

Section 5

**Performance: Citywide Framework and Technical  
Guidance**

## Portland's Performance Management Framework

The City of Portland has a strong history of focusing on performance and results. As far back as the early 1970s, the City made efforts to improve performance. Performance measures were first incorporated into the City's budget documents in 1977. Over the last several years, the City Budget Office has been heightening the focus on performance management both in and out of the budget process. All performance measures reported in the City budget are published by service area in an interactive [performance dashboard](#), measure data is incorporated into budget reviews and recommendations, [GATR sessions](#) have fostered better performance in specific areas of interest to the Mayor and Council, and the City's results are formally assessed each year through the annual [Prior Year Performance Report](#).

Thanks to improvements in technology, data collection, and the increased attention of decision-makers to performance outcomes, the City of Portland is increasingly shifting towards governing with data and reviewing the outcomes of its programs – rather than making decisions largely based on instinct and anecdotal evidence. In doing so, Portland is part of a greater movement of forward-thinking governments that are optimizing the power of data to create better results for their communities.

At a fundamental level, an organization with an effective performance management system should be able to answer these questions:

- What did we accomplish?
- How efficiently did we accomplish it?
- What impact did your accomplishments have on the community?

However, even answering these questions represents performance **measurement**: collecting, reporting, and analyzing data. Over the past few years, Portland has made great strides in the City's capacity to conduct performance **management**. Bureaus are setting goals and establishing strategic plans, hiring on management analysts and database engineers, developing data inventories, and investing in new systems and tools for data collection, analysis, and visualization.

This is good news because teams with strong data management and analytics practices will help generate insights for decision makers. But those decision makers must routinely convene to decide which actions are worth taking. To improve results for the community – especially within existing resources – Portland must continue to expand its systems to incorporate the use of this data and evidence.

As part of FY 2020-21 budget development, CBO is making some important changes to the City's performance management framework to facilitate greater use of Citywide performance data. CBO recognizes that most bureaus also conduct performance management to inform program operations and management decisions on a more detailed level. However, a consistent and shared Citywide reporting system is critical to informing budgetary tradeoffs between bureaus or amongst service areas and providing shared information for cross-bureau audiences including City Council, City equity managers and City asset managers. Especially given Portland's commission form of government, a strong Citywide performance management

system is critical to working across traditional organizational silos and serving the community more effectively.

CBO is making three important changes to performance reporting in FY 2020-21 in order to facilitate improved consistency and greater use of performance data in the City. First, bureaus will be reporting measure data on a quarterly basis, in accordance with data availability. CBO will work with bureaus to assess performance and report progress on City priorities to Council in a corresponding quarterly report and interactive dashboard. Second, CBO will conduct a review of each bureau's suite of measures submitted in the FY 2020-21 Requested Budget. This review is to ensure that each bureau has a diverse set of measures that capture the results of core programs and services, and that measures reported by more than one bureau are consistent. Third, CBO will establish a short list of Citywide key performance measures to address gaps or inconsistencies in reporting. These measures will be established via memo in December 2019.

Bureau staff interested in designing the FY 2020-21 quarterly performance report and other ongoing processes may join the Performance Advisory Committee that will be convened beginning in March 2020. Contact [Shannon Carney](#) to participate or to learn more.

### ***Organizational Roles and Responsibilities***

Though the City Budget Office is charged with coordinating Citywide performance management, much like the budget process, performance management is a shared responsibility across the City. Bureaus, CBO, Council Offices, and even the Portland community each play important roles in ensuring that the City is conducting performance management effectively – that is, that the City is making progress towards its priorities, and delivering better results for the community. Here is an overview of each of these roles and responsibilities:

#### *City Bureau Staff*

- Develop performance measures that indicate the success of programs and outcomes of bureau core services;
- Collect/determine performance measure metadata;
- Conduct data collection for performance measures;
- Set annual and strategic targets for performance measures; and
- Report on measure values and metadata as “data owners” (input into BFM).

#### *City Budget Office*

- Support bureau performance measure development and target setting;
- Approve performance measures;
- Ensure consistency of measures, both across bureaus and for individual measures;
- Develop Citywide key performance measures;
- Incorporate performance results into budget recommendations, reviews, reports, and other deliverables to support Council decision-making;
- Provide Citywide reporting of performance measures.

### *Council Offices*

- Work together to set Citywide or service area goals;
- As Commissioners-in-Charge, set bureau goals;
- As Commissioners-in-Charge, approve bureau performance measure targets;
- Review progress on bureau and City performance;
- Alter operations or policy as needed to address performance deficits or support positive results.

### *Portland Community Members*

- Help establish City vision and goals;
- Provide feedback on City services and priorities;
- Provide feedback on bureau measures (through bureau/budget advisory committees);
- Ultimately, hold the City accountable for results.

## **Performance Measure Types**

The City's performance management system has four primary measure types in order to better describe the success of our various programs and services. Bureaus select a measure type for each measure as a metadata field in BFM. Bureaus are considered *data owners* for those measures that they report on in Form 1800.

- **Workload measures** describe a quantity of work performed.
- **Output measures** are things that the bureau "produces". Outputs are activity-oriented, measurable, and usually under managerial control.
- **Outcome measures** answer the question, "Is anyone better off?" because of the program/service. External forces can limit managerial control. This category may include measures of service quality.
- **Efficiency measures** are inputs used per unit of output. They tell at what cost (whether time or monetary) the units were produced.

Each bureau also determines a handful of **Key Performance Measures, or KPMs**, that best represent the outcomes of the bureau's core service delivery. KPMs are typically outcome measures that represent the ultimate policy intent of the bureau rather than results that have a strong degree of managerial control. That said, efficiency measures often make appropriate KPMs, especially for internal services functions. KPMs should be selective, clearly understandable, results-oriented, useful, reliable, and comparable.

Key Performance Measures are important because these measures create a Citywide suite of measures that communicate the City's intended outcomes, and provide Council and bureau leadership with information to guide decision-making. KPMs are especially useful to connect City operations to strategic priorities. New in FY 2020-21, CBO will establish a shot list standardized **Citywide performance measures** that will be added to the City's list of key performance measures. This is to improve the consistency of the City's performance data and fill gaps in areas of reporting. These measures will generally be reported on by a subset of relevant bureaus, however, some measures may be reported on by all bureaus. CBO will issue the list of Citywide key performance measures by memo in December 2019.

When considering the **suite of measures** to report in the Citywide system, bureaus should consider whether the listed measures provide meaningful information as to whether its programs and services are successful. It's important that each bureau have a diverse set of performance measures, in order to provide a balanced view of program accountability and communication of intended outcomes.

**Program offers** also provide a helpful lens from which to consider the bureau's suite of measures. Every performance measure for which a bureau is a "data owner" should be associated with one of the bureau's program offers. Conversely, each program offer should include at least one of that bureau's performance measures. However, it is important to note that program offers can be associated with performance measures reported on by other bureaus. This is especially helpful when associating program offers with outcome-type measures. Additional guidance for associating performance measures to program offers can be found in Section 5.

To improve consistency and completeness of performance reporting, CBO will conduct a review of each bureau's suite of measures in the FY 2020-21 Requested Budget. This review will be completed with feedback provided back to bureaus by February 20, 2020.

To create a new performance measure, archive an obsolete measure, or change a measure title, enter requests into the [Performance Measure Change form](#) and email the form to your CBO analyst.

### ***Performance Measure Reporting***

In FY 2020-21, the City will be moving from collection and reporting of performance data on an annual basis, to reporting performance data on a quarterly basis in accordance with data availability. Convening decision-makers to consider progress towards the City's priorities on at least a quarterly basis is considered best practice for municipal performance management. Regular discussion of City performance fosters a focus on the *results* of programs and services, a focus that can permeate City strategies, process, organizational culture and decisions.

Beginning in FY 2020-21, bureaus will be reporting measure data on a quarterly basis in BFM for all performance measures that are available on a transactional, daily, weekly, monthly, or quarterly basis. CBO will work with bureaus to assess performance on a quarterly basis. CBO will report progress on City priorities to Council in a corresponding quarterly report and interactive dashboard.

Bureau staff interested in designing the FY 2020-21 quarterly performance report and other ongoing processes may join the Performance Advisory Committee that will be convened beginning in March 2020. Contact [Shannon Carney](#) to participate or to learn more.

### ***How to Develop Measures***

Developing performance measures can seem like a challenge if you don't know where to start. This section provides a starting point to help bureaus identify or develop performance measures that capture the mission, vision, and values of the organization. However, it does not replace hands-on assistance. Given the need to develop additional programmatic measures for

FY 2020-21, CBO will offer workshops in January 2020 to aid in performance measure development. Bureaus that would like additional support for identifying meaningful performance measures that align with the Citywide system should contact their CBO analyst for a customized workshop. Below are some ways that bureaus can create a performance measure

### Copy it

Use a measure you like from a peer jurisdiction or industry group. Scanning the known environment of performance measures used in comparable cities is a great way to save time and avoid reinventing the wheel.

Check out these “indicator catalogs” to get started:

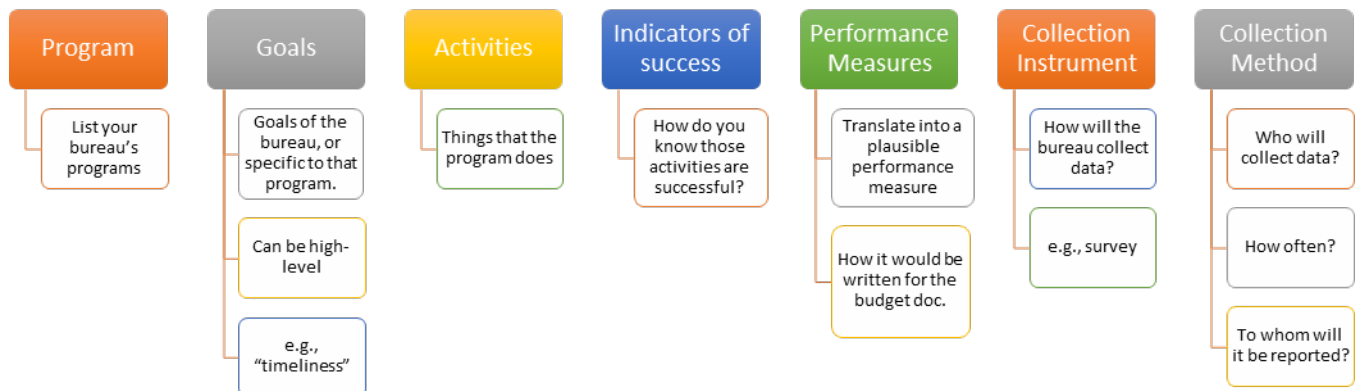
- [Community Indicators Consortium \(CIC\)](#)
- MSRC (Washington state) [Performance measurement resource page](#)
- Gov Ex [Catalogue of Performance Indicators and Metrics](#)

### Map it out

Put a bird on it – Portland’s city services are sometimes unique! So, you may want to use frameworks like the ones below to identify indicators of success that are derived from your bureau or program goals. The first framework may be more useful to drill down at the program level, and provides an accessible roadmap for creating a performance measurement system. The second framework is a logic model that helps connect the mission/vision/values of the bureau to different measure types.

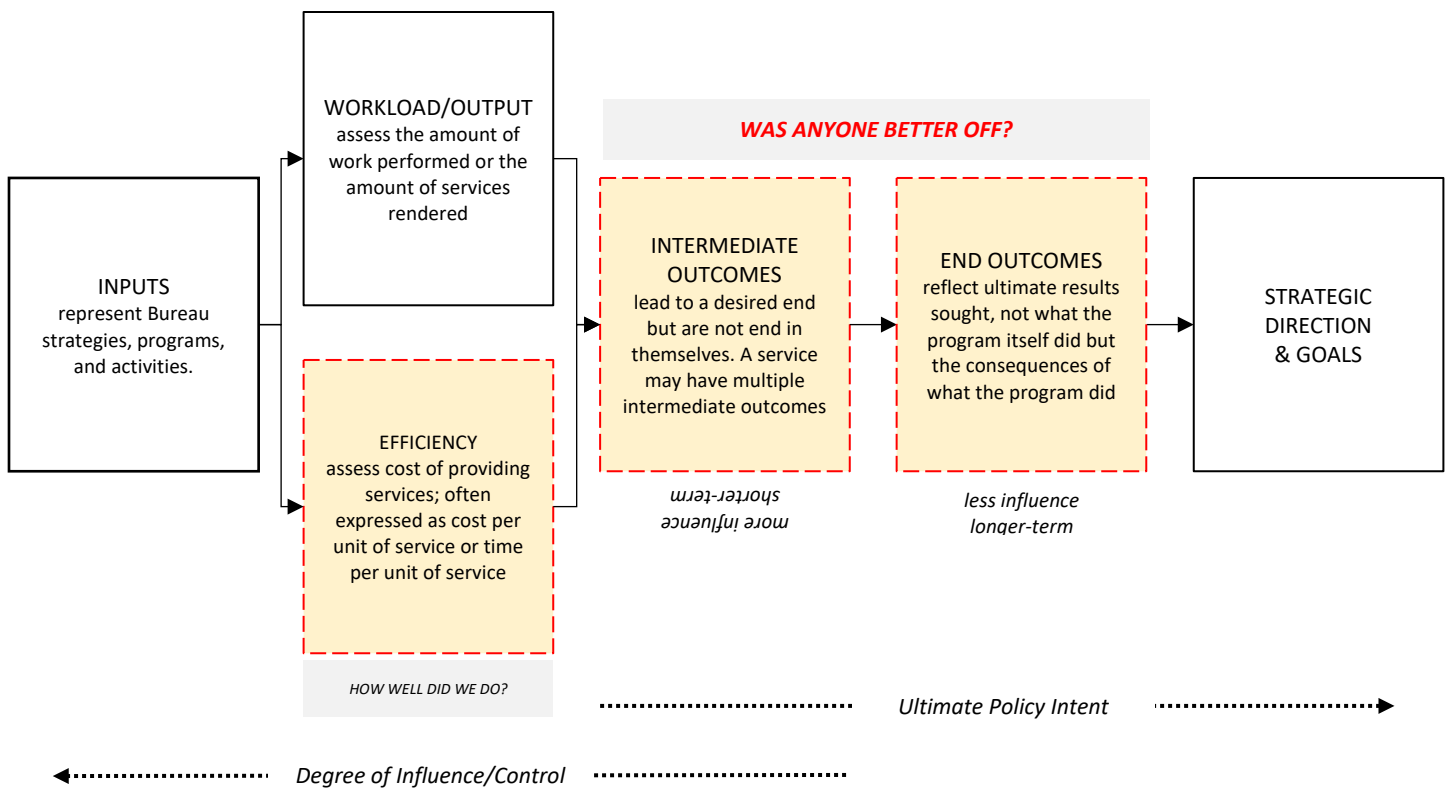
#### Framework One: Developing Program-level Performance Measures

The framework below encourages the measure creator to deconstruct the goals of their bureau programs and prompts them to ask what steps they take to achieve them. From there, they can think of “indicators of success” which can then be re-coded into performance measurements.



#### Framework 2: Logic Model to Demonstrate Cause-and-Effect Pathway

This framework is a logic model that helps connect the mission/vision/values of the bureau to different measure types. It may be more useful to identify bureau and City key performance measures.



## Setting Annual and Strategic Targets

Annual and strategic targets communicate the results that the City expects to achieve for the community in the coming year and over the long term. It is each bureau’s responsibility to set annual and strategic targets for each performance measure.

As a final step for the requested budget submission, performance measure targets should be reviewed each year with the bureau leadership and the Commissioner-in-Charge, who approves the targets as part of the bureau’s requested budget submission. This is to ensure that stated targets reflect the bureau’s intended level of service.

Later in the budget process, bureaus also play an important role in adjusting annual targets to reflect the inclusion of decision package requests. Please see the Technical Instructions section below for detailed guidance on how to set annual and strategic targets.

## Performance Measure Metadata

Metadata is the “data about the data”, and this information is a critical component of City performance measure reporting. Performance measure metadata improves validity of performance data by identifying specific points of contact and offering information about the data including reliability and collection methodology. Metadata also communicates key information about the measure that is not related by the measure title alone. Finally, performance measure metadata promotes the use of performance data both amongst City bureaus and by external community-based and academic organizations.

All City performance measures are published on CBO's online bureau performance dashboard. Much of the contextual information below is published alongside measure values, in order to provide a more transparent accounting of City program and service results. Bureaus should review their metadata for accuracy and complete any necessary updates prior to requested budget submission. In BFM reporting, users can go to Performance Management and run the Performance Metadata Key for a comprehensive report that will display all performance measures as well as directions for updating measures. Specific definitions for each metadata field are noted in detail in the technical instructions for performance measure metadata data entry below.

## Performance Technical Guidance

### *Performance Measure Values Entry*

Bureaus should provide performance measure values for active measures for which they are the "data owners". These measures will primarily be those in which the measure ID includes the bureau's 2-character code. In BFM, this data entry is completed in the Performance Measure form (form 1800) under the Performance Management tab. Bureaus are responsible for ensuring the accuracy of reported performance measure data.

- Under Performance Mngmt >Performance Measure Form>,
- Select Bureau> "Detail">Pencil icon (to the right of the "Justification" column). This opens up columns available for entry.

Use BFM to enter performance measure values for:

- 1. FY 2020-21 PM Goal:** This value is the bureau's annual target for the measure. The value represents what the bureau expects to achieve for that particular measure in the coming year, based on known resources contributing to the measure. Bureaus should enter a single performance measure target for each performance measure that will be updated in the proposed and approved stages of the budget process. Note the guidelines for these stages below.
  - a. Requested Budget:** With the submission of the requested budget, this value should reflect what the bureau expects to accomplish, without factoring in the effects (negative or positive) of requested decision packages – those impacts should be described in the decision package narrative). Annual targets may be influenced by a benchmark or industry standard, but should also be a value that the bureau reasonably expects to achieve with existing resources.
  - b. Proposed Budget:** Measure target should be updated reflect the estimated impact of any decision packages included in the Mayor's Proposed Budget on a performance measure. These effects may be positive or negative, and should include the impact from all decision packages combined.
  - c. Approved Budget:** Measure target should be updated reflect the estimated impact of any decision packages included in the Approved Budget on a performance measure.



2. **Strategic Target:** The strategic target is expected to be relatively stable year to year, but bureaus may update this value as needed. To update, use form 1800 and enter a single number in the same numeric form (decimal, percentage, etc.) as measure value. The strategic target represents the bureau’s long-term level of service goal for the measure, as informed by City administrative code, City or bureau strategic plan, or other policy document.
  
3. **Current Year Performance Measure Actuals Reporting:** Bureaus can now report their performance measure actuals on a monthly or quarterly basis in BFM throughout the year to ensure availability of the most recent program results. *In FY 2020-21, performance measure actuals will be reported on an at least quarterly basis, in accordance with data availability.* If measure data is only available annually, then those measures will be updated at the close of the fiscal year. See the table below for instructions on how to report on each measure, based on frequency:

<i>Identified Frequency</i>	<i>CY Reporting</i>	<i>Reporting process</i>
<b>Transactionally</b>	Monthly	Enter a monthly value for the measure in <b>FY 2019-20 PM AP01, FY 2019-20 PM AP02, FY 209-20 PM AP03, FY 2019-20 PM AP04, FY 2019-20 PM AP05, FY 2019-20 PM AP06</b> , etc.
<b>Monthly</b>	Monthly	
<b>Quarterly</b>	<b>Quarterly</b>	Enter data for Q1 in <b>FY 2019-20 PM AP03</b> Enter data for Q2 in <b>FY 2019-20 PM AP06</b> Enter data for Q3 in <b>FY 2019-20 PM AP09</b> Enter data for Q4 in <b>FY 2019-20 PM AP12</b>
<b>Annually</b>	Annually	Enter data for FY 2019-20 actual in <b>FY 2019-20 AP12</b>

4. **Justification:** This column provides a field for bureau data owners to communicate about measure values to CBO as well as other bureaus that may be associating the measure with their programs. In FY 2020-21, bureaus will be required to provide a brief explanation in this field when reporting on each key performance measure. Entries are saved (not overwritten) and the audit trail of measure notes may be retrieved through BFM reporting.

**NOTE:** The following columns are locked in BFM as the data was due at an earlier stage or prior budget process. If bureaus wish to update data for these or other historical data, please contact your CBO analyst:

- FY 2018-19 Performance Actuals (PY1\_Actual)
- FY 2019-20 Performance Target

## Performance Measure Metadata – Data Entry

Bureaus are responsible for entering performance measure metadata for active measures that appear on the bureau's Form 1800 (see above). These are the measures for which the bureau is reporting values data.

Bureaus should review their metadata for accuracy and complete any necessary updates prior to requested budget submission. In BFM reporting, users can go to Performance Management and run the Performance Metadata Key for a comprehensive report that will display all performance measures as well as directions for updating measures.

In BFM, metadata entry is completed in the Performance Measures – Dimension under the Performance Mngmt tab. Navigate to the available fields by clicking through:

- Performance Mngmt>Performance Measures>Dimension
- Select “Edit” button to navigate to the tabs and metadata fields below.

### Attributes tab

- **Name:** This is a “short name” used to refer to the measure in the system when a longer title is infeasible. It is not the name used for publishing purposes.
- **Measure Title:** This is the published title of the performance measure.
- **Graph Title:** For measures to be graphed in the budget document, include a brief title. The first letter of each word in the title should be capitalized except for conjunctions (e.g. and, as, if, but, for, etc.).
- **Graph Description:** Include a brief explanation (1-3 sentences) of performance outcomes achieved in relation to fiscal year and strategic targets set by the bureau, or by the City. Provide reason for apparent trends. This field is published on the [City bureau performance dashboard](#) for all measures, and is used in budget documents for graphed measures.
- **Active?:** This denotes whether this is an active measure.

### Groups Tab

- **Publish Measure:** Use the dropdown menu to select ‘YES’ to publish or ‘NO’ to not publish the measure in the budget document.
- **Graph Measure:** Use the dropdown menu to select ‘YES’ to graph or ‘NO’ to not graph the measure in the budget document. Bureaus are encouraged to graph their Key Performance Measures, at a minimum.
- **Desired Direction:** Indicates the desired trend for this measure. See drop down selection.
- **Reliability:** Refers to the expected accuracy and reliability of the performance data. Dropdown menu.
  - *High accuracy* – data gathered via reliable process designed to validate or verify the information;
  - *Medium accuracy* – somewhat dependable process designed to validate or verify the information;

- *Low accuracy* – data gathered without a dependable process to validate or verify the information. This designation can also be used to indicate that bureau does not have a reliable method of data quality assurance.
- **Graph Title:** For measures to be graphed in the budget document, include a brief title. The first letter of each word in the title should be capitalized except for conjunctions (e.g. and, as, if, but, for, etc.).
- **Datatype:** Select a code from the dropdown menu to indicate how data values should be formatted.
- **KPM:** Check the box if the measure is a Key Performance Measure (KPM). KPMs are indicators of bureau core service delivery that create a layer of Citywide indicators and guide Council decision-making
- **Frequency:** Frequency of collection, or how often are component variables collected (options include transaction, weekly, monthly, quarterly, or intermittently); frequency may vary from when data is reported.
- **Measure Type:** Performance measure types include workload, output, outcome, efficiency, and key performance measures. Select an option from the drop-down menu that best fits the indicator. Measure definitions are as follows:
  - **Workload measures** describe a quantity of work performed.
  - **Output measures** specify quantity or number of units produced. Outputs are activity-oriented, measurable, and typically controllable.
  - **Outcome measures** are qualitative consequences associated with a program or service. External forces sometimes limit managerial control of the measure. Outcome measures express “why” City services or programs exist, and can include measures of service quality.
  - **Efficiency measures** are inputs used per unit of output. They tell us “at what financial cost” were these inputs, outputs, and outcomes reached.

## Description Tab

- **Unit of Measure:** For measures to be graphed in the budget document, enter a unit of measurement to be displayed on the Y-axis of the graph.
- **Formula:** Mathematical equation used to calculate the measure. For example, to calculate BPS on-time trash collection during scheduled hours, divide the number of times it was collected on time by the total number of times trash was collected.
- **Target Year:** Indicates the year that the bureau expects to achieve the strategic target (enter 4-digit year, e.g. 2049). To communicate achievement of the strategic target in a particular fiscal year, enter the end of that year (e.g., FY 2020-21 would be entered as 2021). Do not enter a month or date value.
- **Strategic Plan:** Cite the City administrative code, City or bureau strategic plan, other policy document, or state/regional code or strategic plan referenced in the creation of the strategic target.
- **Collection Methodology:** Use this field to describe how data is collected for the performance measure. Include (1) data collection mechanisms (describe ways the data will be collected, survey forms, printed reports, contractor performance reports, etc.); (2) data sources (manual logs, check sheets, computer databases, surveys,

spreadsheets, etc.); data collection time frame (i.e. reporting time lag); data storage location.

- **Program Mgr:** Name and email address of the person overseeing the program reflected by the measure. Reported as “Bureau data source program manager” on the bureau performance dashboard.
- **Program Mgr Email:** Email address of the City employee overseeing the bureau program or operations reflected by the measure.
- **Data Contact:** First and last name of the City employee responsible for collecting, gathering, and reporting the data for this specific measure. Reported as “Bureau data source contact” in the Performance Measure methodology appendix.
- **Data Contact Email:** Email address of the City employee responsible for collecting, gathering, and reporting the data for this specific measure.
- **URL:** Relevant URL, “for more info” to direct reader to program webpages, press releases, how to get involved/citizen engagement, annual report, budget, or simply the bureau home page.