Center *for*
Public Service

CLATSOP COUNTY PERFORMANCE MEASUREMENT PROJECT

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Clatsop County Performance Measurement Project

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Introduction

Working with Budget & Finance Manager Jennifer Carlson, the Center for Public Service project team (faculty member Scott Lazenby and graduate research assistant Emily Arnold) conducted organization-wide training in performance measurement; refined and developed performance measures for four pilot departments, and provided observations and recommendations on the current list of performance measures. This work took place from October to December, 2021.

The CPS project team very much appreciates the professionalism and thoughtfulness of all the Clatsop County staff we interacted with, and the time they invested in the training session and in meeting with us in the development of the pilot performance measures.

Executive Summary: Observations and Recommendations

Overall, Clatsop County has done an admirable job with performance measurement, given the constraints it works under. It is true that most of the current measures focus on outputs or activities (what the county *does*) rather than outcomes or effectiveness (the result of the activities and outputs). This is typical of private organizations too, but measuring ultimate effectiveness is difficult if not impossible for a county for a variety of reasons:

1. Compared to any private corporation, the county is responsible for an extremely wide range of services and functions, including criminal justice, roads, health and other human services, parks, land use regulation, tax collection, elections, and many more. A company like Google can focus on a small number of key performance indicators, but it would be meaningless for the county to attempt to summarize its effectiveness as a government through a small handful of performance measures.

2. For specific services, the ultimate goals include things like fewer crimes committed, a healthier population (mentally and physically), fewer unwanted pregnancies, less drug and alcohol addiction, a good supply of inexpensive housing, an attractive and efficient built environment, and excellent budget decisions. For some of these, like the last two, performance is in the eyes of the beholder. For most of the others, the county by itself cannot directly control the outcome. It is important for our society in general to track trends in these high-level goals, but they do not reflect the performance of the county organization because too many factors influence things like crime and health. One of the reasons the State of Oregon disbanded the Oregon Progress Board and its benchmarking system was the inability of the state government to have an immediate and direct effect on the high level performance measures, again due to the influence of external factors on the ultimate results.

3. Many areas of government have the challenge of conflicting goals: land conservation *and* development; transparency *and* trust in government; low taxes *and* a high level of service are just some examples. Unless there is an explicit prioritization of the goals, the results of performance measurement may be of limited use, especially when progress toward only some of the goals can be readily measured. And even where goals do not conflict, they are often ambiguous (by intent or default), as noted by Robert Behn in *Rethinking Democratic Accountability.* In this case, measurement of performance is an exercise in futility.

Based on our work with county staff, here are some of our recommendations on performance measurement:

- Performance measurement itself should be subject to an effectiveness test. If no decisions or changes in processes will be made based on the measures, then collecting and reporting them is a waste of taxpayer resources.

- Put in the effort to measure *outcomes* (effectiveness) of county services, but only when there is a desire or perceived need to improve performance, *and* there is capacity or legal ability to do so. The outcome measures developed by the pilot programs (Sheriff's Enforcement division, Juvenile, the Planning function of the Community Development department, and the roads and bridges element of the Public Works Department) fit these criteria. In many cases, effectiveness measures will be qualitative rather than quantitative (for example, the perception of safety by county residents), where data comes from surveys or focus groups, and the effort and cost to collect the data must be weighed carefully.

- On this point, a county resident survey, done periodically as needed, could be a useful source of qualitative data on how county services are perceived by residents. This could help highlight problem areas for more follow up (e.g., through the use of focus groups or future refined survey questions). But here too, cost effectiveness should drive the process. If no decision or changes in resources or processes will (or can) be made in response to the data, then asking the question simply raises false expectations. On the other hand, an objectively designed and administered survey that shows general satisfaction with county services could be politically useful and is a legitimate use of county resources.

- Performance measures should never be used to reward or punish individuals or departments. Therefore, the measures should be used internally for process improvement. That said, the measures should be provided as soon as they are available in an easy-to-understand format to every staff member that has an influence on the effectiveness of the service or process that is being measured.

- Even if they aren't used in operational decisions, some of the output measures that are now reported do a good job of reflecting the impressive scope of services provided by a relatively small organization (33,000 properties assessed, 12,000 documents recorded by the Clerk, 28,000 victim contacts by the DA's Office, 10,000 building inspections, over 3 million salmon reared, etc.). They could be useful in the department and program descriptions that are provided on the county's web site. But these measures probably don't need to be compiled annually, since workload and output numbers typically do not change much from year to year.

- Decouple performance measures from the budget process and budget document. We recognize that this may appear to be contrary to the county's strategic plan element to "integrate annual planning, budgeting, performance benchmarks and reporting to the public," so it deserves some discussion. More observations on the budget process are included later in the report, but the bottom line is that, as a practical matter, an annual exercise in performance measurement is a waste of staff time and resources for these reasons:
  - Many if not most county services are constrained by state and federal mandates and by funding limitations. An effectiveness measure may show that mental health continues to be a problem despite the county's efforts in that area, but the county simply doesn't have the resources to solve the problem.

- o Even if effectiveness can be measured, and even if additional resources are actually available, it often isn't clear that spending more money in the short term will improve effectiveness. One of the measures that the Community Development Department is tracking is the turnaround time for the more complex "Type 2" land use applications. Adding planners to the staff would probably reduce turnaround time. But so would amending the development code to make it more "clear and objective" (less need for discretionary review by staff). A front-end computer application that would ensure that all applications are complete and meet objective criteria would also help. And there may be other internal process improvements that might improve effectiveness within current staffing levels.

- o The current impressive list of (mostly output) measures may allow the county staff to check a box for the GFOA budget award, but most of them raise the "so what?" question. The staff in the pilot programs observed that they produced them because they were told to, but didn't really use them in operational decisions. The answer isn't to put even more effort into developing effectiveness measures that still won't be used due to the points noted above.

- Don't attempt to measure performance for internal service departments; doing so simply takes staff time away from providing service to internal customers. An exception is if an internal support department is allowed to act as a gatekeeper (approving contracts and bid documents, departmental PCs, recruitment, etc.). In that case, turnaround time measures may be worth the effort *if* the internal customers are frustrated by the service they receive.

- Carefully selected performance measures can be helpful in long term strategic and financial planning. A steady trend of increases in workload in a particular area could signal a need for more staff, or a conscious decision to reduce the level of service provision. Emerging or new issues can justify the effort to measure output or effectiveness, as in the case of hospitalization and death rates due to Covid-19, the number of homeless individuals, or the number of complaints related to short-term rentals. But these measures should be collected only if and as long as they are useful in making policy or operational decisions.

An appendix to this report includes more detailed observations and recommendations on the current performance measures. In many cases, our recommendation is to discontinue using staff time and resources to produce the measures.

Pilot Programs

County staff selected four departments as pilot programs for creating outcome-focused performance measures. To begin the process of developing these performance measures, we identified the mission of each department along with goals from current strategic plans. These mission statements and strategic plans allowed us to develop measurable goals with department heads and key department staff. From there, we collected raw data from each department to display the trends of these measures over time. In follow-up meetings, we discussed ways to interpret the trend graphs, and how to use the data in operations and process improvement.

The following departments participated in this project: Community Development, Sheriff's Office, Juvenile, and Public Works. The performance measures developed with each of these departments are described below. Here some overall comments and observations:

- Current performance measures, following common practice, are displayed in tables of numbers, similar to budget detail information. But if the goal of measurement is to seek an improving trend in performance, progress can be more easily identified in the form of time trend graphs. The county's Budget & Finance staff do a nice job of this with many of the graphs in the summary information in the budget document. For all four of the pilot programs, we experimented with ways to analyze and display performance data in a way that could be quickly understood.

- As Peter Sellers states in *Doctor Strangelove,* "the whole point of the doomsday machine is lost if it is kept a secret," so too is the point of performance measurement lost if measures are not shared immediately when they become available with all **the** individuals that have an influence on a process or program. Measures themselves will only pass a performance measurement test if they are actually used.

- We have tried to make it simple to update the measures. Because of natural fluctuations in data, trends will not manifest themselves in a time of less than a calendar quarter, and sometimes a full year. This reduces the amount of time that will need to be spent in updating the measures. And it should be done under a schedule that makes most sense to the operating department, not necessarily corresponding to a fiscal year.

## Community Development - Land Use Applications

A goal identified by Director Henrikson and her staff is to provide reasonable turnaround times for land use applications. Current measures show the percentage of land use decisions that are made within state legal requirements, but this doesn't allow tracking of actual trends (up or down) in turnaround time.

The Accela building permit system is used to track application date and final decision dates for land use applications. Staff provided data collected since the beginning of 2021. By analyzing and graphing the data, we found that most Type 1 applications were processed within a day, and staff had noted that most are done over the counter. The more complicated Type 1c applications were processed in an average of five days. Both, from a customer service standpoint, are very good performance levels, and unless there is a significant change in workload, staff levels or internal procedures, tracking turnaround time for Type 1 and 1c applications does not appear to be necessary.

Turnaround time was longer and more variable for Type 2 applications (including things such as appeals of Type 1 decisions, conditional use permits, and partitions). There were also fewer of these types of applications, making it more difficult to discern a trend in turnaround time. We graphed the turnaround time for each application by date and added a line indicating the current average of 62 days. (In the graph below, the "new average" is drawn with test data only.)

Turnaround Time - Type 2 Applications
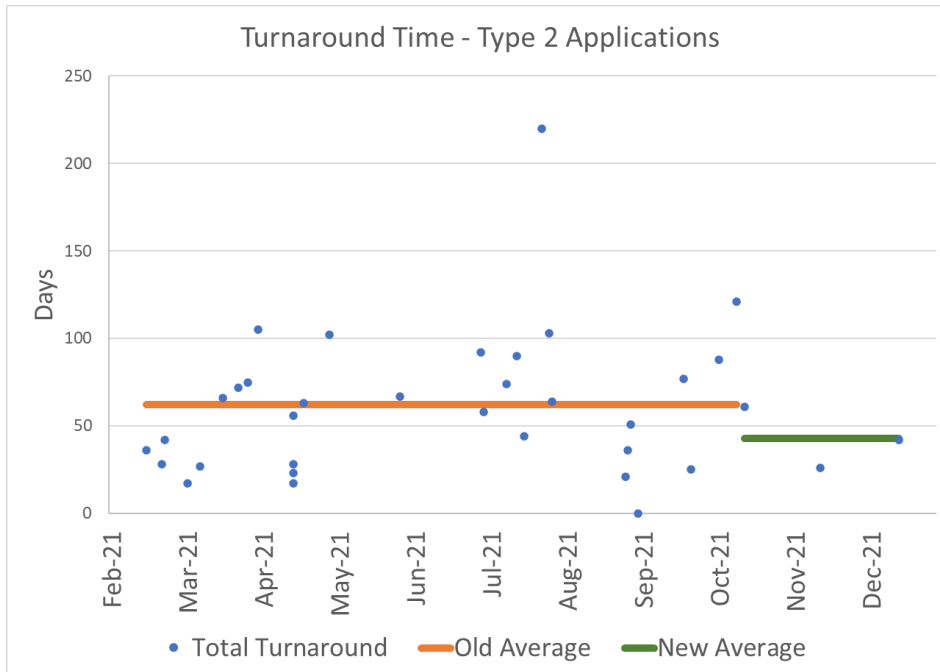
An annual average would include enough data points to be useful in spotting long term trends, but a measure produced only once per year would be less useful in measuring the results of any changes in the review process. CD Director Gail Henrikson decided that a quarterly calculation of median turnaround time would provide a good balance of a reasonable number of turnaround times and relatively quick feedback on process improvements. The use of the median, rather than average, as the performance measure reduces the influence of outliers. (In the graph below, the median for Q4 2021 is based on very few data points at the time of analysis and is thus not statistically meaningful.)

Median Turnaround Time by Quarter - Type 2
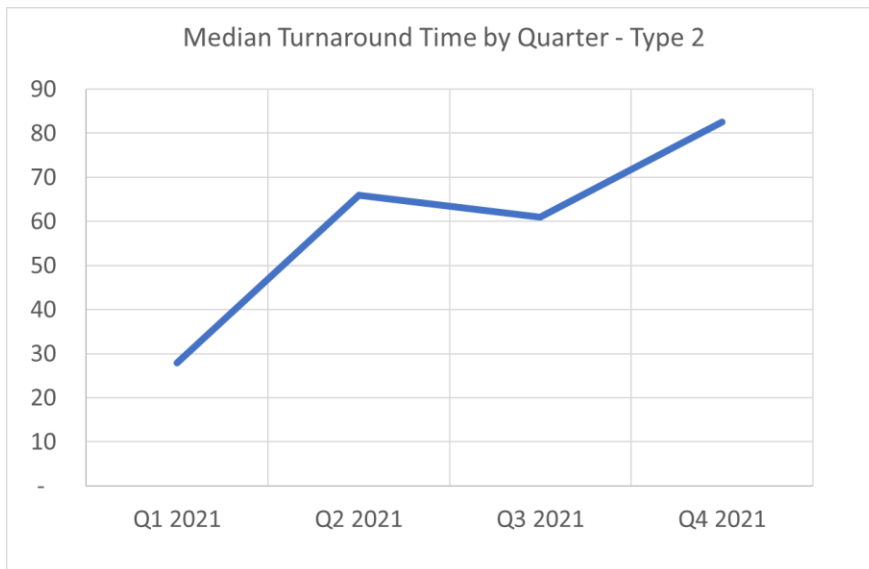
A key principle in process improvement is that the more work that is in the pipeline, the less efficient the system becomes. Thus, eliminating backlogs increases the capacity of the system, and improves processing time. The CD Department already has a good visual measure of this: for management purposes, the department tracks pending applications assigned to each staff reviewer. The longer this

list is, the more applications are in the pipeline. Therefore, a good operational goal is to keep this list as short as possible. One way to do this is through triage, where the simpler applications are processed first and moved out of the pipeline quickly.

As noted above, staff or organizational units should never be rewarded or punished based on performance measures. Turnaround time is important for customer service, where the customer is the homeowner, developer, or builder applying for a land use permit. But the purpose of land use regulation is to benefit the general public by encouraging attractive, efficient and environmentally sound development. If the planning staff were rewarded for reducing turnaround time, an expedient way of obtaining the reward would be to simply approve all applications when they are submitted. This isn't to say that a conscientious and professional staff would do this, but no organization should create a system that provides an incentive for pathological behavior.

Sheriff's Office—Enforcement Division

The Sheriff's Office has adopted value statements and a strategic plan that provide good direction for the department. We spent a fair amount of time to use these as a basis for development of measurable goals. Research in law enforcement and community policing has shown that many quantitative measures, such as crime rates, are poor measures of the quality or effectiveness of a law enforcement agency. Qualitative measures of perceptions of safety or trust in the department can be more meaningful. The Sheriff's Office already has several informal means of getting feedback on this, and a countywide resident survey could provide supporting data. Focus groups of residents, businesses, and partner agencies can also be a good way of obtaining valid qualitative data, but to do it right takes a significant investment of time and money.

One quantitative measure the Sheriff chose to track is average response time to a call for service. Some departments focus on this measure only for more urgent calls, such as a crime in progress. Sheriff Phillips chose to measure response to all calls. The citizen calling for help may feel their need is urgent, regardless of how a dispatch system might classify it. More important, the sheriff reasoned that a call for service gives the department an opportunity for a personal interaction with the resident or business owner, opening communications with community members and building trust.

Based on dispatch data, we graphed annual average response times for the past five years. Over that period, the trend was fairly flat, with an overall average of 25 minutes. This is a very good result for a county with a geographically dispersed population.

Average Response Time
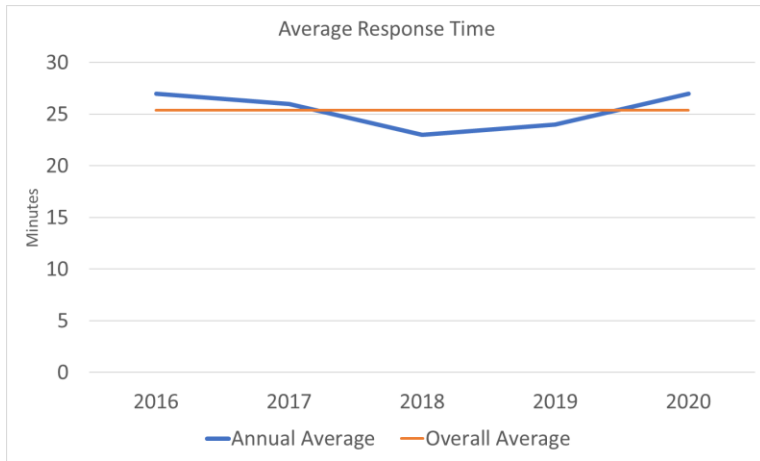
Another measurable goal of the department is to resolve situations, where possible, without resorting to use of force. We graphed the annual number of incidents involving use of force. The number is very low (an average of 17 per year), with a stable trend. Sharing this information with all staff could lead to continual decreases in the measure. But this is another area in which performance measures should be used carefully. There are situations, such as an active shooter incident, in which use of force may be unavoidable and is supported by the community.

Total Use of Force Incidents
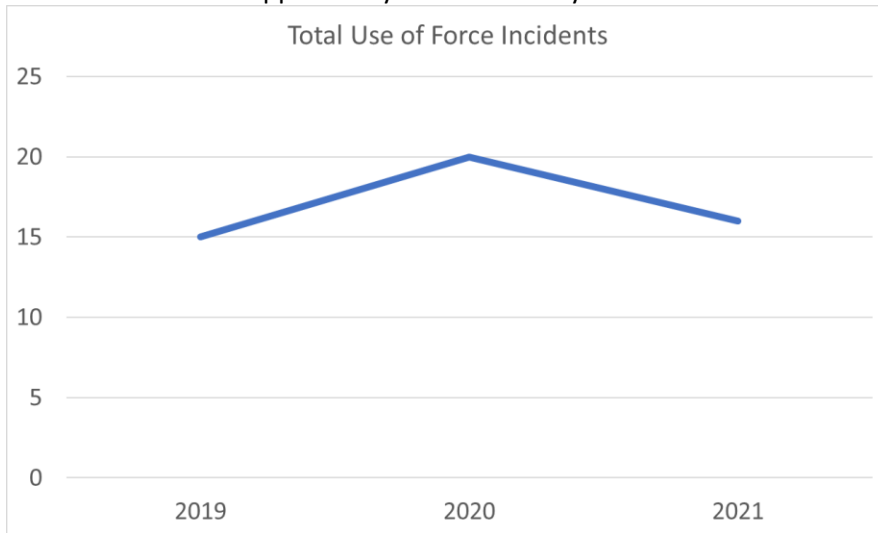
Having a well-trained staff is another goal, and a related quantitative measure is training hours completed by the sworn officers. The state minimum works out to be around 28 hours per year per deputy. There is a wide variation in actual training hours per deputy, which is to be expected based on the years of experience of the individual, the need for specialized training, and partial year data for new hires or those who resign. We graphed the distribution of training hours in 2021 and found that many deputies receive between 28 and 50 hours, but the majority (59%) receive over 50 hours of training per year.

Distribution of Annual Training Hours, 2021
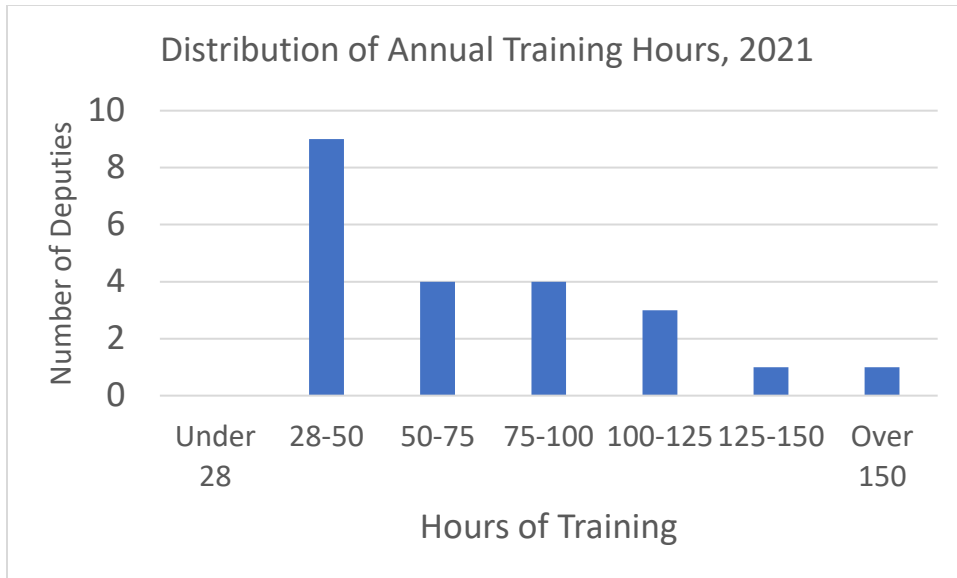
The median training hours per deputy over the past three years has remained well above (more than double) the state minimum requirement. There was a slight drop in the median from 2019 to 2020, but that kind of variation is to be expected.
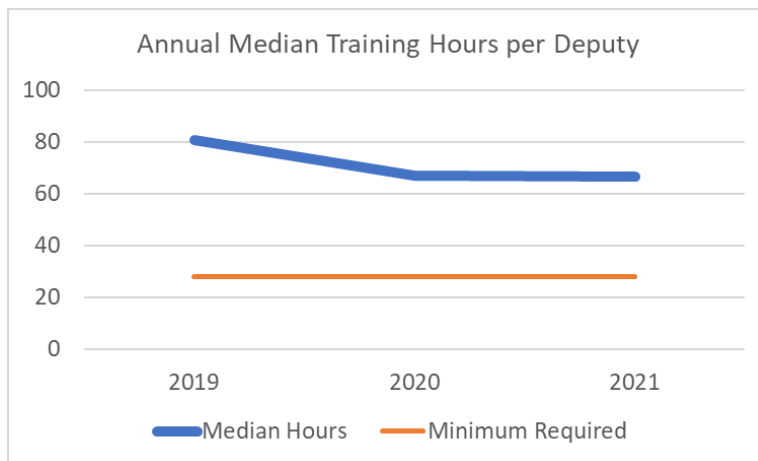
These results do not reflect the *effectiveness* of the training (whether the deputies retain and apply the training), but tracking this information is still important both for legal (risk management) reasons and for the simple fact that taking time out for training is necessary (if not sufficient by itself) for the training to be effective.

Another goal is fiscal stewardship, and the Sheriff's Office chose to track non-personnel spending, which is more discretionary, as a percentage of personnel spending. Again, the results should be taken with a grain of salt. Spending on some non-personal items, such as a better crime reporting system or other equipment, can make the staff more efficient.

Juvenile Department

An important element for the effectiveness of the Juvenile Department identified by Director Braaten is that when a young person commits a crime, the consequences should be felt as quickly as possible. The performance measure chosen was the elapsed time between referral to the Juvenile Department and filing with the court. Staff of both the Juvenile Department and District Attorney's Office have an influence over this time, and we also met with DA Ron Brown to discuss the measure and how it would be used.

The department provided raw data from October 2020 on. We graphed this and found a high degree of variability, with an average turnaround time of 42 days. As with land use application turnaround time, we created a spreadsheet that could be easily updated on a periodic (e.g., quarterly) basis, and showing a new average turnaround time going forward.
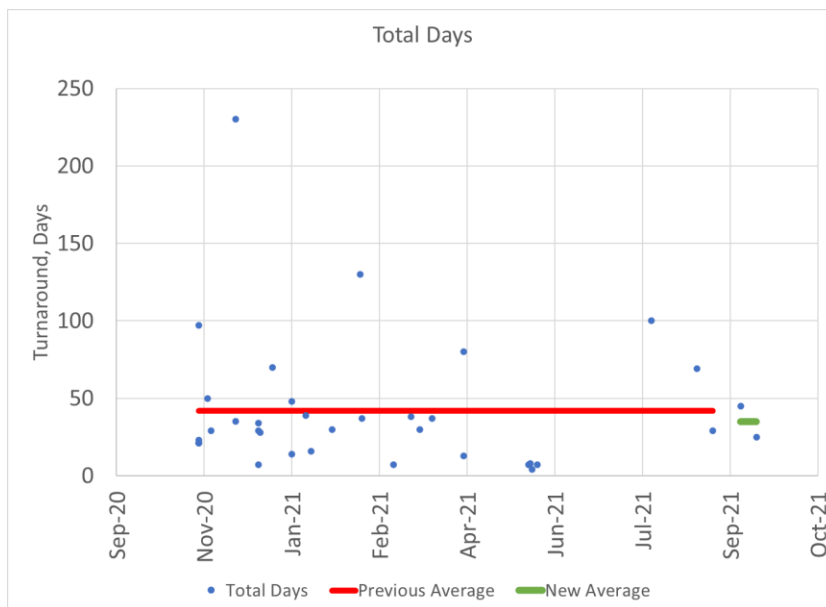
Formal process improvement techniques can be used by the two departments to reduce the average elapsed time between a crime being committed and filing with the court. But simply making the turnaround time chart available to all staff involved in the process can result in improvements as individuals seek ways to make the process more efficient.

As with many of these measures, a fair amount of variation in data for individual cases should be expected. The severity of the crime and other factors vary from case to case, and some will take more time to process than others. The goal should be an overall trend showing a reduction, recognizing that monthly averages will fluctuate.

Public Works—Roads and Bridges

Even for public works, some outcomes are difficult to measure. The smoothness of a new road surface or a patch for a utility trench is subjective, as is the appearance of park facilities or the effectiveness or road de-icing or snow plowing.

Nevertheless, the Public Works Department has made use of one of the best effectiveness measures for road condition that has been developed in the last few decades: the Pavement Condition Index (PCI). The department has produced a graph showing the overall trend (a gradual improvement) of this index over the past 24 years, which is a good indication of the effectiveness of the department in improving the overall condition of county roads.
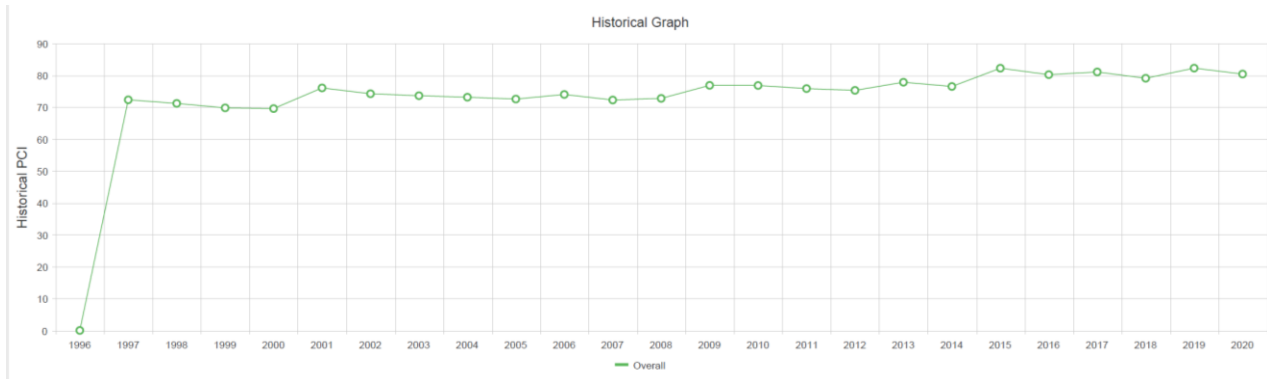
There is still some subjectivity in this measure; it depends on a survey of road segments by a trained professional, but ranking a segment between zero (worst) to 100 (best) still requires judgment. Therefore, fluctuations from one survey to the next should be expected. Nevertheless, a generally increasing trend is significant.

Because the surveys are expensive, they need not be done annually. This is another argument for not tying the performance measure to an annual budget. But the PCI is relevant when considering a long term capital improvement plan. Road maintenance dollars can be stretched by careful decisions on exactly where to put the money, and the better the condition of the roads, the less cost per mile to keep them in good shape. But it still takes an investment of dollars to improve the PCI.

Using a surveys of county bridge condition (done by the State of Oregon), we produced a similar graph of overall bridge condition from 2011 to 2019. The "sufficiency rating" for each of the 56 bridges surveyed vary with time as some bridges are replaced or repaired (the rating increases) or the bridges deteriorate (the rating decreases). And some variation is expected for a somewhat subjective rating like this. Nevertheless, the aggregate results show a remarkable amount of stability over time, an indication that the county is at least keeping pace with the natural deterioration of bridges over time.

Average Bridge Sufficiency Ratings
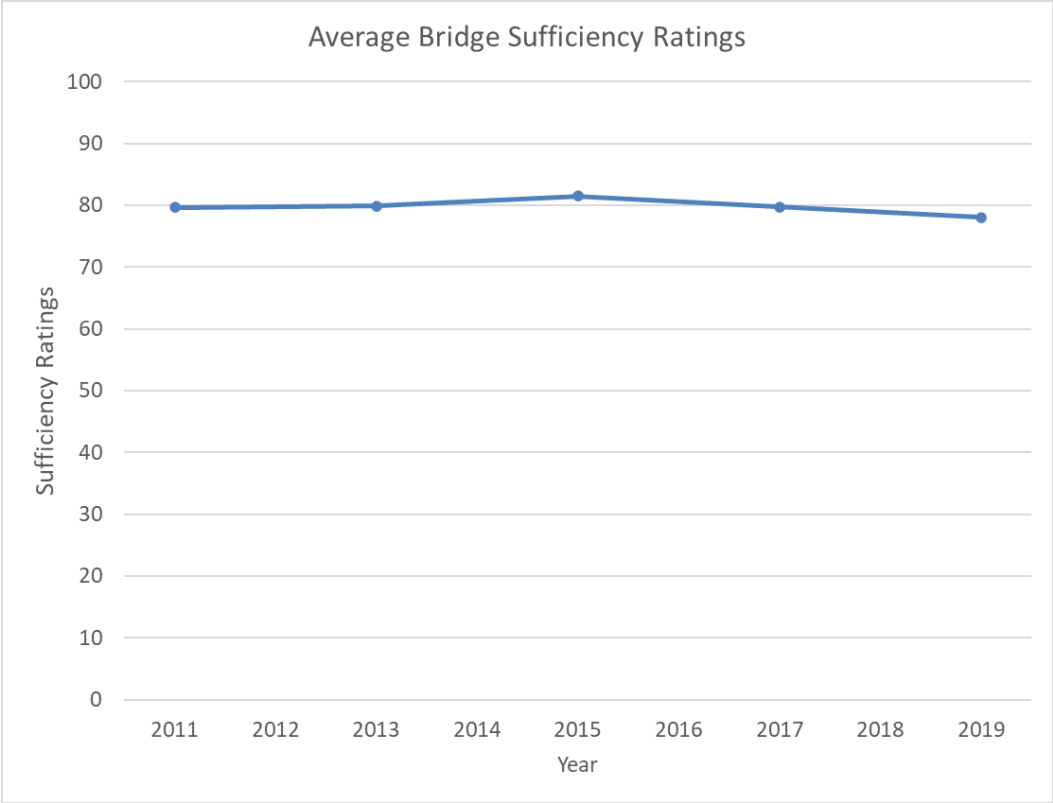
General Observations on the Budget

Reviewing the budget document and process was not part of this project, so the observations and recommendations here are purely in the "for what it's worth" category. But the Government Finance Officers Association has pushed to tie performance measurement to the budget for decades and so this has, unfortunately, been assumed to be a Best Practice. The very concept of a budget "document" (most are still digital images of a paper document) is outdated by this stage of the twenty-first century, but GFOA still views them the same way as it did in the last century, with possibly even more unnecessary baggage weighing down the production of the document.

As a former budget reviewer, I can say that Clatsop County's 500+ page document easily meets the GFOA award criteria. The county's budget & finance staff has clearly demonstrated its proficiency and competence in this area, and unless there is a significant change in personnel or overall quality of financial management, I recommend the county discontinue participation in the reward program.

The annual audit, financial report, and GFOA Award for Excellence in Financial Reporting all have an influence in the county's bond rating. There is no similar benefit from the budget award. It is probably the case that few county residents have read the budget document, and even fewer know what GFOA is, or care about it.

The annual budget is simply a short-term financial plan, primarily useful for keeping expenses in line with anticipated revenues.

It is not a policy document, because an annual (or biennial) budget is too short a time frame for effective policy development and implementation. It is critical that the Board of Commissioners and the county management team establish policies and long term goals, but unless there is a major disaster, these should not change radically from one year to the next.

It is not a communications document because hardly any taxpayers read it. While it does contain a lot of interesting information, it really isn't (and shouldn't be) produced for a general lay audience. As just one example, departmental budget information is organized based on the chart of accounts, which is useful for internal finance and operations staff. But as with most organizations, this puts small internal service units first and one has to scroll through many pages to get to the services that consume the largest tax resources, and provide direct service to the public.

It is not an operations guide because day-to-day operations are far more fluid and complex than anything that can be described in a budget document. All the budget does is allocate financial resources at a fairly high level, well in advance of the next fiscal year when operational decisions will be made.

Albert Einstein said that "everything should be made as simple as possible, but no simpler." In the same way, budget information provided with the County Manager's proposed budget should be as concise as possible, while still providing sufficient information to the Board of Commissioners and appointed budget committee members to verify that resources are being allocated consistent with the Board's priorities and policy direction. With this in mind, for some local governments (e.g., Glendale AZ), the budget "document" is simply a collection of PowerPoint slides. Once the budget is adopted, it is old news.

Recommendation 1: Use the county's (excellent) web site to provide background information for the annual budget numbers.

A principle in relational database design is to never have duplicate, redundant elements in the database. Not only is this done for efficiency, but also for accuracy. If a datum needs to be updated (say, vaccination status), this should be done in one part of the database only, and other records can be linked to it through index tables.

The same principle can be applied to budget information. Much of the information in the current document doesn't change significantly from year to year: departmental descriptions, missions, strategic plans, organization financial policies and structure, and measures that are helpful in describing the workload and output of the department, as well as effectiveness in the rare cases this is possible. This kind of information could be housed in the most relevant sections of the web site (e.g., department pages), with links from the budget pages. In addition to saving document preparation time, it would reduce inconsistencies in information.

Even annual information, such as goals and objectives tied to the fiscal year, might be more useful to staff and the public if it was located in the departmental web pages, since it would not occur to most people to unearth it in the budget document.

In a sense, this would be a return to the much-maligned line item budget, but it now makes sense to do it since so much supporting information is (or can) be readily available in other parts of the web site.

That said, key annual budget related information, such as the budget message, should still be kept with the budget detail.

Recommendation 2: For operational and financial management, tie the budget information to real-time information on resources and spending.

What really matters to an organization is how much money is actually spent, and how much revenue actually comes in. The budget numbers are only useful to see how closely actual results are tracking the projections. Using budget appropriations as a legal limit is a fairly weak control, since governments can (and have) stayed within their appropriations and yet have spent resources that never materialized. All operating managers should share the responsibility for ensuring that spending is backed by real revenue, and during the fiscal year the emphasis should be on real money, not budget numbers.

As examples, the cities of Dallas (OR), West Linn, and Lake Oswego use a web-based dashboard that allows users (whether operating managers or residents) to drill down to increasing levels of detail on both budgeted and actual (real-time) expenses and resources. It is done through a simple web interface that extracts data from the general ledger system. This is probably all the budget information anyone really needs, once the budget is adopted.

Recommendation 3: Consider using an "Expenditure Control Budgeting" process.

This process, first proposed by Osborne and Gaebler in *Reinventing Government* is based on the premise that managers are paid to manage, and gives them both greater control over and greater responsibility for fiscal performance.

In a nutshell, it treats the managers of general fund departments or programs the same as the public works director (or other managers of enterprise and special revenue funds). They must balance spending to resources, which includes their beginning balance, departmental revenues, and allocation of general taxes. They carry forward savings to create next year's beginning balance, maintain a department contingency line item, and have freedom to shift spending across line items.

Under this system, there is no budget request process and all the game playing it entails. Instead, the county manager balances the proposed budget in the beginning of the process by deciding on the amount of general tax revenue to be made available to each operating manager (a form of target-based budgeting). Those allocations, as well as the operational decisions made by the departments, should be consistent with the policy direction set by the Board.

This process is currently used by Wasco County and the cities of North Plains, Lake Oswego, and Sandy.

This recommendation is well outside the scope of the performance measurement project. But I believe it would do the most to achieve the kind of fiscal stewardship sought in the BCC's Strategic Plan.

APPENDIX – Observations and Recommendations of Current Performance Measures

Attached.

Appendix A

Current Performance Measures: Observations and Recommendations

Contents

Board of Property Tax Appeal

Brd of Property Tax Appeal 1105							
Measures							
Unit of Measure Description		Actual 2015-2016	Actual 2016-2017	Actual 2017-2018	Actual 2018-2019	Projected 2019-2020	Budget 2020-2021
Cost							
Number of petitions filed	Count	33	29	13	10	48	20
Number of petitions stipulated	Count	13	3	3	2	2	2
Number of petitions withdrawn by appellant	Count	3	10	1	1	29	2
Number of orders prepared	Count	17	16	7	7	9	18
Number of orders amended	Count	0	0	0	0	0	0
Percent							
Percent of orders prepared within 10 days of last meeting	Percent	100%	100%	100%	100%	100%	100%
Percent of orders that need to be amended	Percent	0%	0%	0%	0%	0%	0%

The workload measures show a high level of variability, from a minimum of 10 appeals filed in FY2019 to a maximum of 33 in FY2016. The trend is declining but that is probably a coincidence. Compared to the number of properties assessed, the number of appeals filed is so small that these measures are of limited use.

The "Percent" measures are a measure of effectiveness, at least to the extent that property owners want a decision quickly. But the board consistently produces an order within 10 days, so there doesn't seem to be a need to continue monitoring it unless there is a significant change in the process.

A more critical measure of effectiveness would be the extent to which the orders are reasonable. But this is so subjective that an attempt to measure it wouldn't be worth the effort.

Recommendation: Discontinue putting resources into performance measures.

County Tourism

	County Tourism 1110					
Measures						
Unit of Measure Description		Actual 2015-2016	Actual 2016-2017	Actual 2017-2018	Actual 2018-2019	Projected 2019-2020	Budget 2020-2021
Cost							
New Accounts Registered	Count	0	28	25	977	55	50
Number of Quarterly Billings	Count	0	0	716	2,601	2,716	2,720
Liens Recorded	Count	0	0	13	6	1	0
Gross Revenue Collected	Count	0	0	628,752	627,693	2,065,380	2,065,400
Determinations Sent	Count	0	0	6	6	0	2
Delinquent Notices	Count	0	0	165	344	645	650
Short Term Rental Permits Received-County	Count	0	0	0	73	11	10
Short Term Rental Applications Approved-County	Count	0	0	0	119	11	10
Short Term Rentals Closed-County	Count	0	0	0	29	1	5
1% Accounts Notified-Countywide	Count	0	0	0	1,075	0	0
1% Registered Accounts	Count	0	0	0	396	852	850
Neighbor Notification Requests	Count	0	0	0	9	21	10
Neighbors Notified	Count	0	0	0	286	146	75

Since tourists find their way to Clatsop County destinations without needing the help of the county government, most of the performance measures deal with output, specifically the number of transient lodging tax accounts and workload/output measures related to short term rentals.

Recommendation Given the controversial nature of short term rentals and the (apparent) initiation of regulation by the county in FY2019, it might be helpful to continue to measure some of the related workload and output measures, including gross revenue collected and number of neighborhood complaints received. These should be graphed to provide an easier way of spotting annual trends.

The other current measures don't seem to provide much useful information.

Qualitative measures of effectiveness of the short term rental regulations could be gained through periodic focus group studies involving both neighbors of short term rentals, and owners of short term rental homes.

County Manager

County Manager 1120							
Measures							
Unit of Measure Description		Actual 2015-2016	Actual 2016-2017	Actual 2017-2018	Actual 2018-2019	Projected 2019-2020	Budget 2020-2021
Cost							
Meetings Attended by County Manager	Count	610	520	525	617	750	0
Pages of Minutes for Board Meetings	Count	156	120	140	148	145	0
Agreements & Contracts Approved	Count	265	180	200	80	90	0
Board Agenda Packets Distributed	Count	22	22	22	176	170	0
Vacancies Filled on County Committees	Count	20	13	20	72	25	0
Web Page Users Accessing Pages	Count	133,260	143,392	160,000	180,600	175,000	0
News Releases Issued	Count	80	88	90	72	80	0

Workload and output (e.g. number of meetings attended) measures reflect only a small and fairly insignificant aspect of the day-to-day management of the county and carrying out the policy direction of the Board of Commissioners.

Recommendation Management of a highly complex organization, and execution of governing board direction that is, of necessity, rarely expressed in terms of measurable outcomes means that there are no practical and quantitative measures of effectiveness. Long term and short term goals, along with activities and progress toward achieving them are more useful, with the caveat that they don't reflect the larger challenge of managing day-to-day service delivery.

Bottom line: don't waste resources on performance measures.

Assessment & Taxation

Assessment & Taxation 1150							
Measures							
Unit of Measure Description		Actual 2015-2016	Actual 2016-2017	Actual 2017-2018	Actual 2018-2019	Projected 2019-2020	Budget 2020-2021
Cost							
Accounts certified to tax roll	Count	32,993	33,010	32,853	32,881	32,982	33,000
Credit Card Transactions	Count	1,100	1,348	1,496	1,727	1,800	2,000
Business Personal Property returns processed	Count	1,963	1,531	1,569	1,725	1,750	1,800
Accounts Requiring Ownership, Address and Mapping changes	Count	7,344	16,009	9,806	10,490	11,000	12,000
Accounts Requiring roll corrections and/or refunds	Count	808	982	445	671	550	550
Delinquent Real Property Accounts Notified	Count	3,065	4,193	3,238	2,318	3,000	3,000
Foreclosure Accounts (Judgment)	Count	34	53	69	32	40	40
Number of Warrants	Count	78	135	133	109	150	150
Number of Bankruptcies (Maintenance)	Count	50	23	26	28	26	26
Number of Cartographic partitions	Count	450	213	17	23	25	25
Cost per unit (budget A&T/ #certified units)	Count	45	54	50	51	53	54
Re-Appraisal Residential	Count	2,887	3,459	791	2,000	1,242	2,156
Re-appraisal Commercial/Industrial	Count	195	93	169	150	346	776
Permits/Segs/M-50	Count	1,476	241	1,113	1,000	2,535	2,554
Special Projects	Count	373	730	1,285	500	149	100
BOPTA Appeals and Requested Reviews	Count	103	679	380	300	136	150
Magistrate & Tax Court cases/trials	Count	4	7	7	5	4	4
ODF Fire Patrol Project Accounts	Count	0	6,244	5,599	0	0	0
Personal Property Garnishments/Seizures	Count	0	0	39	27	25	25
Percent							
Percent of taxes distributed to districts	Percent	96%	96%	96%	96%	97%	97%

Most of the measures are workload or output measures. Even if they were graphed to make trends more discernable, they don't seem to convey much information relating to performance. The number of properties to be assessed cannot change much from year to year. A mysterious drop from FY2017 to 2018 represents only a change of a half a percent and would not be visible on a graph.

Recommendation: A small number of the workload measures might be useful as background information for budget purposes; e.g., annual numbers of reappraisals. They could be graphed to show

trends over time (as well as the variability in the data). Annual trends in delinquent accounts could at least provide interesting information on the state of the economy.

One of the current measures reflects efficiency: the annual cost of the program divided by the number of accounts assessed. But by itself, this measure doesn't provide much information (so what if the number is around 50?). It could be used for benchmarking, since it would be relatively easy to compute a similar measure for comparable counties in Oregon. But this kind of analysis should not be done annually (it does consume resources, and the results won't change much from year to year), and results should be taken with a grain of salt since no two counties are exactly alike.

An ideal measure of effectiveness would be the accuracy of property appraisals, but there is no good source of data that would produce this measure, and it is somewhat moot due to the formulaic nature of property assessments post Measures 5 and 50.

Bottom line: discontinue reporting on most of the current measures; consider graphing a few of them as noted above.

Property Management

		Actual 2015-2016	Actual 2016-2017	Actual 2017-2018	Actual 2018-2019	Projected 2019-2020	Budget 2020-2021
Property Management 1155							
Measures							
Unit of Measure Description							
Cost							
Categorization of foreclose properties	Count	0	21	23	11	10	10
Properties Sold	Count	0	7	27	4	8	7
Maintenance Properties	Count	0	2	9	5	3	5
Actual tax foreclosed land sale distribution	Count	40,000	37,085	552,049	613,410	105,000	80,000
Realized Revenue from other managed properties	Count	197,390	18,530	20,910	23,893	24,000	24,000
County percentage of distribution	Count	0	4,672	145,641	0	5,000	0

All of the current measures for Property Management are workload or output measures. None relate to performance. The number of properties sold is so small that tracking trends over time is probably not very meaningful. An efficiency measure might be the cost associated with selling the property as a percentage of the gross revenue from the sale. A goal of this program is presumably to realize as a high value as possible from sale of properties, but there is no practical way to quantify this.

Recommendation: Unless some of the output measures provide useful information in managing the program, further use of the measures does not seem to be worth the effort.

Clerk – Admin & Elections

Clerk - Admin. & Elections 1350

Measures

Unit of Measure Description		Actual 2015-2016	Actual 2016-2017	Actual 2017-2018	Actual 2018-2019	Projected 2019-2020	Budget 2020-2021
Freeform							
Number of new voters registered		2072	3115	1739	1718	1660	1700
Number of voter registrations updated		16128	6738	10407	7227	6600	6500
Number of candidates filed		28	137	51	128	5	130
Number of ballots issued		29934	50,506	60,635	59,231	35,000	70000
Number of ballots received		16039	28,978	24,032	26,488	12,000	28000
Number of HTML ballots issued		40	12	3	0	2	2
Number of research requests completed		121	11	14	27	12	15
Number of users accessing election information from web page		5,000	12,500	21,173	5359	7,500	6000
Cost per ballot		7	6	6	6.5	6	6.5
Percent							
Percent of time to complete an election report from date received within 5 business days	Percent	100%	100%	100%	100%	100%	100%
Percent of error rate for data entry of voter registration cards	Percent	2%	2%	2%	2%	2%	2%
Percent of turnout of cities for election board training	Percent	100%	0%	80%	0%	80%	0%

Most of the measures relate to workload and output. Assuming the Clerk's Office has little control over the number of new voters registered or the number of candidates on ballots, the measures have little to do with performance. Election reports appear to be consistently completed within five business days so unless there is a substantial change in the process, there doesn't seem to be a need to continue to monitor this; the same is true for "percent of error rate for data entry of voter registration cards" which seems to fixed at 2% in defiance of normal statistical variability.

Cost per ballot is a potentially useful efficiency measurement. Since it probably doesn't change significantly from year to year, annual reporting is probably less helpful than periodic (e.g., every five years) comparing the measure with that of other similar counties in Oregon. It may, however, be difficult to develop accurate benchmarks, since different counties could calculate cost in a way that is not comparable (e.g., treatment of overhead costs, and other costs associated with the clerk's office).

Recommendation: As long as there is no substantial change in election processes, there seems to be little value in continuing to report output measures. If, however, there is a significant change such as the development of secure digital voting, it could be useful to monitor trends in adoption of the new process until a new steady state is reached.

Clerk - Records

Clerk - Records 1355							
Measures							
Unit of Measure Description		Actual 2015-2016	Actual 2016-2017	Actual 2017-2018	Actual 2018-2019	Projected 2019-2020	Budget 2020-2021
Cost							
Number of documents recorded	Count	10,000	10,288	12,141	10,088	10,900	10,100
Number of research request completed	Count	120	60	47	72	65	60
Number of passports processed	Count	720	811	769	940	740	700
Number of marriage licenses issued	Count	480	406	338	372	440	370
Number of park passes issued	Count	134	125	94	112	94	95
Number of users accessing customer service forms on the web page	Count	5,390	5,400	4,492	9,452	7,479	5,000
Number of film rolls submitted to archives	Count	12	13	14	16	15	15
Number of boxes retained more than six months past purge date	Count	0	0	0	0	0	0
Cost per document recorded	Count	18	18	18	19	19	19
Percent							
Percent of time that records are indexed within 10 business days of receipt	Percent	100%	100%	99%	100%	100%	100%
Percent of error rate of indexing and recording documents	Percent	0%	0%	0%	0%	0%	0%
Percent of time that a marriage license is indexed within 5 business days of receipt	Percent	95%	95%	95%	99%	99%	99%

Most of the current performance measures relate to workload and outputs. There is relatively little variation from year-to-year. The measure that probably has the most effect on staffing levels is the total number of documents recorded, and even with a slight increase in FY17-18, the measure is fairly stable:

Number of Documents Recorded
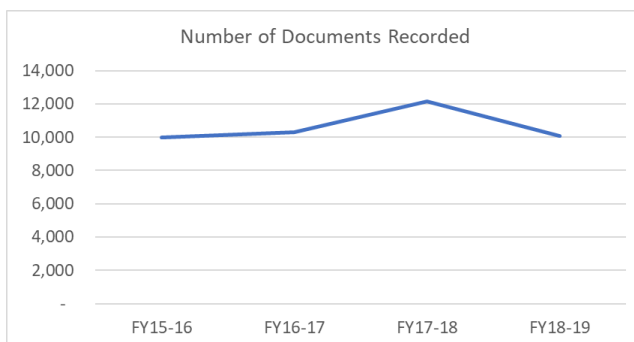
Therefore, there seems little benefit to tracking it annually.

Three of the measures relate to performance. Records are almost always indexed within 10 days, and most marriage licenses are indexed within 5 days. In what must be a unique result for mortal human beings, there are apparently never any errors in indexing and recording documents.

9

Recommendation: Given that both workload and performance measures show almost no variation over time, there seems little need to compile them annually. An efficiency measure, cost per document recorded could be useful for benchmarking with other counties, although it would be difficult to ensure that exactly the same definition of cost is used by comparison agencies. It may, however, be useful to track annually if there is a substantial change (e.g., use of artificial intelligence) in the way records are recorded and indexed.

Budget & Finance

Budget & Finance 1625						
Measures						
Unit of Measure Description	Actual 2015-2016	Actual 2016-2017	Actual 2017-2018	Actual 2018-2019	Projected 2019-2020	Budget 2020-2021
Freeform						
Vouchers Processed	13854	13193	13427	13340	13300	13500
Accounts Payable Checks Processed	5391	5977	5258	5384	5360	5350
Payroll Checks Processed	4340	4412	4760	5043	5050	5080
Budget Preparation Hours	1206	1273	1345	880	1200	1300
Percent						
Customer Service Survey ratings as Percent Excellent	93%	96%	94%	94%	90%	95%
Timely Annual Audit w/ an Percent Unmodified Opinion	100%	100%	100%	100%	100%	100%
Receipt of GFOA Budget Award Percent	100%	100%	100%	100%	100%	100%

Not surprisingly, output measures (vouchers, checks issued, etc.) remain fairly stable from year to year:

Finance Output Measures
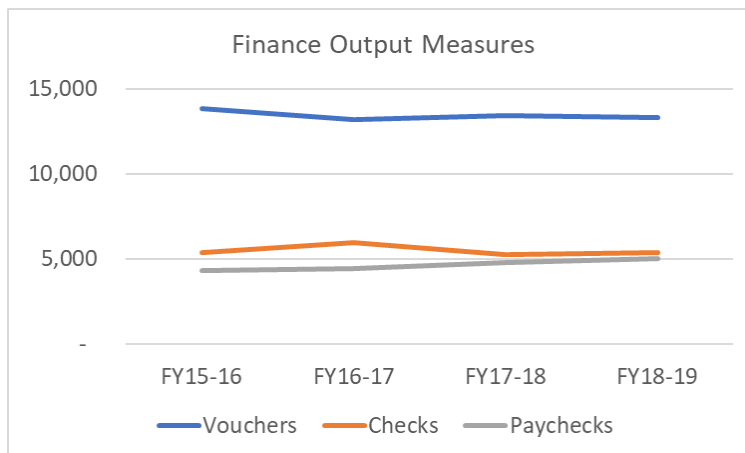
Customer service survey ratings provide a good qualitative measure of performance. Unless there are major changes in processes, however, it might not be necessary to perform and annual survey, given that a meaningful survey takes a fair amount of staff resources to develop, respond to, and analyze.

Ultimately, the quality of budget decisions would be the most critical performance measure, but since in a democracy budget decisions are made by a political process, the difference between a good and bad

decision is in the eyes of the beholder. And especially for counties, restrictions imposed by state law severely limit the county's ability to make good budget decisions.

The GFOA budget award cannot, and does not, presume to measure the substance or quality of budget decisions. Because the award criteria require an agency to do work that may provide little or no benefit to the taxpayers of the jurisdiction, eligibility for the award may be inversely related to performance, at least in terms of efficiency.

On the finance side, the annual audit and the GFOA Award for Excellence in Financial Reporting both provide a good independent measure of the organization's adherence to generally accepted accounting principles. There is little benefit to quantifying what is essentially a binary variable (e.g., whether or not the county received a clean audit), and even if there is a qualified opinion from the auditor, there is a very wide range in the impact of audit findings.

Recommendation: Continue to rely on the annual audit and GFOA financial reporting award as independent and qualitative measures of performance.

Information Systems

Information Systems   1650

Measures

Unit of Measure Description		Actual 2015-2016	Actual 2016-2017	Actual 2017-2018	Actual 2018-2019	Projected 2019-2020	Budget 2020-2021
Cost							
EASY ... less than 1 day to complete, 1 IT staff person	Count	1,260	1,500	1,500	1,400	1,760	1,600
MEDIUM ... less than 3 days to complete, 1 IT staff person	Count	500	410	400	310	250	250
HARD ... More than 3 day to complete of more than 1 IT staff person	Count	100	110	100	100	160	150
SPECIAL PROJECTS ... items specified on the annual IT project list	Count	1,450	1,500	1,600	1,600	1,660	1,600
Percent							
Percent of network availability - 24/7	Percent	99%	99%	99%	99%	99%	99%
Percent of network availability - during work hours	Percent	99%	99%	99%	99%	99%	99%
Customer Satisfaction - rating of good to excellent	Percent	95%	91%	95%	95%	96%	96%
Ratio of IS staff to total county network users	Percent	2%	2%	2%	2%	2%	2%

Output and workload measures appear to be relatively stable, and if they are at all accurate, must take a substantial amount of staff time to define and track. The network availability performance measure (a

true measure of effectiveness) does raise a question as to what causes a consistent one percent network down time (87 hours) each and every year.

A survey of internal customers is a good qualitative performance measure (even though it may appear to be quantitative, the service rating number is a very subjective measure).

Recommendation: Continue to survey internal customers on service satisfaction. Given the effort involved, it shouldn't be done annually. Consider supplementing the survey periodically with a focus group process.

The ratio of IS staff to total county network users is currently an uninteresting measure (it never varies), but it may be useful to calculate it periodically (say, every five years) as the shift to cloud computing and off-the-shelf software continues. In the same interval, it might be helpful to also track total spending on software leases.

Building & Grounds

Building & Grounds 1790							
Measures							
Unit of Measure Description		Actual 2015-2016	Actual 2016-2017	Actual 2017-2018	Actual 2018-2019	Projected 2019-2020	Budget 2020-2021
Cost							
Total number of work requests completed	Count	1,071	1,400	1,260	1,470	2,000	0
Preventative Maintence task completed	Count	0	0	0	0	1,400	0
Percent of task that are Reactive	Count	0	0	0	0	30	30
Percent of task that are Preventative	Count	0	0	0	0	70	70
Freeform							
Preventative Maintence task completed						70%	70%
Percent of task that are Reactive						30%	30%
Percent of task that are Preventative						1,400	1,400
Reactive Maintence task completed						600	600
Percent							
% of task that are Reactive	Percent	0%	0%	0%	0%	30%	30%
% of task that are Preventative	Percent	0%	0%	0%	0%	70%	70%

The only measure that provides trend information is the total number of work requests completed (an output measure). It does show a general increase, but several factors work against its usefulness for budget or management purposes. Most of the work requests are apparently self-initiated as preventive maintenance tasks, so with the typical long list of aging building and grounds facilities, there is almost no

limit to the number of preventive maintenance tasks that can be done. More important, the effort required varies largely from one task to another; replacing an HVAC unit or making a building seismically resilient takes more effort than fixing a leaky faucet.

Work Requests
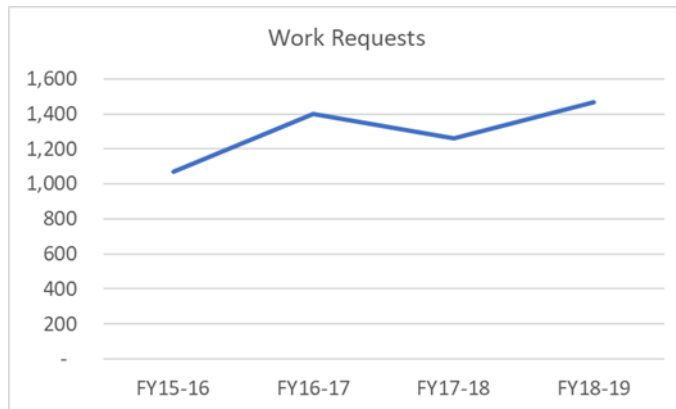
Recommendation: The current measures indicate a goal of being more preventive than reactive in dealing with facility maintenance issues. A more useful performance (outcome) measure could be yielded by an asset management system in which the condition of all assets is assessed periodically (similar to the Pavement Condition Index). But doing this takes staff time away from actually maintaining things, and it may not be worth the effort.

Parks Maintenance

Parks Maintenance 1795							
Measures							
Unit of Measure Description		Actual 2015-2016	Actual 2016-2017	Actual 2017-2018	Actual 2018-2019	Projected 2019-2020	Budget 2020-2021
Cost							
Daily Park passes sold	Count	7,844	6,281	7,480	7,500	6,500	7,500
Picnic Shelter reservations	Count	90	82	88	90	90	90
Hours in participation of park volunteers	Count	200	90	125	100	75	100

The input (volunteer hours) and output (passes sold and shelter reservations) measures do not include activities related to park maintenance itself. The most important performance measure is the quality of parks, which is by definition a qualitative measure.

Recommendation: A countywide citizen survey could provide feedback on condition of parks (although many residents might have trouble distinguishing county parks from those maintained by other jurisdictions). Or, as Yogi Berra said, you can observe a lot by watching, and Parks staff probably have a good idea of the condition of the parks.

Surveyor

Surveyor   1940

Measures

Unit of Measure Description		Actual 2015-2016	Actual 2016-2017	Actual 2017-2018	Actual 2018-2019	Projected 2019-2020	Budget 2020-2021
Cost							
Number of plats submitted for filing	Count	12	19	26	28	25	25
Number of digitally indexed surveys verified	Count	200	300	300	300	300	300
Number of surveys submitted for filing	Count	129	137	135	150	150	150
Percent							
Percent of surveys checked in 10 working days	Percent	88%	96%	84%	95%	95%	95%
Percent of survey rechecks filed in 10 working days	Percent	85%	95%	91%	100%	95%	95%
Percent of plats checked in 15 working days	Percent	92%	100%	81%	100%	100%	100%

Surveyor - Land Corner 120   1941

Measures

Unit of Measure Description		Actual 2015-2016	Actual 2016-2017	Actual 2017-2018	Actual 2018-2019	Projected 2019-2020	Budget 2020-2021
Cost							
Number of Government land corners restored	Count	4	4	4	5	4	4
Number of government corners located by GPS	Count	4	4	5	7	4	4
Number of Bearing Tree reports by Surveyors	Count	2	21	14	11	10	10
Percent							
Percent of Bearing Tree reports done in 10 days	Percent	100%	100%	100%	64%	50%	100%

The workload and output measures seem to be relatively stable, so there may not be much value in tracking them annually. Process time, or turnaround time, does seem to be a useful measure of performance, or at least of efficiency.

Recommendation: Use a time trend graph to show actual turnaround time for survey and plat checks, and Bearing Tree reports using the charts generated for the pilot programs as a template.

District Attorney

District Attorney 2160						
Measures						
Unit of Measure Description	Actual 2015-2016	Actual 2016-2017	Actual 2017-2018	Actual 2018-2019	Projected 2019-2020	Budget 2020-2021
Freeform						
Number of Police Reports Received	2136	2358	3608	3314	3400	
Number of Victim Contacts	18545	27953	29757	28195	28500	
Court Appearances Per Deputy DA	649	660	698	604	620	
Number of Juvenile Court Appearances	343	290	317	282	290	
Felony Cases Filed	443	432	409	334	350	
Misdemeanor Cases Filed	789	785	795	746	760	
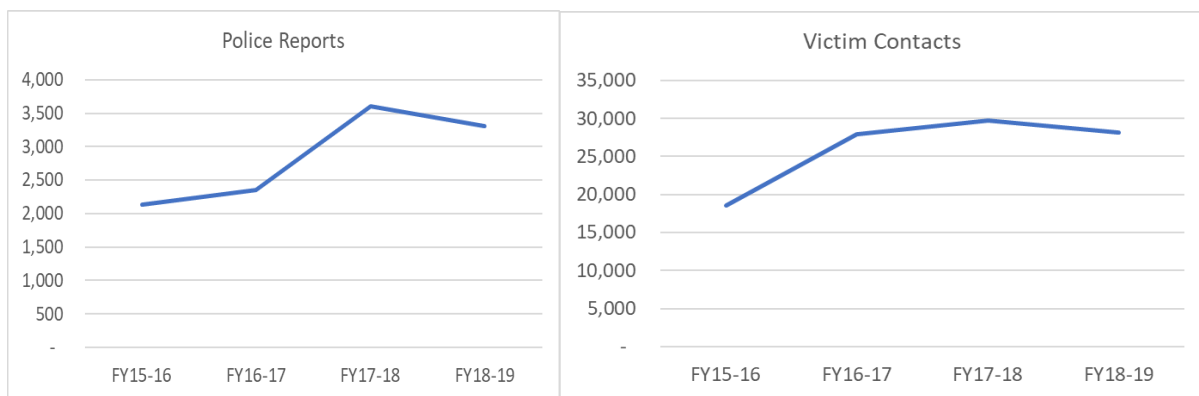
The number of police reports received could be a useful workload measure; it does show an increasing trend. It is a fairly crude instrument, since the time required for the DA's office to deal with different types of crimes will vary substantially. The number of victim contacts also seems to be a useful output measure, one over which the DA's staff have more control than for police reports.

There are many reasons for prosecuting crimes. One of them is to deter people from committing a crime or re-committing another crime. Therefore, tracking crime rates over time is an important performance measure. If this is done, however, it should be made clear to anyone reviewing the data that many factors contribute to the crime rate, and the District Attorney's Office, by itself, cannot determine it.

Recommendation: Continue tracking workload and output measures, using time trend graphs to more easily perceive changes in workload.

Child Support

Child Support 2165						
Measures						
Unit of Measure Description	Actual 2015-2016	Actual 2016-2017	Actual 2017-2018	Actual 2018-2019	Projected 2019-2020	Budget 2020-2021
Freeform						
Child Support Collected	2,072,804	2,498,546	2,354,060	2,292.201	2,125,457	
Overall County Arrearages Collected	76%	74.8%	73.46%	78.36%	67%	
Overall State Arrearages Collected	53%	55%	52.84%	58.12%	56%	

The output measure, "Child Support Collected," presumably referring to dollars, is useful in describing the scope of the program. "Arrearages Collected" by Clatsop County in comparison to the state as a whole is a good performance (effectiveness) measure. Neither seem to vary in any significant way from year-to-year (beyond normal statistical variation) so there seems to be little value to report on the data annually.

Recommendation: Continue to track the measures on a periodic basis (e.g., every five years).

Medical Examiner

Medical Examiner 2180							
Measures							
Unit of Measure Description		Actual 2015-2016	Actual 2016-2017	Actual 2017-2018	Actual 2018-2019	Projected 2019-2020	Budget 2020-2021
Cost							
Medical Examiner Cases	Count	164	134	141	128	0	0
Suicides	Count	14	13	12	12	0	0
Accidents	Count	40	14	26	18	0	0
Natural Deaths	Count	105	105	89	100	0	0
Homicides	Count	3	1	1	1	0	0
Undetermined	Count	2	1	3	0	0	0

While no performance (outcome) measures are provided, the workload measure and breakdown of types of cases is interesting.

Recommendation: Use the measures to provide information on the program, possible using a chart similar to this one to summarize the breakdown of cases over a given time period (e.g., the past five years).

Medical Examiner Cases

- Natural Deaths
- Accidents
- Suicides
- Homicides
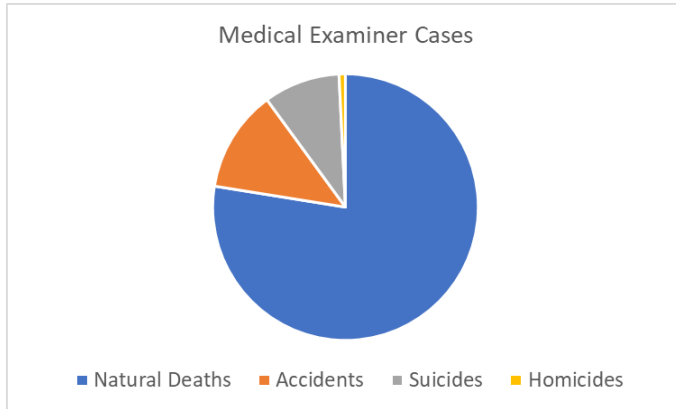
Sheriff Department

See pilot program discussion.

Juvenile Department

See pilot program discussion.

Public Works Department

See pilot program discussion.

Community Health

	Community Health 4110						
	Measures						
Unit of Measure Description		Actual 2015-2016	Actual 2016-2017	Actual 2017-2018	Actual 2018-2019	Projected 2019-2020	Budget 2020-2021
Cost							
Healthy Communities: CHART Membership continues to remain strong and relevent	Count	66	66	66	66	0	0
Animal Bite/Exposure Reports/ Investigations	Count	64	99	82	54	0	0
Number of Electronic Lab Reports	Count	1,430	1,850	1,880	2,400	0	0
Number of Reportable Diseases	Count	200	301	304	350	0	0
Death Certificates Issued	Count	1,472	1,524	1,425	1,500	0	0
Birth Certificates Issued	Count	22	44	33	30	0	0
Percent							
Timeliness of First Reports from LHD to State (<10 days)	Percent	100%	100%	100%	100%	100%	100%
Case Completion of Select Interviewed Cases:	Percent	65%	68%	100%	100%	100%	100%
Timeliness of Completion (<14 days)	Percent	86%	92%	100%	100%	100%	100%
Timeliness of Interviewed Cases (<10days)	Percent	100%	90%	100%	100%	100%	100%

Most workload and output measures provide little information that would be useful in managing the program. An increasing trend in electronic lab reports could be significant, but if it levels off, it would be less so.

Electronic Lab Reports
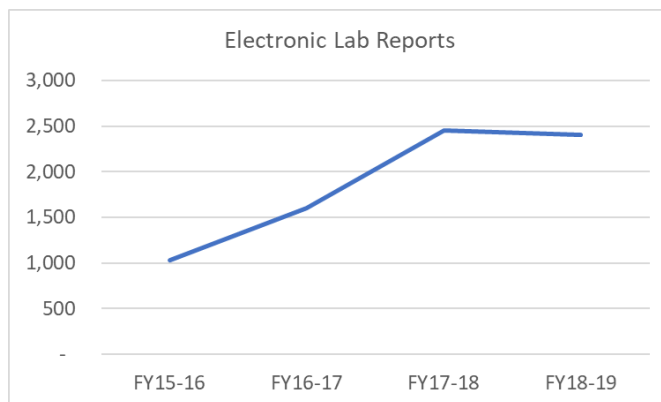
Turnaround time for a variety of activities is a good performance measure.

Recommendation: It appears turnaround time for the activities of interest is consistently within targeted limits, so unless there is a change in the way the activities are conducted, it no longer needs to be measured. If in the future there is a concern over turnaround time, actual times should be graphed as in the pilot performance measurement programs.

Tobacco Prevention

Tobacco Prevention   4112

Measures

Unit of Measure Description		Actual 2015-2016	Actual 2016-2017	Actual 2017-2018	Actual 2018-2019	Projected 2019-2020	Budget 2020-2021
Cost							
Increase # of calls to state quit line and other quit resources	Count	0	100	80	0	10	0
Implement tighter policy for Parks	Count	0	0	0	0	2	0
Tobacco Retail Licesning	Count	0	0	0	1	6	0
Improve ICAA stipulations	Count	0	0	0	1	1	0
Percent							
Reduce teen smoking rates: 11th graders	Percent	20%	18%	15%	5%	0%	0%
Reduce teen vaping by 11th graders	Percent	0%	0%	0%	0%	0%	0%

The teen smoking and vaping rates are good outcome measures.

Recommendation: The source of the teen smoking/vaping data should be indicated, and it isn't clear if the percentage refers to the total percentage of students who (report that they?) smoke or vape, or the percentage reduction in the number who say they do. The outcome measures should be shown in a time trend graph.

11th Grade Smoking Rate

Immunization
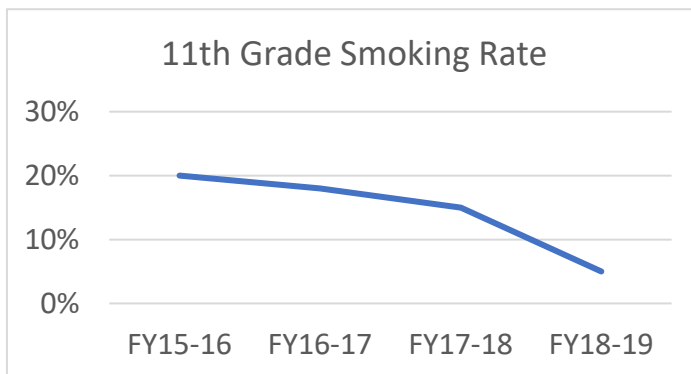
Unit of Measure Description		Actual 2015-2016	Actual 2016-2017	Actual 2017-2018	Actual 2018-2019	Projected 2019-2020	Budget 2020-2021
Immunization 4129							
Measures							
Cost							
Number of vaccinations provided	Count	1,100	1,100	1,230	1,550	0	0
Number of outreach clinics conducted includes all types of vaccines	Count	0	12	15	30	0	0
Percent							
LPHA shall increase 4th DTaP coverage rate for 24 month old by one percentage point and/or maintain rate at > 90%	Percent	80%	100%	100%	100%	0%	0%
LPHA will ensure that 80% of newborns exposed to peri-natal hepatitis B receive immunization series by 15 months of age.	Percent	100%	100%	100%	100%	0%	0%
HPV Outreach-recall notices will be sent to guardians of children ages 9-18 yrs who have previously received 1-2 vaccines at CCDPH	Percent	50%	0%	100%	100%	0%	0%

Normally output measures such as the number of vaccinations don't provide much useful information, but unusual situations such as the COVID-19 pandemic may make it worthwhile to continue to report the measures.

Some of the outcome measures appear to reflect goals of the program, although it seems the goals have been met.

Recommendation: Assuming goals have been met as shown by the current outcome measures, and as long as processes don't change, discontinue monitoring them and consider using similar measures for new goals. Rather than indicating the number that fall within a target value, consider use of a time trend graph of actual results (e.g. % of the population immunized).

Maternal & Child Health

Maternal & Child Health   4130

Measures

Unit of Measure Description		Actual 2015-2016	Actual 2016-2017	Actual 2017-2018	Actual 2018-2019	Projected 2019-2020	Budget 2020-2021
Cost							
Number of MCM clients only	Count	0	0	0	0	0	0
Percent							
Percent of clients duplicated in all MCM programs	Percent	0%	0%	0%	0%	0%	0%
Percent of clients referred to MCM from WIC	Percent	71%	75%	72%	0%	0%	0%
Percent of clients who are uninsured	Percent	4%	20%	22%	0%	0%	0%
Percent of clients who use tobacco before and during pregnancy	Percent	61%	55%	56%	0%	0%	0%
Percent of clients who receive regular prenatal care	Percent	91%	92%	92%	0%	0%	0%
Percent of clients referred to a primary care provider	Percent	57%	95%	92%	0%	0%	0%
Percent of clients referred for immunizations	Percent	100%	100%	100%	0%	0%	0%
Percent of clients referred for family planning 1st post partum home visit	Percent	96%	100%	100%	0%	0%	0%

Babies First   4133

Measures

Unit of Measure Description		Actual 2015-2016	Actual 2016-2017	Actual 2017-2018	Actual 2018-2019	Projected 2019-2020	Budget 2020-2021
Cost							
Number of Babies First and CaCoon Clients	Count	143	152	160	320	350	475
Percent							
Percent of clients duplicated in BF/CaCoon programs	Percent	2%	32%	45%	55%	55%	60%
Percent of clients refered to BF/CaCoon from WIC	Percent	39%	40%	55%	65%	65%	65%
Percent of BF visits where child development is documented in ORCHIDs	Percent	100%	100%	100%	100%	100%	100%
Percent of BF visits where well child care is documented in ORCHIDS	Percent	100%	100%	100%	100%	100%	100%
Percent of CaCoon visits where child development is documented in ORCHIDS	Percent	100%	100%	100%	100%	100%	100%
Percent of CaCoon visits where well child care is documented in ORCHIDS	Percent	100%	100%	100%	100%	100%	100%

Ideally, performance measures would provide information on the actual health of mothers, babies, and children in the county, although as a practical matter it is probably impossible to obtain accurate data to do this.

Recommendation: Track annual workload and output measures only for those, if any, that provide useful information in managing the program

WIC

W I C Program 4140							
Measures							
Unit of Measure Description		Actual 2015-2016	Actual 2016-2017	Actual 2017-2018	Actual 2018-2019	Projected 2019-2020	Budget 2020-2021
Cost							
Numbers of women, infants, and children on authorized caseload	Count	1,134	1,150	1,050	1,000	850	800
Numbers of woman, infants, and children who participated in WIC	Count	1,134	1,100	1,005	995	890	850
Freeform							
Total dollars authorized to WIC retailers in Clatsop County		$700,000					
Farm direct dollars to farmers in Clatsop County		$5000					
Percent							
Percentage of pregnant women in Clatsop County served by WIC	Percent	51%	51%	51%	60%	0%	0%
Percentage of participants attending nutrition education classes	Percent	65%	60%	55%	60%	0%	0%
Percent WIC moms who start out breastfeeding	Percent	85%	85%	89%	90%	0%	0%

Workload and output measures may be useful in describing the nature and scope of the program, but probably not for much else.

Recommendation: Given that the county is acting as the local administrator of a national program, actual performance (outcomes) related to the mission and goals of the program should be done at the national level, especially since women, infants and children tend to be fairly mobile.

Family Planning

Family Planning 4160							
Measures							
Unit of Measure Description		Actual 2015-2016	Actual 2016-2017	Actual 2017-2018	Actual 2018-2019	Projected 2019-2020	Budget 2020-2021
Cost							
Total number of clients served	Count	550	500	400	400	0	0
Total number of clinical and lab services	Count	2,000	2,350	2,250	2,050	0	0
Number of pregnancies averted based upon birth control methods used prior to and post clinic visit	Count	110	115	150	160	0	0
Percent							
Percent of clients Teens < 20 years served	Percent	20%	20%	20%	25%	26%	33%
Percent of visits in which Emergency Contraception was dispense	Percent	29%	30%	30%	25%	30%	35%
Percent of clients 150% below the poverty level	Percent	18%	20%	20%	20%	30%	35%
Percent of uninsured clients for primary care	Percent	59%	61%	62%	63%	30%	50%
Percent CT tests not meeting IPP screening criteria	Percent	0%	0%	0%	0%	0%	0%

Some of the workload and output measures seem to be rough estimates, and it is hard to tell if they are of much use in managing the program.

Recommendation: The "number of pregnancies averted" seems to be a very good outcome measure and should continue to be monitored, even though the measure itself is somewhat speculative.

Emergency Preparedness (Public Health)

Emergency Preparedness 4170							
Measures							
Unit of Measure Description		Actual 2015-2016	Actual 2016-2017	Actual 2017-2018	Actual 2018-2019	Projected 2019-2020	Budget 2020-2021
Cost							
Develop and implement preparedness exercises (real events count)	Count	3	3	3	3	0	0
Number of deaths related to PH emergency	Count	0	0	0	0	0	0
Percent							
Percent of monthly PHEP conference calls made	Percent	90%	100%	100%	100%	100%	100%
Percent of Health Alert profiles up to date	Percent	100%	100%	100%	100%	100%	100%
Percent of monthly EPREP meetings made	Percent	90%	100%	100%	100%	100%	100%
Percent HAN of tests responded to	Percent	100%	100%	100%	100%	100%	100%
Percent of staff who reference PH emerg protocol	Percent	90%	100%	100%	100%	100%	100%
Percent of staff able to fill ICS positions	Percent	90%	100%	100%	100%	100%	100%

It is difficult to measure the effectiveness of programs designed to prevent something happening. Drills and tabletop exercises can reveal shortcomings in an emergency preparedness program, but the real test occurs in an actual emergency, with qualitative assessments of performance.

Measuring outputs or activities is helpful in assessing progress toward strategic goals, in this case being prepared for a public health emergency. It appears that the goals have been met and no further monitoring is necessary as long as the current processes continue.

Recommendation: Measure outputs or activities only if this is helpful toward meeting new strategic goals.

Onsite Sewage Systems

Onsite Sewage Systems		4174					
Measures							
Unit of Measure Description		Actual 2015-2016	Actual 2016-2017	Actual 2017-2018	Actual 2018-2019	Projected 2019-2020	Budget 2020-2021
Cost							
Number of site evaluations	Count	120	110	125	135	150	150
Number of construction permits	Count	175	180	185	189	195	190
Number of reinstatements, transfers and renewals	Count	4	5	5	3	2	3
Number of authorization notices	Count	10	8	9	10	8	7
Number of repair permits	Count	55	62	65	85	100	100
Number of complaints about failed systems	Count	10	12	14	25	15	20
Number of record requests	Count	200	350	400	565	700	750
Number of technical assistance requests	Count	25	25	28	20	15	15
Number of attendees of "Septic Systems 101"	Count	200	45	35	54	120	125
Number of visits to OSS website	Count	300	300	300	300	350	300
Percent							
Percent of failed system reports resolved	Percent	100%	100%	100%	100%	0%	0%

Workload and output measures may be useful in describing the program but may not have much value in managing it. A few of the measures seem to be rough estimates (at least for past years).

It would seem a primary goal of the program is to prevent groundwater contamination due to onsite sewage systems. But this is difficult to measure.

Recommendation: Unless sensor technology allows measurement of groundwater contamination or other evidence of failed septic systems, producing output or workload measures is probably not worth the effort.

4-H & Extension

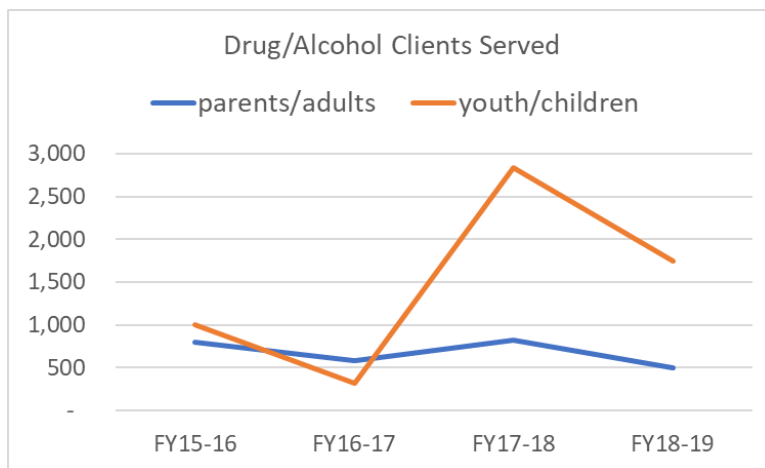|	4-H & Extension 5850					
Measures						
Unit of Measure Description	Actual 2015-2016	Actual 2016-2017	Actual 2017-2018	Actual 2018-2019	Projected 2019-2020	Budget 2020-2021
Freeform						
Number of Programs, workshops, client meetings	1,540	1,618	1,701	1,785	1,803	1,850
Number of clientele contacts	53,219	58,210	61,102	68,663	69,126	70,000
Newsletter distributed	12,022	13,092	13,118	13,568	13,618	14,000
Number of volunteers managed	461	483	498	563	582	600
Number of 4-H Club members	992	974	419	431	428	450
Extension volunteer service hours generated	24,913	25,339	26,142	27,319	27,819	30,000
Number of in-school enrichment & other program participation 4-H/non-4-H members	5,666	6,039	6,418	6,664	6,723	7,000
New publications produced	13	10	5	7	6	8
Total value of 4-H livestock auctioned at fair	$351,320	$354,422	$341,475	$364,744	$409,035	$410,000
4-H Projects exhibited at fair	1,442	1,511	2,020	2,099	2,312	2,400
Average teaching effectiveness from evaluations (scale of 1-6; 6 being best)	5.8	5.9	5.8	5.9	5.9	6.0
Percentage of program participants adopting practices taught	85%	87%	88%	88%	88%	90%

Most of the measures address outputs and activities and are probably more useful in a program description than for managing the program. The teaching effectiveness evaluations are an indirect measure of an outcome of the program, but the ratings don't vary much and are near the top of the scale, so continuing to collect the measure might not be worth the effort unless the program is changed. The source of the data for "percentage of program participants adopting practices taught" should be indicated. Again, there isn't much variation in the measure.

Recommendation: Consider effectiveness measures such as the teaching effectiveness measure, but only to test the effect of changes to the program if and when they are made.

Drug & Alcohol Prevention

Drug & Alcohol Prevention   7156

Measures

Unit of Measure Description		Actual 2015-2016	Actual 2016-2017	Actual 2017-2018	Actual 2018-2019	Projected 2019-2020	Budget 2020-2021
Cost							
Number parents/adults served	Count	800	579	822	500	200	0
Number youth/children served	Count	1,000	315	2,838	1,750	450	0
Number leadership opportunties or TA on prevention practices	Count	20	23	30	50	20	0

The output measures on adults and youth served are interesting due to the extreme swings in the numbers but may not reflect long term effects. The measures also mask what are probably wide variations in the effort and results of "serving" different individuals.

Recommendation: Effectiveness is probably impossible to measure since so many factors contribute to drug and alcohol addiction. Nevertheless, it would be good to track measures related to the extent of addiction, such as number of crimes in which drug or alcohol use is a factor.

Building Codes

Building Codes 7165						
Measures						
Unit of Measure Description	Actual 2015-2016	Actual 2016-2017	Actual 2017-2018	Actual 2018-2019	Projected 2019-2020	Budget 2020-2021
Freeform						
Permits Issued	2150	2141	2116	2157	2100	2100
Inspections	9646	9778	10523	9658	9500	9500
Plan Reviews	249	222	204	200	250	250
Percent						
Requested Inspections Done by Percent Next Business Day	95%	97%	99%	99%	99%	99%
Plan Reviews Completed within Percent Required Timeframe	95%	95%	95%	95%	95%	95%
Permits Issued Within the Same Day Percent	85%	85%	85%	85%	85%	85%

The output measures would be useful in the description of the program (service). Permits issued for new residential units is a leading indicator for future (unincorporated) population growth and so graphing this measure may of value to many county departments.

Effectiveness is ultimately the quality and safety of new construction, which is difficult to measure. From a customer service perspective, turnaround time for plans review is a important. The measures reported here are clearly rough estimates, but they indicate—at least as of FY18-19—a fairly decent turnaround time.

Recommendation: Seek qualitative input from customers on satisfaction with plan review and permit issuance turnaround times. If there is some concern over it, measure and graph actual turnaround times, similar to the measure for land use applications turnaround.

County Fisheries

Clatsop County Fisheries 8500						
Measures						
Unit of Measure Description	Actual 2015-2016	Actual 2016-2017	Actual 2017-2018	Actual 2018-2019	Projected 2019-2020	Budget 2020-2021
Freeform						
Spring Chinook pre-smolts received and reared at three location	1,240,00	1,400,00	1,459,59	1,615,699	2,020,000	2,122,000
Coho fingerlings/pre-smolts received and reared at four locations	2,092,00	1,238,44	2,534,68	1,957,142	2,050,000	2,315,000
SAB fall Chinook eggs collected	1,240,00	334,056	61,600	0	0	650,000
Coho eggs collected		360,000	180,000	106,336	292,000	450,000

While ultimately the viability of the overall salmon fishery is (presumably) the goal of this and similar programs, measuring output (number of fish reared) is a form of outcome measure for this program.
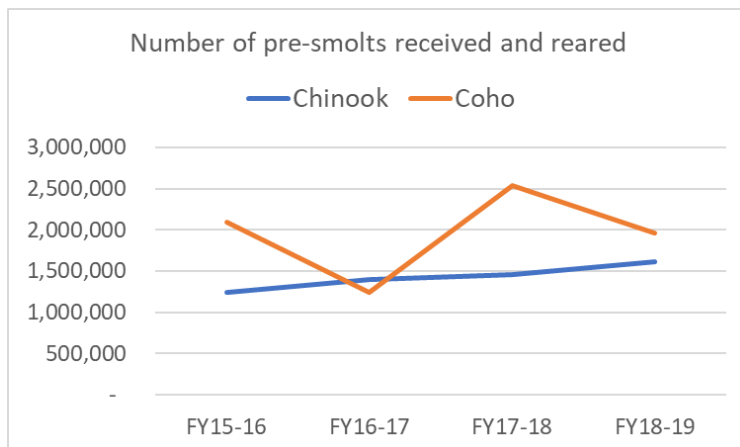
Recommendation: Continue to track trends in chinook and coho received and reared.

Number of pre-smolts received and reared