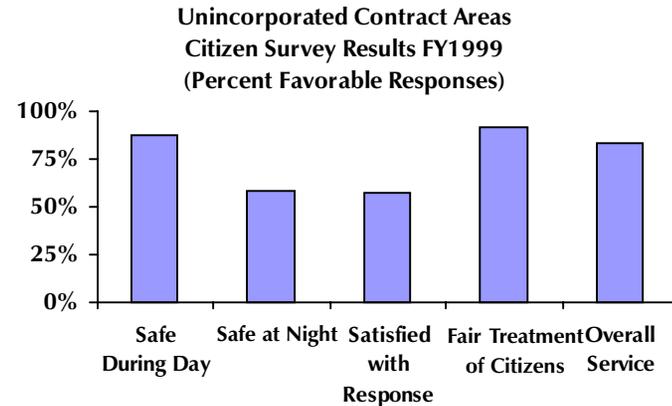
| | FY1995 | FY1996 | FY1997 | FY1 |
|---|--------|--------|--------|-----|
| Number of responses to calls for service | N/A | N/A | 8,830 | 9, |
| Number of water safety educational classes (local schools and adults) | N/A | N/A | 44 | |

MULTNOMAH COUNTY SHERIFF'S OFFICE

Citizen Satisfaction

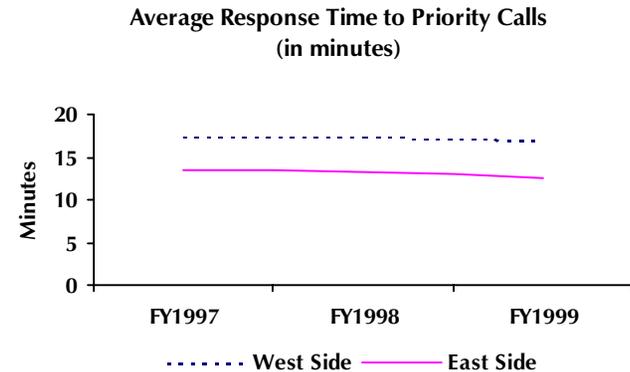
In 1999, the Sheriff's Office began to survey residents in its patrol areas to assess satisfaction with enforcement. Overall, 84% of respondents were satisfied with the quality of service provided.

- Of those surveyed, 88% feel safe or very safe in their neighborhoods during the day, while 59% feel safe at night.
- Of those who reported a crime to the Sheriff's Office, 57% were satisfied or very satisfied with the response. 92% felt that officers treat all citizens fairly.



Response Time

The chart shows response time to crimes where life or physical health is at serious risk of harm, or where a major property crime is in progress. On average, Sheriff's Deputies responded to emergency or high priority calls more quickly on the East side than on the West side. Response times have improved to 17 minutes on the West side and 12.6 on the East side. This measure should eventually be expressed as percent of time responses are within a pre-established target.



MULTNOMAH COUNTY SHERIFF'S OFFICE

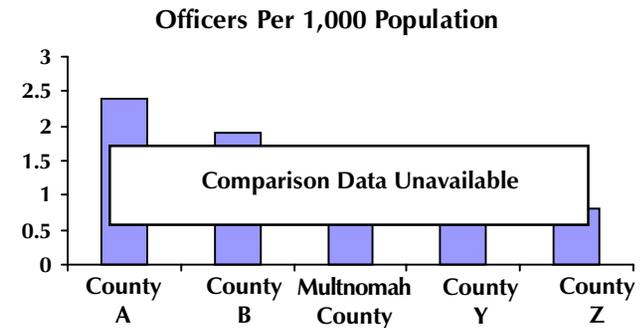
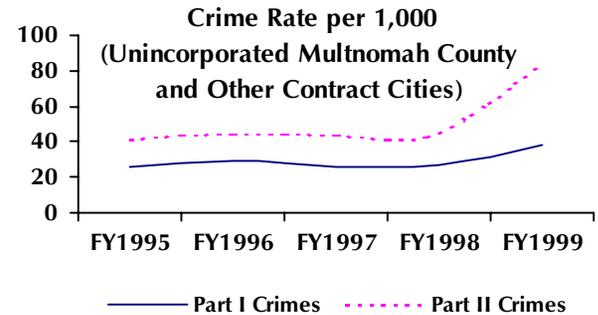
Crime Rate

The rate of serious crimes (Part I) against people and property in unincorporated Multnomah County and the contract cities of Maywood Park and Wood Village was stable at about 26 /1000 between FY1995 and FY1998. During FY1999, the crime rate rose to 38.2 /1000. Serious crimes are defined as willful murder, forcible rape, aggravated assault, robbery, burglary, larceny, motor vehicle theft, and arson.

Part II crimes are “lesser crimes,” such as drug crimes, simple assault, fraud, weapons violations, prostitution, gambling, DUII, disorderly conduct, child abuse, and curfew violations. Crimes of this type jumped from 44.6 to 84/1000 between FY1998 and FY1999. According to the Sheriff, one explanation for the increasing crime rate is that community policing policies, improved follow-up, and citizen confidence that there will be resolution to their cases make for a greater willingness to report crimes.

Sworn Officers per 1,000 Population

The Sheriff’s Office has a force of 36.5 uniformed officers, approximately 1.3 per 1,000 residents of unincorporated county, Wood Village, and Maywood Park. This includes detectives, patrol, and School Resource Officers.



MULTNOMAH COUNTY SHERIFF'S OFFICE

Court Services

The Sheriff's Office provides a variety of services to the state Courts located in Multnomah County:

- Provide security for the courthouses and courtrooms by monitoring access, providing physical security, and escorting and transporting inmates to and from the buildings
- Enforce civil court orders
- Serve notice of process in civil lawsuits
- Provide for care, custody and transportation of alleged mentally ill persons
- Transports prisoners across state lines
- Licenses concealed handguns

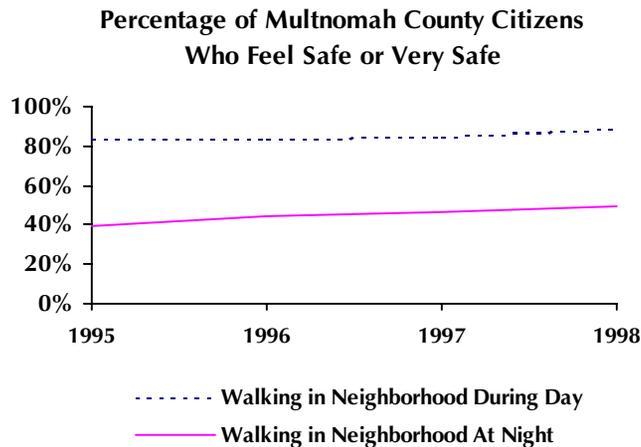
| Workload | FY1995 | FY1996 | FY1997 | FY1998 |
|---|---------------|---------------|---------------|---------------|
| Number of weapons seized at court houses | 4,327 | 3,957 | 3,429 | 4,990 |
| Number of inmates transported and held for court | 11,280 | 14,377 | 11,609 | 11,570 |
| Percent of persons located and successfully served with papers (civil process, i.e. Warrants, court summons, evictions, etc.) | n/a | n/a | n/a | n/a |

PUBLIC SAFETY OUTCOMES

The Sheriff’s Office is a central part of the criminal justice and public safety systems in Multnomah County, but it is only one part. The responsibility for public safety is shared among many other law enforcement and criminal justice agencies and is also the result of complex community influences. Therefore, broad measures of community safety and criminal activity should be considered in tandem with other components of these systems, such as the District Attorney’s Office, local city police bureaus, courts, community corrections, and juvenile justice. We have chosen to report on these broad measures here because they are the closest measures of the Sheriff’s mission and duties available, even though accountability for these outcomes is shared.

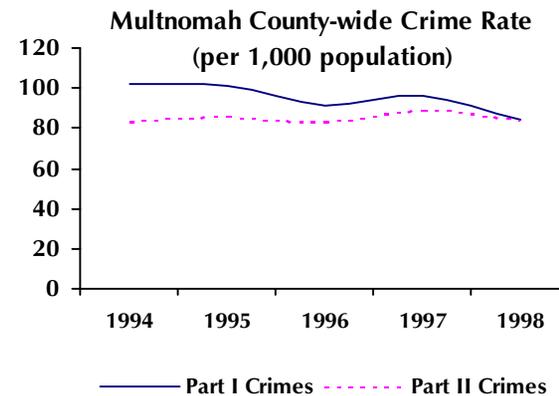
Sense of Safety

Multnomah County citizens surveyed generally reported a greater sense of safety now than they did four years ago. Overall, the percent of very safe or safe responses increased about 5% for daytime safety and 10% for nighttime safety.



Crime Rate in Multnomah County

The rate of serious crimes (Part I) against people and property in Multnomah County has dropped 17% since 1994. The rate of lesser crimes (Part II) has remained stable. (See page 39 for a definition of Part I and Part II crimes.)



Chapter 6: Health Department SEA Report

Process

The Health Department was selected for SEA reporting experimentation because it is a large and diverse department with programs varying from the actual medical clinic environment to social work and education. We found the process of looking at SEA indicators relatively easy because the department had already incorporated performance measurement into its strategic planning process, Key Results and annual reports. We also found that performance measures for the public health field generally are strong and have been evolving for the last twenty years.

Especially relevant to our review of performance measurement was the work done for a national initiative to improve the health of all Americans through prevention. Healthy People began in 1979 as a response to the Surgeon General's Report that established targets for measuring health improvements by 1990. The Healthy People process includes private and public health as well as citizens working together defining goals and as many measures as possible to determine whether the goals are being reached. The initiative has continued to establish targets for 2000 and 2010.

From national sources and the Multnomah County Health Department we were able to catalogue nearly 200 potential performance measures. Following the national trend in public health, the Health Department has done strategic planning that incorporates County benchmarks, public health goals, and department goals. In addition, their strategic plan ties the goals to measurable results. We sorted the potential measures by departmental goals and internally analyzed the quality of the measures to reduce the number of potential measures to 48. We did not conduct a formal review of data and data sources to determine accuracy.

After completing this initial review, we developed a proposed reporting framework and asked for departmental assistance to choose the best measures and approve or change the report framework. The Health Department devoted a session in a management retreat to developing a report framework. This framework became the basis of our current report that has been reviewed by the Health Department and further revised.

The Health Department successfully summarized their goals so that they could be clearly communicated to the public despite the diversity of the services provided. Rather than reporting on the accomplishments of divisions and programs, the Health Department chose to organize the SEA report based on the three goals of:

- Promoting healthy behavior in the community through classes as well as individual and family contacts
- Protecting citizens from disease by licensing programs, vaccinations, treatment, and investigations of outbreaks of infectious diseases
- Assuring access to health care for citizens who do not have health insurance or other access to medical care

These goals became the categories for SEA reporting: Promoting health, Protecting health, and Assuring access to health care.

Time Invested

The development of the Health Department SEA took approximately six months to complete. One auditor had primary responsibility for the work, with other auditors and the County Auditor providing assistance and guidance. Data collection is decentralized in the Health Department. While the Department provided consultation about the quality of measures, information about where the data could be obtained and the design of the report, this decentralization required increased involvement by the lead auditor to collect and assemble data. A rough estimate of the hours worked by the lead auditor indicates that nearly 500 audit hours (62.5 days) were spent on the project. We do not have an estimate of the time spent by the Health Department in providing data for the report or additional time spent by other auditors.

Readiness for SEA Reporting

Health Department management was very supportive and cooperative with this effort. They saw the value in creating a citizen-directed report and quickly thought of other applications. The Department leadership has a broad perspective and was able to formulate goals across traditional divisional and organizational boundaries. They have an excellent research group that provides population-based data analysis for the community and management. The Department's on-going strategic planning process includes performance outcome measures and they produce an annual performance report. Many of these measures are of the quality needed for SEA. In addition, the public health industry has a strong history of standards and measures.

An area that required additional work for the Department was gathering workload and efficiency data of the type recommended for SEA reporting by GASB and this Office. The Department has concentrated on results and outcome measures for external reporting, but not on workload and efficiency measures. Although we found that data for these measures were captured for management use, they were not centrally collected and contacts for each division were needed. There is a risk of inconsistency if these are not collected and evaluated using the same criteria.

Also, some of the general measures in the SEA report are from State sources. While good, there may be some problems with sample size when used for Multnomah County alone. Additional work will be needed to examine the validity of these measures and perhaps encourage the State to increase sample sizes in some cases.

Citizen Input

At this experimental phase of SEA reporting, we did not include citizen input in our development of a Health Department report because of time and resource constraints. Citizen input will be a part of SEA development for the Health Department and all other County services in future years.

The Health Department has a strong and active citizen advisory group, the Community Health Council. We were unable to schedule a meeting with this group for feedback, but will meet with them as soon as possible to gather information and will seek their input on future SEA reports.

Recommendations for Future Reporting

As we indicated, the amount of data collected both at the local and at the state level is more than adequate for an SEA report. Data collection, however, is decentralized and in some cases conducted by hand. This will require additional effort to establish regular and reliable sources of data. Some of the needs for the future for SEA reporting of health measures include:

1. ***Community Health Indicators***

We noted that in reports on community health status indicators, counties are often compared with state and national measures. The data is available and since these indicators are based on population rather than how a county delivers service, this format might be considered. We recommend that community health indicators be used in future SEA reports.

2. ***Data Reliability***

Because there is no central storage place for data, collection standards may vary. We cannot be positive we have comparable data or have clear assurance about data collection methodology and sources. There will be some additional work for the Auditor's Office in assessing the reliability of data.

3. ***Efficiency Measures***

We were only able to develop one efficiency measure. The Department's current efficiency measures are too specific for an SEA report that provides information on the Department as a whole. A broader efficiency measure of clinic cost is under development but not available for this report. However, citizens are highly interested in efficiency and administrative costs. We think that of considerable interest to citizens would be a comparison of the Department's direct health service costs to other communities or the private sector. Understandably, the Department has some hesitation in doing this because of comparability concerns. We think, however, that those concerns can be addressed and a measure developed. We recommend that the Auditor's Office and the Health Department develop additional efficiency measures for future reports.

4. ***Disaggregating Some Measures***

One of the national public health initiative's objectives is the elimination of health disparities. The Health Department indicates that this is also one of their objectives in their strategic plan. While health indicators may be improving overall, there are significant differences among subpopulations. The Department currently gathers data that can be disaggregated for income, race/ethnicity, gender, age, and people with disabilities. We recommend that the Health Department, with input from citizens, select a few key measures of health disparity to include in future SEA reports.

**Major Issues and
Accomplishments**

Implemented a three year strategic plan.

Expanded outreach to over 30,000 residents for eligibility in the Oregon Health Plan.

Helped uninsured and underinsured residents to access health care services through neighborhood sites.

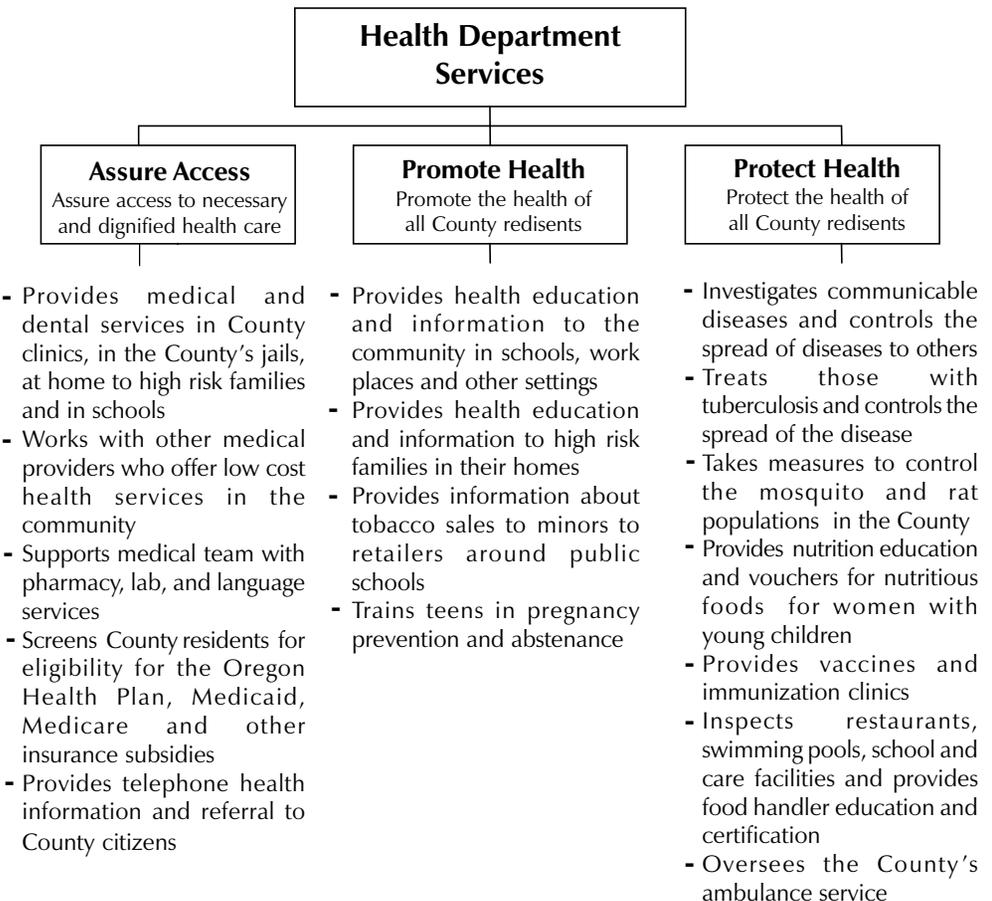
Hired new Director Lillian Shirley in July 1999 after the retirement of long time Director Billi Odegaard.

Received accreditation of primary care clinics from the Joint Commission on Accreditation of Healthcare Organizations.

Continued focus on eliminating racial and ethnic health disparities while improving the overall health of all Multnomah County residents.

Increased the quantity of health services in the jails as the number of inmates continued to rise.

The Health Department strives to assure, promote, and protect the health of the people of Multnomah County.



Spending

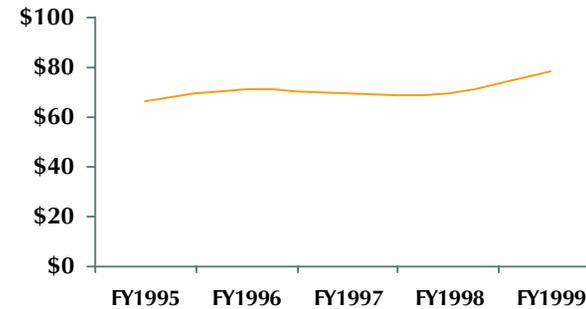
Spending in the Health Department has increased to meet demands of a growing population with complex needs for health services in Multnomah County.

- In FY1999 the Health Department received \$36 million from federal and state sources, \$5 million from user fees and other sources, and \$38 million from local sources. Approximately \$15 million of the federal and state dollars received were from Medicaid clients who chose Health Department clinics to be their medical providers.
- In FY1999 spending per County resident was \$122.
- About 56% of the spending is to provide access to necessary health care.
- The Health Department’s total spending increased from \$66 to \$78 million in constant dollars from fiscal year 1995 to 1999. Most of the increase in funding was from non-local tax dollars.

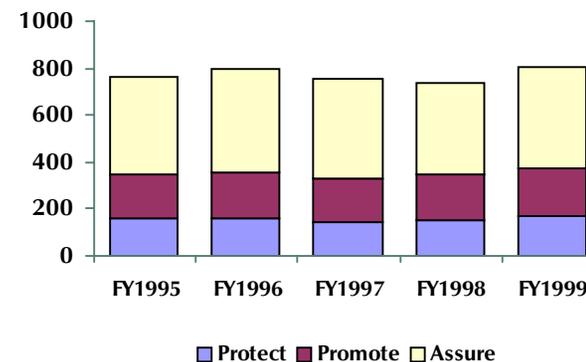
Staffing

The staff in the Health Department is as diverse as the services provided. Examples of staff positions include medical doctors, dentists, nurses, outreach workers, sanitarians, interpreters, epidemiologists, environmental health experts, health educators and nutritionists among many others.

Health Department Cost
(in millions, adjusted for inflation)



Health Department FTE

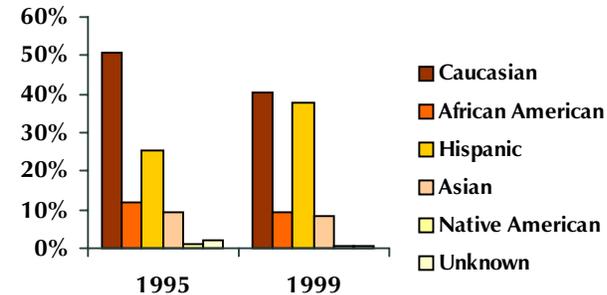


MULTNOMAH COUNTY HEALTH DEPARTMENT

The goal of the Health Department is to assure that every member of the community has a healthy environment and access to the prevention and treatment services necessary for good health. To do this the Health Department provides services directly, and encourages others to provide service. The Health Department takes responsibility for managing resources and helping to develop service systems in the community. The Department is especially committed to assuring that services are available for those who are unable to afford them.

The types of Health Department clients and their needs have been changing over the last few years. The percentage of visits requiring care in a language other than English rose from 24% in FY1993 to 35% in FY1999. These services were provided for 73% of Primary Care self-pay clients in FY1999.

Primary Care Clinic Clients by Race/Ethnicity

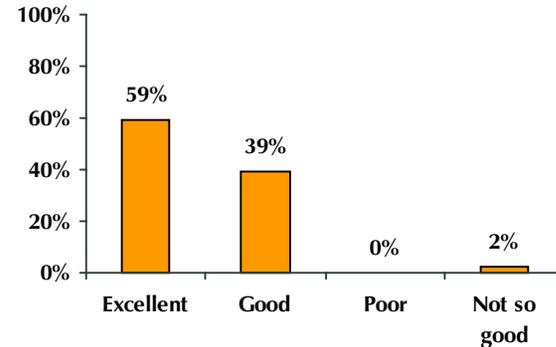


| Workload | FY1995 | FY1996 | FY1997 | FY1998 | |
|---|---------|---------|---------|---------|---|
| Corrections Health Adult and Juvenile | | | | | |
| • Intake screenings by RN | 35,153 | 43,895 | 45,887 | 48,495 | |
| • Clinic visits (includes psychiatric) | 11,861 | 11,153 | 12,822 | 15,438 | |
| Dental visits | 24,276 | 28,308 | 28,748 | 28,738 | |
| School Based-Health Center visits | 20,211 | 24,631 | 26,064 | 28,526 | |
| Home and Community Site Intervention visits | 32,176 | 31,346 | 31,206 | 29,448 | |
| Medical and Specialty Care Clinic visits | 143,042 | 141,110 | 134,478 | 124,660 | 1 |

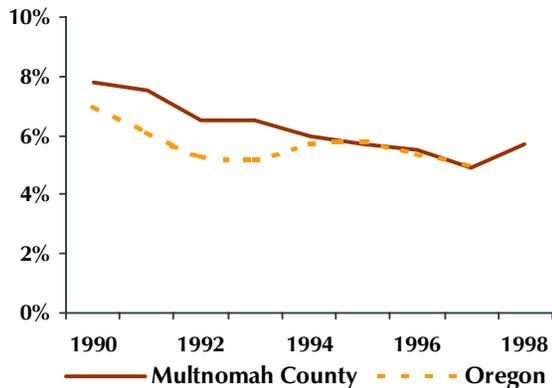
MULTNOMAH COUNTY HEALTH DEPARTMENT

- A recent survey of customer satisfaction indicated that 98% of health clinic clients rated the service as excellent or good. Only 2% were not satisfied.
- One measurement of access to health care is the number of women who have access to adequate prenatal care. The percentage of babies whose mothers receive prenatal care beginning in the first trimester is also one of the County's Benchmarks. Efforts of the Health Department can be seen in the progress of the County towards this vital benchmark.
- Insurance coverage is another vital benchmark in access to health care. The State of Oregon is making progress towards this goal through the Oregon Health Plan which helps at risk citizens obtain needed health care. Recently, progress has slowed and even declined, especially for children in poverty.

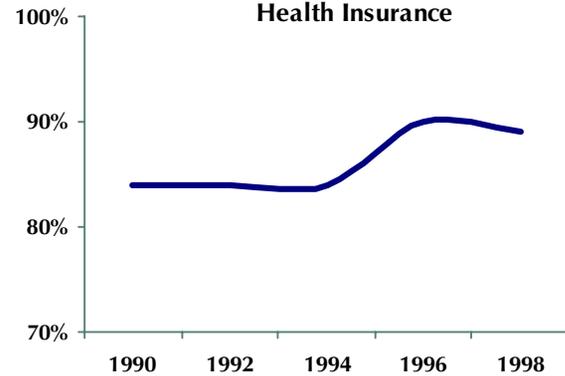
1999 Survey of Health Clinic Clients
Ratings for Quality of Care



Rates of Inadequate Prenatal Care
(late entry or less than 5 prenatal visits)



Multnomah County Residents with
Health Insurance



Source: Portland Multnomah Progress Board

MULTNOMAH COUNTY HEALTH DEPARTMENT

The Health Department also promotes the health of all the people of Multnomah County. They help people to adopt healthy behaviors by increasing their knowledge, shaping their attitudes and developing their skills. Health promotion relies heavily on reaching out to individuals, groups and communities.

- The Health Department provides community education to groups of citizens in schools, the work place and other locations. Last year the County held nearly 600 community education classes reaching an average of 18 participants per class.
- The Department trains teens to provide health outreach to their peers. In FY1999 the Department trained 200 teen leaders who in turn presented classes to nearly 6,000 middle school children in the “Students Today Aren’t Ready for Sex” (STARS) program. The Waiting for Your Next program trained 14 teen moms who in turn provided outreach to 200 other teen moms about planning and spacing of their next birth.
- Other health outreach programs are personal one-on-one contacts such as in the HIV risk reduction program.

Promoting healthy behaviors has a number of national documented economic benefits in addition to prevention of disease.

- A six month course of tuberculosis prevention therapy can save up to \$50,000 in the cost of active disease treatment.
- Prevention of one AIDS case can result in savings of \$119,379 in treatment costs.
- Every dollar spent on sexually transmitted disease prevention and containment activity results in estimated savings of \$3.00 in health care costs.
- Every dollar spent on measles vaccine translates into \$11.90 savings from future health care costs.

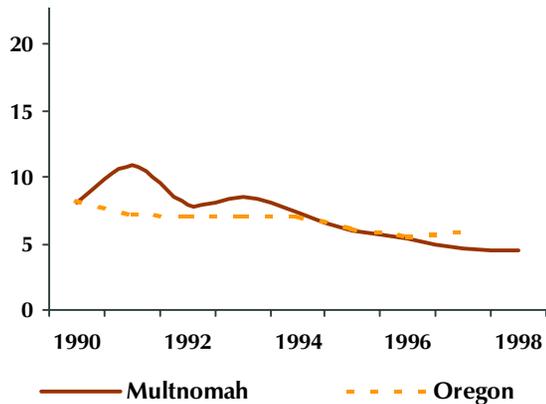
| Workload | FY1995 | FY1996 | FY1997 | FY1998 |
|--|---------------|---------------|---------------|---------------|
| Children’s Dental Programs – number of participants | 32,045 | 22,974 | 25,295 | 25,890 |
| Community Education Programs (HIV/AIDS, Occupational Health, Food Handlers, Tuberculosis, Communicable diseases, Sexually transmitted diseases) – number of class participants | N/A | N/A | N/A | N/A |
| Number of HIV reduction contacts with injection drug users | N/A | N/A | N/A | N/A |

MULTNOMAH COUNTY HEALTH DEPARTMENT

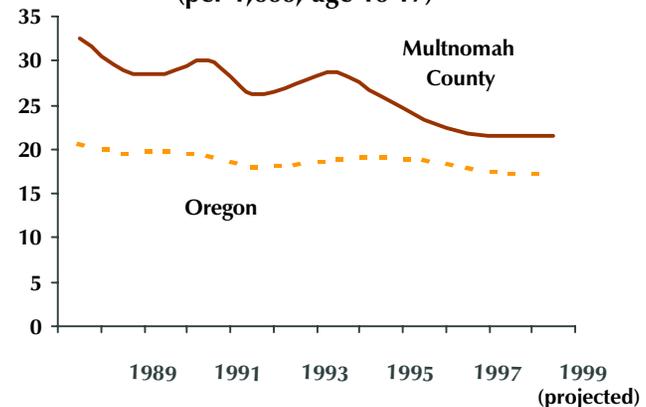
Progress has been made in health programs for pregnant women in the County, decreasing the infant mortality rates. The Department meets the needs of pregnant women through its primary care health clinics, community health nurses and workers, teen programs, Women Infants and Children (WIC) program and others.

The Health Department has a number of programs that work with teens in schools and the community. The teen pregnancy rate for Multnomah County has been decreasing faster than for the state as a whole.

Infant Mortality Rates
(per 1,000 births)



Teen Pregnancy Rate
(per 1,000, age 10-17)



Results

Percent of family planning clients in School-Based Health Centers who do not get pregnant during the year

Percent of merchants within a half-mile radius of a Multnomah County high school that have received retailer education regarding tobacco sales to minors

| | FY1995 | FY1996 | FY1997 | FY1998 |
|--|--------|--------|--------|--------|
| Percent of family planning clients in School-Based Health Centers who do not get pregnant during the year | N/A | 91.7% | 96.8% | 96.2% |
| Percent of merchants within a half-mile radius of a Multnomah County high school that have received retailer education regarding tobacco sales to minors | N/A | N/A | N/A | N/A |

MULTNOMAH COUNTY HEALTH DEPARTMENT

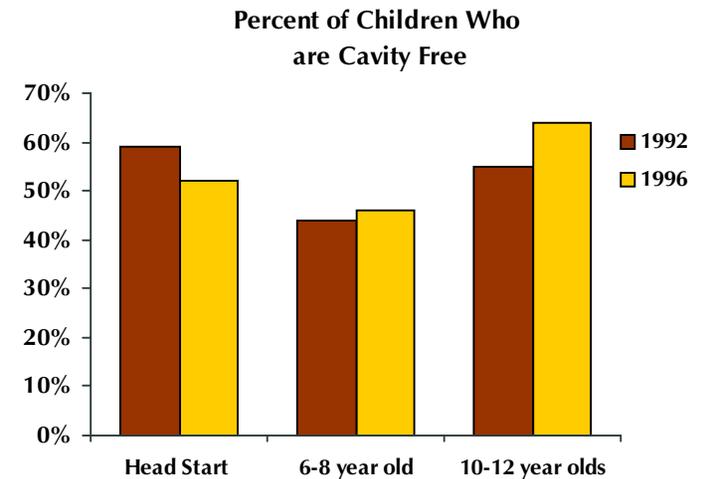
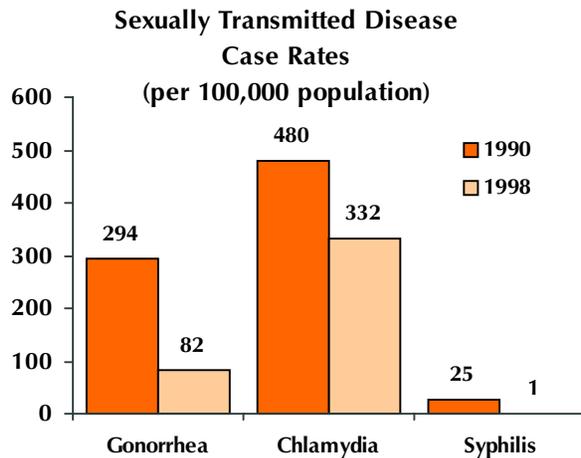
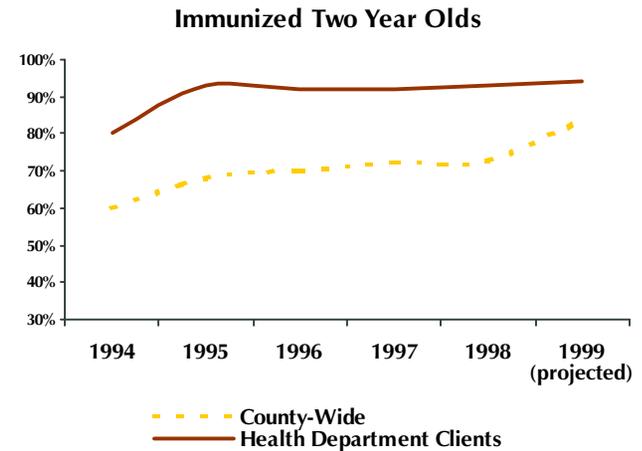
The Health Department protects the people of Multnomah County from diseases, injuries and the effects of natural disasters. Protection is a traditional public health function. It starts with investigating diseases and community conditions that affect health. Then activities are developed that control diseases and their impacts, and that improve conditions in specific environments and the community in general. Many of these services are invisible to the public, such as inspections of food safety, control of communicable diseases and regulating businesses and workplaces that affect people's health.

| Workload | FY1995 | FY1996 | FY1997 | FY1998 | |
|---|---------------|---------------|---------------|---------------|-------|
| Number of environmental health inspections (restaurants, swimming pools, school inspections, tourist and traveler, care facilities, and drinking water) | N/A | N/A | N/A | N/A | |
| Number of children participating in dental | | | | | |
| Fluoride program | 32,045 | 31,745 | 32,916 | 32,083 | |
| Sealant program | 3,270 | 3,083 | 3,106 | 3,104 | |
| Average number of pregnant women served per month in the Women, Infants and Children's (WIC) program | NA | NA | 2,119 | 2,024 | |
| Percent of reported cases of the following sexually transmitted diseases interviewed by County disease intervention specialists for contacts | | | | | |
| Gonorrhea | 89% | 89% | 83% | 90% | 90 |
| Syphilis | 100% | 100% | 100% | 100% | 91 |
| Chlamydia | 39% | 34% | 74% | 74% | 50 |
| Efficiency | FY1995 | FY1996 | FY1997 | FY1998 | |
| Human services referral calls taken per FTE | 7,515 | 7,515 | 11,409 | 11,247 | 8,000 |

MULTNOMAH COUNTY HEALTH DEPARTMENT

The long-term results of programs which protect County residents have been favorable over the last few years.

- The percentage of children immunized in Multnomah County has increased from around 60% in 1994 to over 80% in 1999
- The sexually transmitted disease rates per 100,000 residents has declined between 1990 and 1998
- The Oral Health Needs Assessment taken in 1992 and 1996 show improvement for 6-8 year olds and 10-12 year olds: however improvement is needed for younger children as measured in the Head Start program

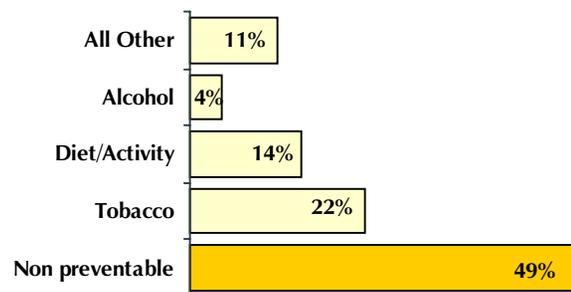


GENERAL HEALTH INDICATORS

Major Causes of Preventable Death

- Public health experts estimate that approximately half of all U.S. deaths are preventable and can be attributed to just nine “actual” causes of death, which may be personal behaviors or lifestyle-related
- The major causes of preventable death are from tobacco and alcohol use, diet, inactivity and other personal lifestyle choices
- Tobacco is the leading cause of premature death, claiming 16 Oregonians every day

Actual Causes of Death of Oregonians, 1993



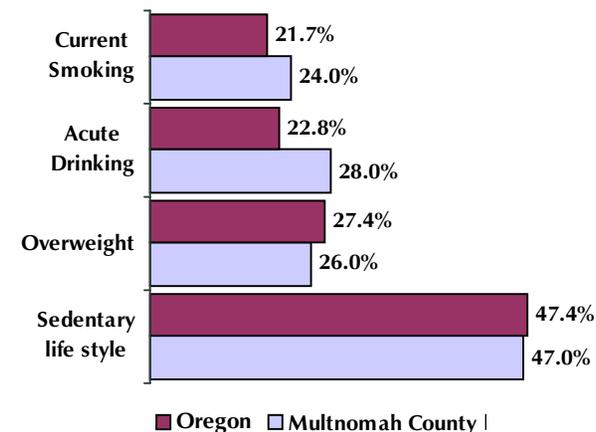
Source: Oregon Health Trends, Dec. 1995

Health Risk Behaviours

County and regional estimates on health risk factors in Oregon are based on data from the Behavioral Risk Factor Surveillance Survey that is done annually. This survey was reported on a County basis by the State Center for Health Statistics using data from 1989 through 1994. Respondents to the survey from Multnomah County compare closely with the state as a whole.

- Sixty-three percent of Multnomah County and Oregon residents reported their general health as good or excellent
- Multnomah County shows somewhat better results than the rest of the state in diet and activity behaviors (sedentary life style and percent overweight)
- However, County residents have reported riskier behaviors in current smoking and acute drinking (5 or more drinks at one time)

Health Risk Behaviors 1989-1994



Chapter 7: Future Plans for SEA Reporting

After careful review of County departments and offices, experimentation with citizen input processes and development of sample SEA reports, it is the opinion of the Auditor's Office that Service Efforts and Accomplishments reporting in Multnomah County is feasible. A considerable amount of progress has already been made in performance measurement, evaluation, and benchmarking that will make compiling SEA information easier.

We have decided to pursue SEA reporting, recognizing that it will require considerable staff resources and that there will be some difficulty in implementing the conceptual model proposed below. While audits are generally limited to one department or program at a time, an SEA could open up dialogue annually between several County departments and informed citizens. Producing an SEA report will provide citizens with information that is not currently routinely available and also with an opportunity to engage with county decision-making. We do not intend to seek additional resources to complete SEA reports, but will be shifting existing resources toward this aim. We believe that the potential benefit in terms of increased government accountability to the public, citizen engagement and service improvement are great enough to justify this shift in resources.

SEA Phase-In Option

We considered several options for implementing SEA reporting, from full phase-in of all departments in one year (most costly) to a rotating, annual thematic report (least costly). To make our decision, we considered a number of factors including citizen preferences, staff resources, staff time away from audits, department capacity, and workload in future years as more departments are added.

We chose to take a thematic or system approach to reporting that rotates on a 2-year schedule. We will complete an individual SEA report for each department or office similar to the examples produced for this study. We will also add a section with broader measures and explanation about the service systems of which the departments are a part. This model is perhaps the most responsive to citizen

requests for information that gets away from traditional program boundaries and explains services based on mission or outcomes. It also allows for the inclusion of broad community outcome indicators that might not be possible to include in individual department reports. The option presented below would require the smallest investment of Auditor’s Office resources annually since departments will be reporting on an biannual basis.

County services can be divided into the broad categories of either Public Safety or Social and Health Services. We acknowledge that this is not a completely satisfactory division. There are social and health programs that serve public safety purposes and public safety programs that many times deliver health and social services. Nevertheless, they can be seen as distinct systems. We decided to include Library with Social and Health Services because of its increasing outreach and literacy function, and because it is part of a larger community support system.

The Department of Environmental Services (DES), which includes such a broad diversity of services, from Assessment, Taxation and Elections to Fleet and Animal Control, presents the most difficult challenge. At this point we have not made any decisions on how to include DES in future SEA reports.

| Feasibility Year | Year 1: Social and Health Services | Year 2: Public Safety |
|--|--|--|
| <p data-bbox="793 927 913 959">(FY1999)</p> <p data-bbox="741 979 966 1040">Health Department Sheriff’s Office</p> | <p data-bbox="1220 927 1339 959">(FY2000)</p> <p data-bbox="1094 979 1465 1105">Health Department Community & Family Services Aging & Disabilities Services Library Services</p> | <p data-bbox="1633 927 1753 959">(FY2001)</p> <p data-bbox="1581 979 1806 1073">Sheriff's Office Community Justice District Attorney</p> |

Barring substantial changes in the departments, one auditor could conduct updates annually in approximately 3-4 months once the initial report is developed for each department.

Strengths and Weaknesses

The rotating thematic model has a number of strengths and weaknesses:

Strengths

- + Smallest commitment of auditor time per year
- + Workload does not grow beyond 4 departments per year
- + Time for completion should diminish significantly after the first two years
- + Integrated, systemic approach to SEA reporting that allows a complete picture of services as requested by citizens
- + Shorter, clearer reports each year

Weaknesses

- Will have to maintain contact with departments that are not currently in a reporting year to ensure data is being collected in the interim, which could add to the time estimates
- Difficulty of integrating DES divisions into framework
- Expertise and knowledge of process confined to one auditor
- No comprehensive report of entire county published
- Performance information would not be available annually

Work Plan

We will begin work on the FY2000 Service Efforts and Accomplishments report in the spring of 2000, anticipating a January 2001 release date. Engaging citizens for input into this report will be an ongoing effort as described in Chapter 4.

| Month | Work Plan | # of Auditors |
|-------|--|---------------|
| 1-3 | Work with new departments to develop framework and agree on measures, definitions, and data sources | 1 |
| 4-7 | Work with three new departments plus one existing department (Health) to collect data. Work with other jurisdictions to collect data on select comparable measures | 1 |
| 8 | Data verification and draft report | 1 |
| 9 | Oversight of final report preparation | 1 |

Additional Tasks

In addition to the tasks in the plan above, the Auditor's Office will continue to work on five new elements of an SEA report for future years. These elements are highly staff and/or resource intensive, but are nevertheless critical in making the report comprehensive and meaningful to the public.

1. *Citizen Engagement*

As described in Chapter 4 above, citizen input and engagement in the SEA process is an important component of our work, but may be too large an undertaking for this Office alone. We will continue to pursue avenues of engagement and collaboration with others interested in citizen involvement with performance measurement and government accountability.

2. *Citizen Survey*

The County does not currently administer a population-wide citizen survey that provides adequate SEA information on citizen satisfaction with services or quality of life issues. The Auditor's Office will pursue potential partnerships with other agencies that could be interested in this type of survey in order to reduce the costs and maximize the utility of the survey.

3. *Comparability with Other Jurisdictions*

Comparisons between Multnomah County and similar jurisdictions proved to be problematic during this study for a number of reasons. First, we could not identify enough counties with like service and similar demographic, social and economic characteristics to make reasonable comparisons. In addition, the scope and array of services and the resources dedicated to them vary greatly from place to place. Finally, we decided to delay further exploration of comparables until measures have been selected for all services, rather than pursue comparisons for only the Health Department and Sheriff's Office. The Auditor's Office will continue to follow promising developments in common measurement efforts nationally that could prove useful for our report. We anticipate, however, that each department and comparison measure will have to be approached individually, and that comparison sites selected may vary from department to department as appropriate.

4. *Dissemination*

We have not yet developed a firm plan for the dissemination of an SEA report to citizens. However, there are a number of established distribution channels in the County that could assist us. We are committed to exploring these channels further as we develop a dissemination plan that maximizes those means already in place to communicate with citizens. Please see Appendix for distribution resources.

5. *Department of Environmental Services*

The Department of Environmental Services (DES) which includes a broad and disconnected array of services, is a difficult challenge because it does not fit easily into the reporting categories we selected. At this point, we have not made any decisions on how to include DES in future SEA reports.

Appendix

SEA Feasibility Criteria

| | | | | |
|--|---|--|--|--|
| <p>Department/ Division Purpose or Goals and Objectives Stated purpose or goals for the department or division are understandable to the public. These are in the form of mission, goals, strategic plans, objectives, etc.</p> | | Department has adequate capacity for measuring performance | Will require some additional effort from the department and the Auditor's Office | Will require major effort from the department and the Auditor's Office |
| | A | Department/division has developed a clear and comprehensive purpose or mission statement. The statement covers the major aspects of the department/division. | Department/division has not developed a clear and comprehensive purpose or mission statement, but managers can describe the department/division's purpose. | The mission or purpose of the department/division is not clear and managers cannot provide a clear description of its purpose. |
| | B | Department/division has clearly defined goals or objectives that are consistent with the department/division's mission. | Department/division has generally defined goals or objectives, but they lack clarity or consistency with the mission and purpose. | Department/division does not have any defined goals or objectives. |
| | C | Department/division goals or objectives are comprehensive ; they address the major aspects of the department/division. | The goals or objectives do not cover all major aspects of the department/division. | Not applicable |
| | D | Most of the department/division goals or objectives are measurable , meaning that progress towards these objectives can be measured. | Progress towards achieving defined goals or objectives cannot be measured for some aspects of the department/division. | Not applicable |

Source: Adapted From The State of Florida Government Accountability Report Criteria

| Performance Measures Existing measures and indicators that reflect the department/division's performance and effectiveness | | Department has adequate capacity for measuring performance | Will require some additional effort from the department and the Auditor's Office | Will require major effort from the department and the Auditor's Office |
|--|---|--|--|---|
| | A | Department/division has developed valid performance measures that relate to department/division purpose or goals. The measures adequately assess department/division performance. | Department/division has developed performance measures that relate to department/division purpose, but some measures are not valid. | Valid department/division performance measures have not been developed. |
| | B | Performance measures cover all major aspects of the department/division. | Performance measures cover most, but not all aspects of the department/division. | Performance measures have not been defined or have been defined for only a few major aspects of the department. |
| | C | Measures provide information on department/division cost. | Performance measures may provide information on department/division costs. | Performance measures do not provide information on department/division costs. |
| | D | Baseline data has been collected and is used to set targets for most of the performance measures. | The department/division has collected some baseline data and/or set targets for some, but not all, measures. | The department/division has not collected baseline data or set targets for measures. |
| | E | The department/division has integrated national or industry performance measurements into their performance reporting. | The department/division has not routinely integrated national or industry performance measurements into their performance reporting but has capacity to do so. | No national or industry performance measurements exist or the department has not considered their use. |

| | | | | |
|---|---|--|---|--|
| Data Reliability Current use of department/division data and information used to manage the department/division (might include existence of research staff and other resources) | | Department has adequate capacity for measuring performance | Will require some additional effort from the department and the Auditor's Office | Will require major effort from the department and the Auditor's Office |
| | A | Department/division has dedicated research and evaluation staff. | Department/division have staff who can do research and evaluation, but are assigned to other functions. | Department/division does not have staff with evaluation and research skills or duties. |
| | B | Department/division collects adequate data for performance measurement. | Department/division has some data, but would require additional collection and expertise. | Department/division lacks data. |
| | C | Department/division staff takes steps to correct data reliability problems as needed. | Identified data reliability problems have not been corrected. | Not applicable |

| | | | | |
|--|---|---|--|---|
| Reporting Information & Use by Management Credible reports of department/division information that can be used to manage the department/division | | Department has adequate capacity for measuring performance | Will require some additional effort from the department and the Auditor's Office | Will require major effort from the department and the Auditor's Office |
| | A | Department/division leaders support and encourage reporting performance measures. | Department/division leaders agree that performance measures are good, but do not actively support collection and reporting of measures. | Department/division leaders do not support collection and reporting of performance measures. |
| | B | Information on department/division resources and performance required by the Board or outside funding source is provided in a clear and understandable manner. | Same, except may need some improvement in terms of providing clear and understandable information. | Department/division information is not reported. |
| | C | Information on department/division resources and performance is readily available to department/division or agency managers | Same, except there may be some minor problems with the usefulness, timeliness, or completeness of the information that is available to managers. | Information on department/division performance is not readily available to managers on a routine basis. |
| | D | Information on department/division resources and performance is available to the public . | Little or no information on department/division performance is made available to the public. | Not applicable |
| | E | There is staff support for performance measurement (to be determined without additional interviewing of staff) | There is some support for performance measurement, but it is irregular and not spread throughout the agency. | There is little or no support for performance measurement among staff. |

Performance Reports and Information to Citizens

Definition of Terms

Type: the kind and content of reports and other communications with citizens. Does not refer to where or how the report is published, e.g. print or web.

Primary Audience: the primary intended consumer(s) of information furnished in the report. A report to the Board that is picked up by the media still has the Board as its primary audience.

Scope: describes what is covered in the report or communication, what level of the organization is examined, over what time frame, and/or what geographical areas.

Frequency: how often the report or communication is released.

Feedback Loop: what opportunities, if any, are available for citizens to use the information provided in the report and/or interact with County management about the information.

| Citizen Involvement Committee (CIC) | Type | Primary Audience | Scope | Frequency | Feedback Loop |
|-------------------------------------|------------------------------|-------------------------------------|---|---|--|
| | Newsletter | General Public | Stories, information | Quarterly | |
| | Siting Manual | Citizen activists and neighborhoods | Siting process | One-time | Participation in siting processes |
| | County Service Directory | General Public | Contact information for County services and officials | Annual | Citizens have department/program phone numbers |
| | CIC Annual Report | General Public | Summary of CIC activities | Annual | |
| | Citizen Involvement Handbook | General Public | Information on how to get involved | Periodic, currently 3 rd edition | Information on how to get involved |

| | Type | Primary Audience | Scope | Frequency | Feedback Loop |
|--|---|--|--|--|---|
| Citizen Budget Advisory Committees (CBAC) | CBAC Budget Recommendations for each department | BOC, departments | Department-level budget | Annual | Reports to BOC, public can attend and comment |
| | Dedicated Fund Review | BOC, departments | Selected dedicated fund, rotating | Annual, different fund every year | Reports to BOC, public can attend and comment |
| Portland/Multnomah Progress Board | Benchmark Studies | General public, community leaders, public agencies | Multnomah County and cities within the county; 20 years; in-depth analysis of one benchmark per report | One-time; one per year | |
| | Annual Benchmark Report | General public, community leaders, public agencies | Multnomah County and cities within the county; performance measures for benchmarks | Annual (website updated more frequently) | |
| Public Affairs Office | Media Releases and Monthly Advisories | Media, general public | News, opinions, fact sheets | As needed, monthly | |
| | Outspeak: County Speakers Bureau | Community groups, schools, etc. | Speakers bureau on specific topics and county government in general | As needed | |
| | Advisory mailings | General public in affected neighborhood | Specific issues of interest to the neighborhood | As needed | Public meetings |
| | Supplement to tax bill | Taxpayers | Information on property taxes | Annual? First in 1999 | |

| | Type | Primary Audience | Scope | Frequency | Feedback Loop |
|---------------------------------------|--|---|---|-----------|---|
| Board of Commissioners (BOC) | County Budget | County Management; interested citizens | FY budget, benchmark information, department information, program descriptions, Key Results | Annual | CBACs Community Budget Hearings |
| | Special studies, Taskforce reports, etc. | BOC, policy makers | Varies | One-time | Board Hearings, public can attend and comment |
| | Newsletters, email newsletters | Constituents, general public, interested citizens | Varies | Varies | |
| | Multnomah County Reports | Constituents, general public | Mainly informational, may include some performance information. | Annual | |
| | Constituent surveys | Citizens | Public opinion and community priorities | Periodic | Direct input |
| Evaluation & Research Unit | County benchmark analyses | BOC, policy makers | County-wide | Periodic | Reports to BOC, public can attend and comment |
| | Evaluations (cross-dept. & community coalitions) | BOC, policy makers | Issue specific | Periodic | Reports to BOC, public can attend and comment |
| | Other research and policy analysis | BOC, policy makers | Varies | Periodic | Reports to BOC, public can attend and comment |

| | Type | Primary Audience | Scope | Frequency | Feedback Loop |
|--|---|--|---|------------------------------------|--|
| Departments/ Offices and Programs | Budget (narrative, Key Results, Performance Trends) | BOC (primary), CBACS, interested citizens | Department and program performance, issues, and budgets | Annual | CBACs, Community Budget Forums, BOC hearings |
| | Annual Reports | BOC, funders, contractors, general public | Department, program and contractor performance | Annual, but not all depts./offices | Varies by department |
| | Evaluations | Internal, BOC | Programs, contractor performance | Periodic | |
| | Other research | Internal, BOC | Issue specific | Periodic | |
| Auditor's Office | Audits | BOC, general public, other elected officials | Varies | One-time | |
| | Follow-ups and special reports | BOC, general public, other elected officials | Varies | One-time | |
| | Financial Condition | General Public | Countywide | Every 2 years | |