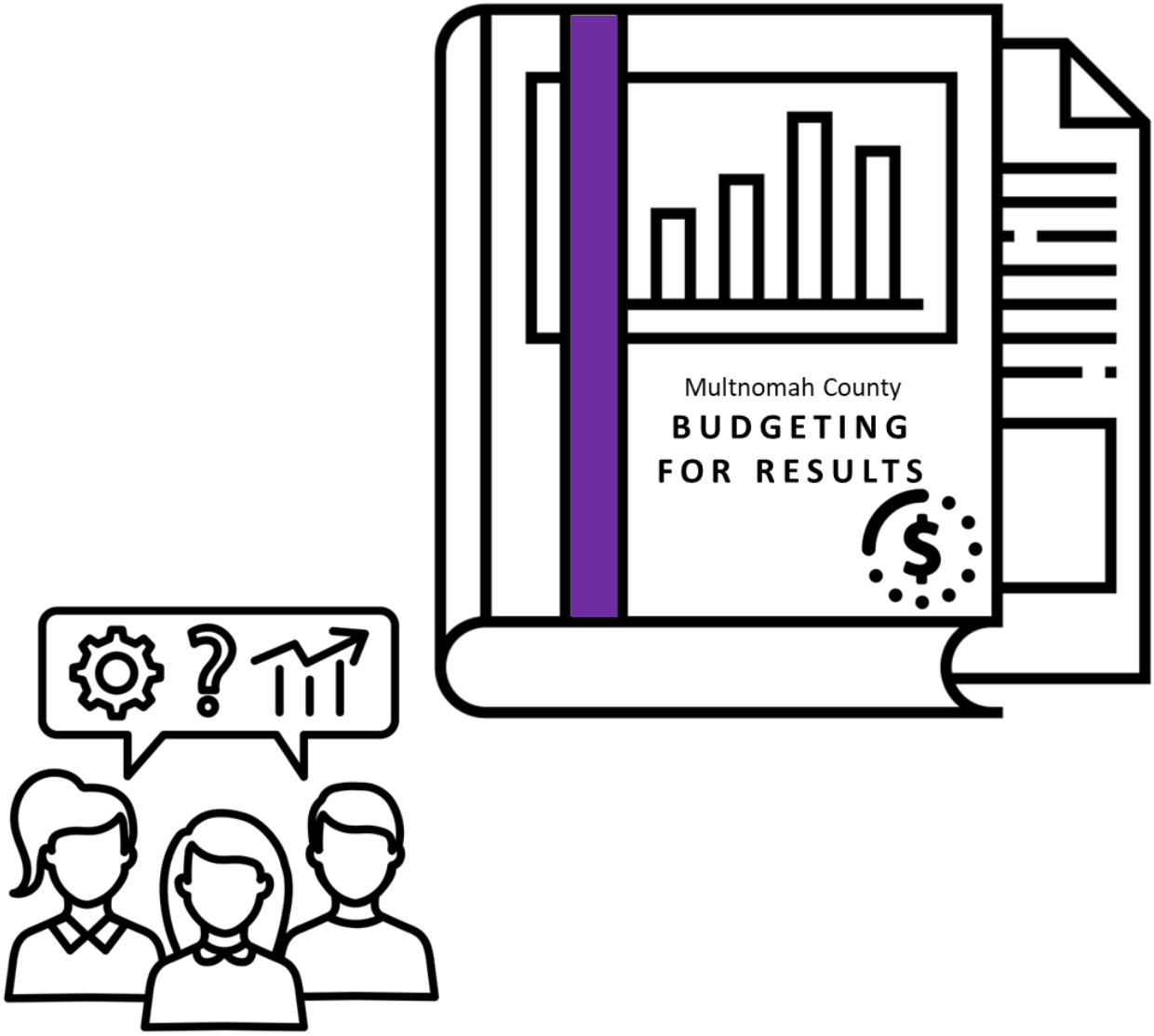


FY 2028
Budgeting for Results

Version 1.0 (11/17/26)

Table of Contents

Table of Contents 1
Executive Summary 3
New for FY 2028 3
Budgeting For Results Deliverables in FY 2028 4
Connecting Budget to Strategy 4
Elevating Performance Analysis 5
The Step-by-Step Process 5
Key Concepts 6
Step 1: Establish Division Outcome Statements 7
Focusing on What We Control: Population vs. Performance Accountability 8
How to Write Division-Level Outcome Statements 9
Outcome Statement Descriptions 10
Step 2: Align Program Offers 10
The Key to Enabling Better Budget Decisions 11
Writing Clear and Concise Program Offers 11
Step 3: Analyze Performance 11
Simplifying the Performance Story: Three Simple Performance Measure Categories 12
Evaluate Division Outcomes with Key Performance Indicators (KPIs) 13
Evaluate Program Offers with Output Measures 14
Entering a Strategic Focus Area in Questica 14
Entering Performance Measures in Questica 15

Executive Summary

The County budget shows the community how we spend taxpayer dollars to help our community. This guide explains how to write outcome statements, link county programs to those outcomes and how to track results in FY 2028 to help County leaders make informed and evidence based decisions.

New for FY 2028

FY 2028's Budgeting for Results remains largely the same as FY 2027 with the exception of the following minor adjustments:

1. **Departments will submit all division outcomes and KPIs in a single FY 2028 Division Outcomes and KPI Supplemental Document. Your CBO Analyst will send you your department specific version.** It will be available to the Board and public. Additionally, the Budget Office will copy a portion of this data into the Proposed and Adopted Budget Documents.
2. **Use Your Shared Google Document.** Please edit **only** the Google doc shared by your Central Budget Analyst. **Do NOT** make a copy - this prevents confusion and lost edits. Also, your Google doc **has critical ADA accessibility formatting built into it. Please do not edit or reformat any titles or headings.**
3. **Connecting Budget to Strategy:** All Program Offers must be assigned to one of the Strategic Plan's six Focus Areas in Questica. See more details and instructions in the Connecting Budget to Strategy section below.

Budgeting For Results Deliverables in FY 2028

A complete FY 2028 budget submission requires the deliverables listed below.

Deliverables	Where to Submit?
Division Outcome Statement: 1-4 per division.	FY 2028 Division Outcomes and KPI Supplemental Document
Align Program Offers: Connect relevant program offers to each division outcome statement.	FY 2028 Division Outcomes and KPI Supplemental Document
Division KPIs: 1–4 per outcome statement	FY 2028 Division Outcomes and KPI Supplemental Document
Program Offer Output Measures: 2 per program offer (1 for program offers with narrow scopes)	Program Offers (Questica)
Strategic Plan Connection: Linking Program Offers to the Strategic Plan's Focus Areas	Program Offers (Questica)

Connecting Budget to Strategy

To support this framework, the FY 2028 Budgeting for Results methodology connects program offer outputs to Division level performance indicators (KPIs) and strategic Focus Areas.

This connects broad community goals to daily operations:

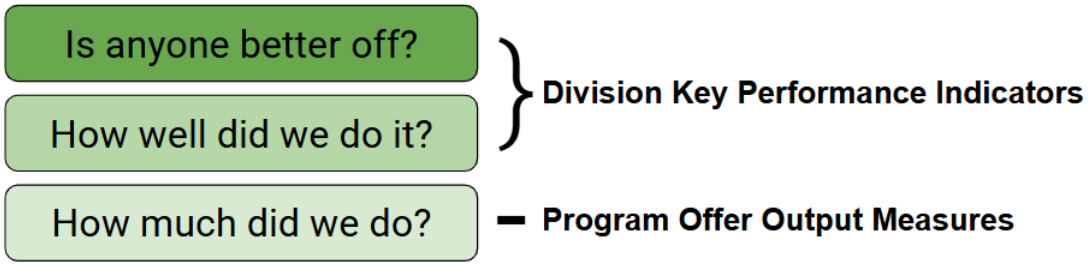
- **Strategic Plan Focus Areas (The "Why"):** These six Focus Areas (e.g., *Support Community Health and Wellness*, *Create a Safe and Just Community*) establish population accountability and set the County's long-term vision. This helps answer the question, "Is anyone better off?"
- **Division Outcomes & KPIs (The "Results"):** Set at the division level, these metrics define performance accountability by primarily answering *"How well did we do it?"* These metrics may also answer the question "Is anyone better off?"

- **Program Offers & Outputs (The "How"):** At the operational level, program offers describe products and services. Their output measures address the question *"How much did we do?"*

Impact on Budget Development: In the FY 2028 budget, each program offer must be aligned with one Focus Area. This enables the Board and the public to evaluate how specific programs contribute to priority community outcomes.

Elevating Performance Analysis

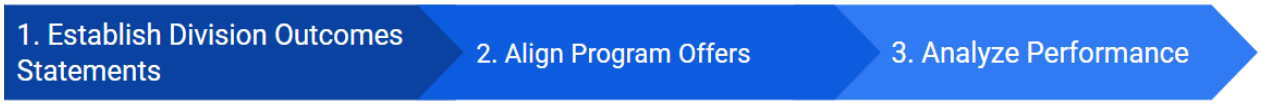
This guide is intended to organize the County's data story while uplifting most performance analysis to the division level. This will be accomplished by focusing on three simple questions:



These questions will be answered by division outcome **key performance indicators (KPIs)** and program offer **output measures**. KPIs should answer the questions, "How well did we do it?" and "Is anyone better off?" Output measures should answer the question, "How much did we do?"

The Step-by-Step Process

Outcome-based budgeting is best achieved through a three-step approach: (1) establish division outcomes, (2) connect program offers outputs, and (3) analyze performance.



Step 1. Establish Division Outcome Statements

Outcome statements are the **intended results of our programs and services.** By establishing outcomes first, the Board, County staff, and our community understand the results we are trying to achieve. Once we know what we are trying to achieve, we can state *how* we will achieve the results.

Step 2. Align Program Offers

***How* are we going to achieve the results, or division outcomes?** *How* are we going to make our clients, families, and communities better off? This alignment allows the Board and the community to understand what programs work towards each division outcome. **This is the key to more informed budget decisions.**

Step 3. Analyze Performance

Analyzing performance is step 3 on purpose. Unfortunately, many traditional performance analysis systems jump straight to measures without truly understanding what they are trying to measure.

Key Concepts

Incorporating an Equity Lens

The Office of Diversity and Equity has put together a Budget Equity Tool and accompanying Worksheet to provide guidance to departments on the application of equity concepts to budgeting. Please use those resources while preparing division outcomes and program offer outputs. They can be found on the FY 2028 Budget Manual and Other Resources website.

Outputs vs. Outcomes: What is the Difference?

Many people confuse what they do with the result of their work. Keep this simple rule in mind:

- **Outcomes = the Change that happens:** How people or communities are better off because of your work.
- **Outputs = What you do:** the direct services or products you provide.

Here are some examples of the difference between outputs and outcomes:

Program	Output (what it does)	Outcome (the change as a result)
Free medical clinic	Fifty low-income individuals are provided free doctor visits	50% decrease in emergency room visits by population service in the year following initial contact
Math tutoring program	Seventy youth receive math tutoring twice a week during the school year	100% of youth served improve their ISTEP scores in math from the start of the school year compared to the spring test
Youth mentoring	Thirty youth are matched with an adult mentor for the year	80% of youth served report increased self esteem following one year of mentoring
Dropout prevention	Forty youth at risk of dropping out receive weekly case management services	85% of youth in program for one year or longer graduate high school in four years

Step 1: Establish Division Outcome Statements

Departments are required to include <u>one to four</u> outcome statements for each division including administrative divisions. All division outcome statements should be added to the **FY 2028 Division Outcomes and KPI Supplemental Document**, which will be provided to you by your Central Budget Analyst. Please consider whether you should refine or update the outcome statements in FY 2028.

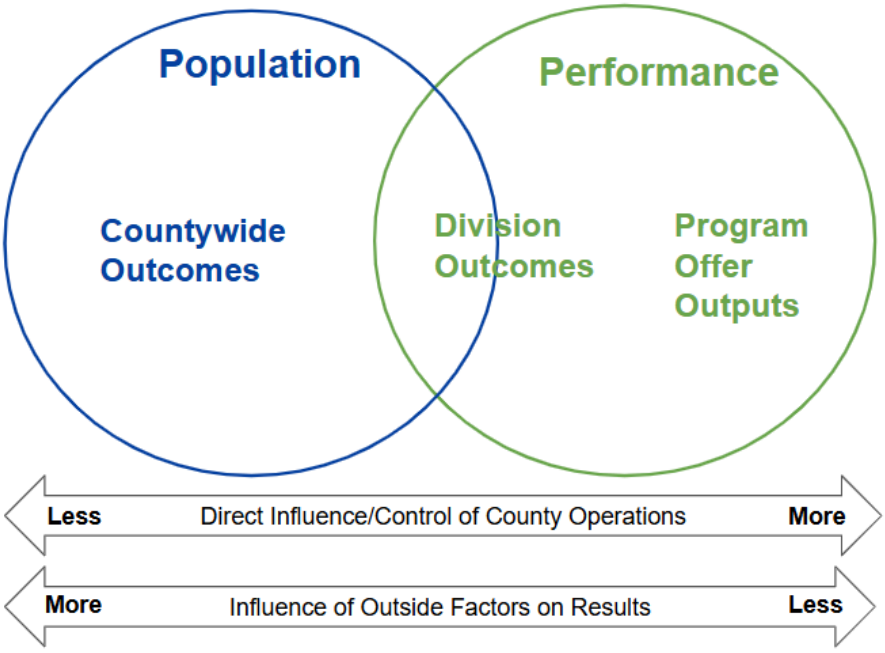
Division outcome statements describe what the community will experience, receive, or understand as a result of the division's activities, services, or processes. Establishing division outcome statements is step one on purpose. It is critical to understand and clearly state *why* we do what we do.

> *Why* do we provide healthcare service to clients? Because clients' mental and physical health will improve. *Why* do we provide early childhood education? Because children will have a better lifelong economic outlook. **We do these things because our clients, families, and communities will be better off as a <u>result</u>. This is the core to *Budgeting for Results*.**

By establishing outcomes first, the Board, County staff, and our community understand the results we are trying to achieve. Once we know what we are trying to achieve, we can state *how* we will achieve the results.

Focusing on What We Control: Population vs. Performance Accountability

Developing division outcome statements is complex. Much of the tension related to establishing division outcomes is related to how much influence the division may have on the outcome. While there will always be some level of outside influence, we recommend focusing on outcomes that are primarily within the division's influence. In the *Results Based Accountability* framework, this is considered "Performance Accountability."



Population Accountability is about whole populations regardless of which organizations or agencies contribute. This first kind of accountability is, by definition, bigger than any one department or program. It is bigger than the government. Outcomes at this level could be considered countywide outcomes, which require the effort of the entire county as well as major partners like neighboring cities, the State, and the private sector. At this level, the County has **less** direct influence/control and outside factors have **more** influence on these outcomes.

Performance Accountability focuses on the well-being of customer populations (i.e, clients, recipients of services, and program products). The County has **more** direct influence/control and outside factors have **less** influence on these outcomes. Performance Accountability operates at all levels of the organization from the smallest program to the agency as a whole. Division outcomes and program offer outputs should be considered in performance accountability.

When developing division level outcomes, please focus on Performance Accountability. Of course, there will always be some outside factors that influence division outcomes, which is why division outcomes overlap population accountability in the Venn diagram above. If a division outcome has any significant outside influence, please make a note in the outcome description field on the division narrative template (more on this below).

How to Write Division-Level Outcome Statements

Consider the following questions when developing outcomes:

- What community problem is the division trying to solve?
- What is the change in the community this division intends to make? If all programs are 100% successful, what would happen?
- Is the outcome within the control of the division? If not, which partners help contribute?
- Who is impacted by this? Are the results distributed equitably throughout the community? Are people with lived experiences who are most directly impacted by the program involved in establishing outcomes?

The SMART framework can help create effective outcome statements:

- **S**pecific: concrete, who or what is expected to change
- **M**easurable: tangible effects can be analyzed by collecting data
- **A**ttainable: likely to be achieved and is within the stakeholder's control
- **R**esults-oriented: meaningful, community-valued results
- **T**imed (optional): within a target date

Outcome statements may be written in the following format. Examples are included below. (*Please note that these are examples only and do not reflect any existing or proposed outcomes.)*

Who/What (The Audience)	**Change/Desired Effect** (Action Verb)	**In What** (Expected Results)
Justice-involved adults on supervision	experience increased	percentage of positive case closure
Multnomah County residents	will experience lower	instances of infections diseases
Individuals experiencing substance use disorder have	increased	access to deflection services

If you need assistance, please reach out to your department/division research and evaluation team or the DCM Evaluation and Research Unit (eru@multco.us).

Outcome Statement Descriptions

The FY 2028 Division Outcomes and KPI Supplemental Document includes a section under each division outcome statement to add a description if necessary. Ideally, outcome statements should be clear on their own, without a need for further information. If you do add a description, make sure that people unfamiliar with the outcome subject matter can understand it. Consider the following additional questions when developing outcome statement descriptions:

- Is there jargon that needs to be defined? What information would the reader need to know to fully understand the outcome?
- What outside influences, if any, may impact this outcome?
- Are there evidence-based practices that support this outcome?

Step 2: Align Program Offers

Now that we know our why, we can align our *how*. *How* are we going to make our clients, families, and communities better off? *How* are we going to achieve positive community results, or division outcome statements? This is answered by aligning our Program Offers with the division outcome(s) to which they contribute[1]. This alignment allows the Board and the public to understand what program offers work towards each division outcome. **This is key to more informed budget decisions.**

The graphic below is an example of how program offers may connect to division outcome statements. In this example, most program offers contribute to a single division outcome statement. However, program offer #4 contributes to two outcome statements.



[1] When we say "contribute," we mean the activities and services of the program directly influence the community results referenced in each outcome statement. If we do X, we expect Y to happen.

Acknowledgement: We acknowledge the challenges related to aligning program offers with outcome statements. This is especially true for social service related programs. In light of this complexity, we have intentionally made this part of the framework flexible. When aligning program offers in the FY 2028 Division Outcomes and KPI Supplemental Document, please do so in a way that helps you tell your story. The Central Budget Office is available to help with this alignment.

In the FY 2028 Division Outcomes and KPI Supplemental Document, please indicate which program offers contribute to each outcome. Budget and FTE information do not need to be included. *NOTE: Division-specific administrative program offers like division director/management (e.g., DCJ's Adult Services Management) do not need to be connected to specific outcomes. Those are implied to support all of the division's outcomes. Administrative program offers will be included in the full division program offer list that the Budget Office adds to budget documents and reports.*

The Key to Enabling Better Budget Decisions

We have now established the results of our work using division outcomes and shown how we will achieve those results by aligning program offers. The Chair, the Board, and the community can work backwards from the outcomes they think are most important to see contributing program offers. At this point, questions like, "If you are provided more funding and FTE, how will that impact results? If funding is reduced, what will happen?" Based on those answers, funding decisions can be made.

Writing Clear and Concise Program Offers

Now that the connections between program offers and division outcomes are established, we need to make sure the Board and community can understand what each Program Offer does. For information on writing strong program offer descriptions and equity statements, please see the FY 2028 Program Offer Writer's Guide, which can be found on the FY 2028 Budget Manual and Other Resources website website.

Step 3: Analyze Performance

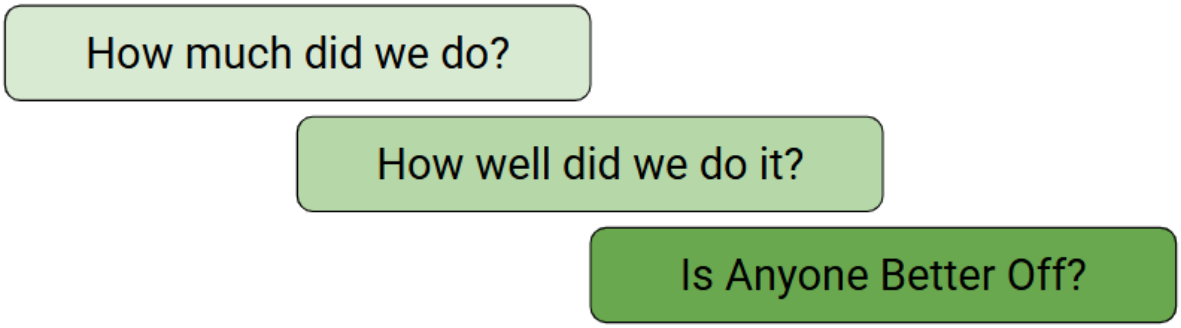
Analyzing performance is step 3 on purpose. Unfortunately, many traditional performance analysis systems jump straight to measures without truly understanding what they are trying to measure. It's like asking someone how long it takes to get to the Oregon coast without knowing which town you are visiting or how you plan to get there. Start with the destination (or result) and how you will get there (program offer) before you begin your analysis. Once we know what we are trying to achieve and how we plan to achieve it, we can measure progress.

Using the Oregon coast analogy, we identified the destination, or results, in outcome statements in Step 1. Then, in Step 2, we identified how we will get there, by aligning program offers. Now, we can analyze our performance! This can be accomplished with division-level **Key Performance Indicators (KPIs)** and program offer **output measures**.

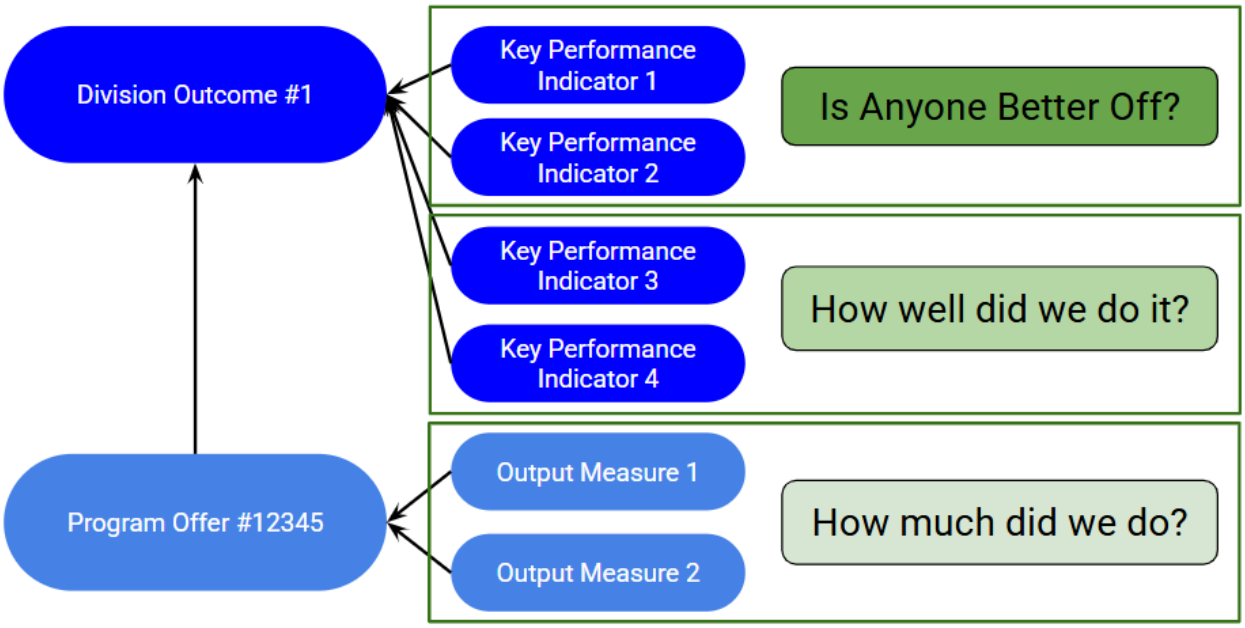
Division-level KPIs measure progress towards division outcome statements. Program Offer output measures directly measure program offer services and products.

Simplifying the Performance Story: Three Simple Performance Measure Categories

Performance analysis is hard work. Collecting program data, analyzing those data, and telling a story based on those data is often complicated. In light of that understanding, it is helpful to focus on three simple questions:



The diagram below shows how the questions align with KPIs and output measures.



Evaluate Division Outcomes with Key Performance Indicators (KPIs)

Divisions are often attempting to solve complex problems. This complexity often makes analyzing outcomes difficult. Many outcomes, therefore, may benefit from more than one KPI. Ideally, these KPIs should answer "How well did we do it?" and "Is Anyone Better Off?"

Examples of Key Performance Indicators

Division	How well did we do it?	Is anyone better off?
Adult Corrections	Justice Involved Individuals (JIIs)/staff ratio, percent of positive drug screenings, rate of disruptive incidents per month, percent of JIIs receiving mental health services	Percent of JIIs who get and keep jobs X months after release or end of supervision.
Mental Health	Waiting list size, average time to next open appointment	Percent of clients in school or working, rate of entry into care, rate of movement to less restrictive care
Juvenile Justice	Percent in community based vs. institutional care, percent of intake screenings on time, ratio of youth to probation officers, occupancy rate of juvenile detention facilities	Recidivism rate, percent exiting custody with no repeat offenses in X months, rate of probation violation, percent of youth in school or jobs in X months
Human Resources	Percent of vacancies filled (or offers made) within 30/60/90 days.	Rate of non-promotional turnover, percent of supervisory staff who report that HR provides the support they need to do their jobs
Information Technology	Percent of system uptime during business hours, percent of responses to requests for help in less than 24 hours, percent of projects on time and on budget	Percent of staff who report that IT provides the support they need to do their jobs (customer satisfaction).

Key Performance Indicator Format

Typically, KPIs are written starting with a percentage or rate (e.g., percent of clients who experience X). Most KPIs should be formatted this way. Please add context when using percentages or rates related to total population served. This can be done in the KPI itself (e.g., percent of 500 clients served experienced X) or in the KPI description field.

Enter KPIs and Data in the New Division Template

All division KPIs and the associated data will be captured in the FY 2028 Division Outcomes and KPI Supplemental Document, which can be found on the FY 2028 Budget Manual and Other Resources website.

KPI data can be a chart, table, or number. For accessibility reasons, you should create tables directly in the template. Use screenshots only for charts, and then be sure to add alternative text to the images (right-click on the image and choose "Alt text"). When possible, please provide data trends over time. Additional instructions are available in the template. Please reach out to the Central Budget Office with questions.

Evaluate Program Offers with Output Measures

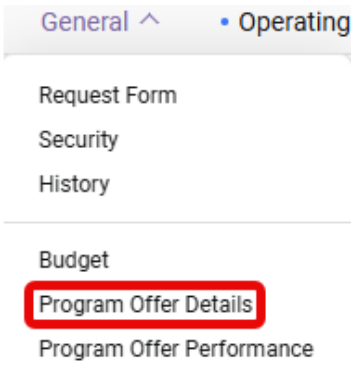
Output measures typically report the number of units produced or services provided. They answer the question "How much did we do?" **Program Offers are required to have two output measures. Small program offers with narrow scopes may list just one output measure.**[2] Data are typically reported as numbers or dollars and not percentages. We can track these measures over time to assess a program offer's performance.

Examples of Output Measures:

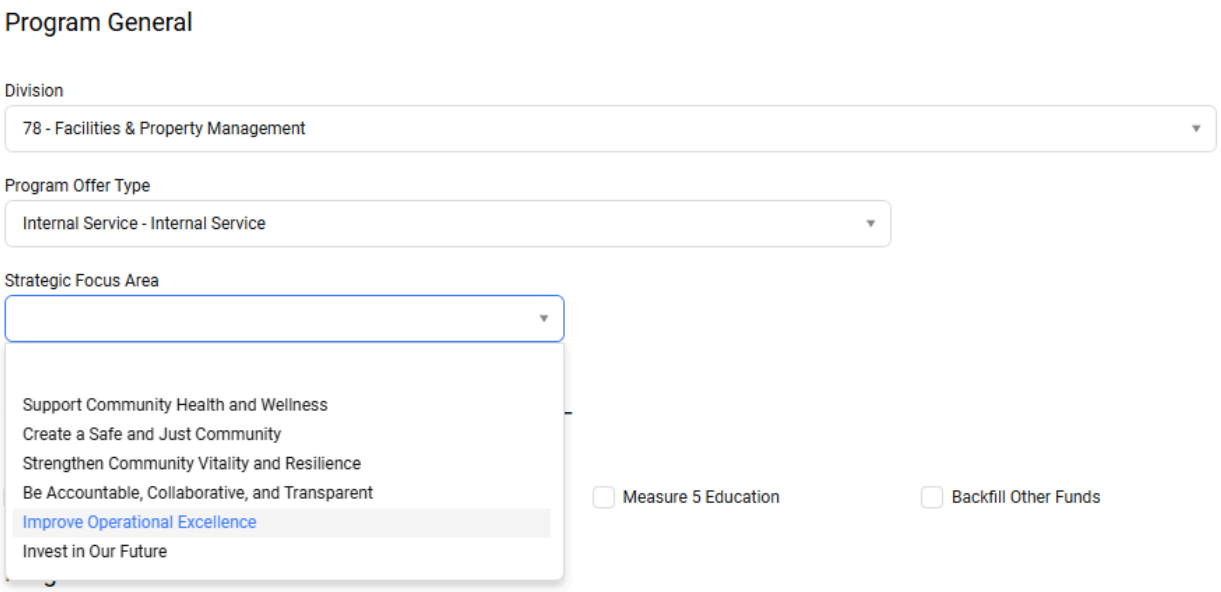
- Number of pet licenses processed
- Number of purchase orders issued
- Number of vaccinations given to children

Entering a Strategic Focus Area in Questica

Enter a strategic focus area in the "General" dropdown menu under "Program Offer Details." Select one strategic focus area for each program offer.

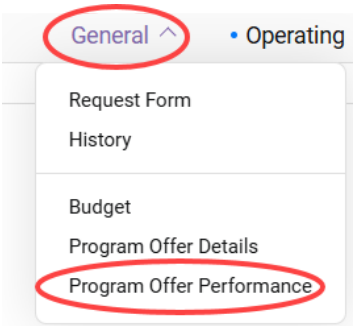


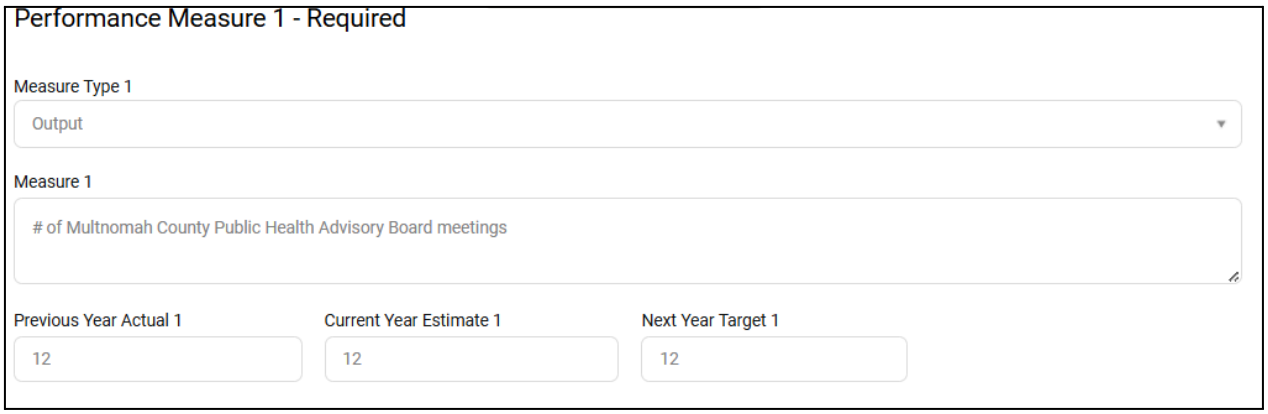
[2] Program offers in departments that don't have divisions (i.e. Nondepartmental) or countywide program offers will continue to use both outcome and output measures.



Entering Performance Measures in Questica

Enter performance data in the “General” dropdown menu under “Program Offer Performance.”





The following describes performance measure components that departments enter in Questica:

Measure Type – Select output in the dropdown menu. You will see options for various measure types, but only the output measure type should be selected for FY 2028.[3]

Measure – Provide a clear and simple performance measure name. Avoid technical language, acronyms, and jargon.

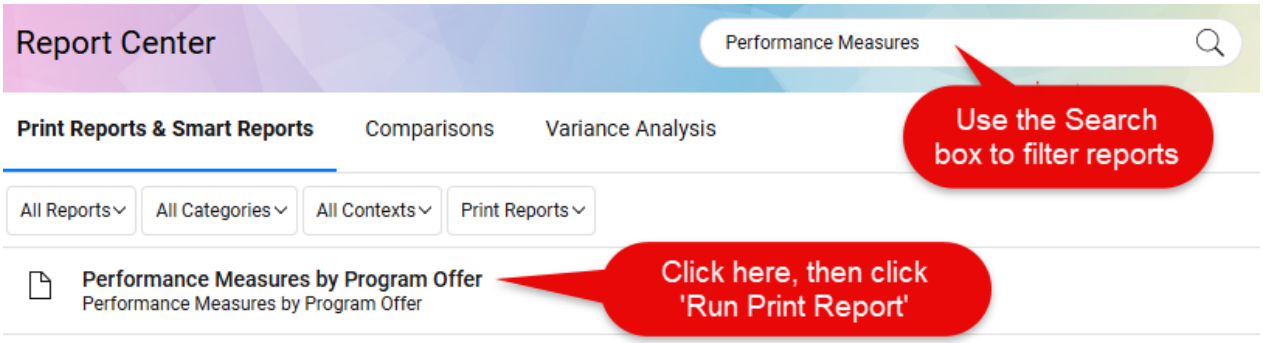
Performance Data – Performance measurement numbers.

- Enter performance data for the following fields: Previous Year Actual (actual data for last fiscal year), Current Year Budgeted (target data included in the current fiscal year's adopted budget), and Next Year Target (target data for the coming fiscal year).
- All fields should have a value for existing programs. For new or changed programs, some performance measure fields may not have data and should say "N/A." **Do not leave fields blank.**
- Use $ symbols where applicable for each dollar amount and consistent number formatting (e.g. the same number of decimal places).
- Use commas to separate thousands (e.g. $1,000,000 and $5,000). Enter FTE to the second decimal place (e.g. 1.00 or 0.50).
- Scaled Offers: **Each scaled offer's performance measures should report only services that the scaled offer supports.** For example, if the base offer includes 10 residential treatment beds, the performance measure must reflect only those 10 beds. If the second scaled offer includes an additional 10 residential beds, additional performance measures must reflect only those additional 10 beds, and not the combined 20 beds. (For more details, please see the "Scaling Programs" subsection of the FY 2028 Budget Manual, which can be found on the FY 2028 Budget Manual and Other Resources website.)

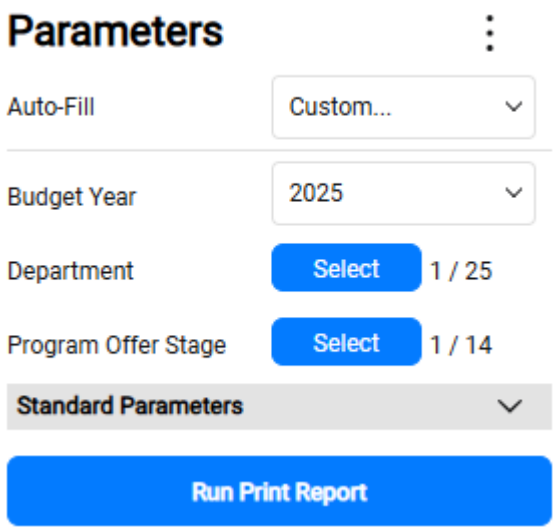
[3] Program offers in departments that don't have divisions (i.e. Nondepartmental) or countywide program offers will continue to use both outcome and output measures.

Performance Measure Reporting

The Questica report titled “Performance Measures by Program Offer” provides users a quick look at all of a department’s performance measures. This report only displays performance measures where a “measure type” has been selected in the request form’s Program Offer Performance section.



Select parameters, then click “Run Print Report”.



Screenshot of “Performance Measures by Program Offer” report exported to Excel.

Program Offer	Measure Number	Measure Type	Measure	PYActual	CYBudgeted	CYEstimate	NYOffer
40000B - Overdose Prevention & Response	1	Output	Number of new partners who implement prevention initiatives	N/A	6	6	6
40000B - Overdose Prevention & Response	2	Output	Number of substance use prevention training/technical assistance sessions conducted	N/A	10	10	10
40000B - Overdose Prevention &	3	Output	Number of naloxone kits distributed through County General Fund	N/A	3,500	3,500	3,750
40006 - Tobacco Prevention and Control	1	Output	Number of tobacco retail licenses issued	632	775	726	750