



CITY OF PORTLAND
SERVICE EFFORTS AND ACCOMPLISHMENTS: 2008-09
Nineteenth Annual Report on City Government Performance

December 2009



Office of the City Auditor
Portland, Oregon

LaVonne Griffin-Valade
City Auditor

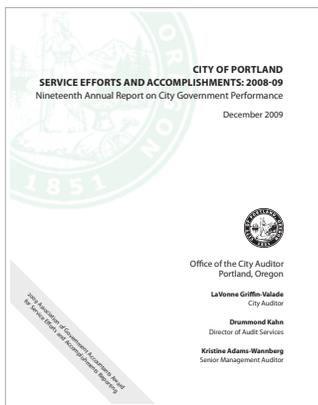
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2009 Association of Government Accountants Award
for Service Efforts and Accomplishments Reporting



Winner of 2010
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for Publication Design Overall



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CITY OF
PORTLAND, OREGON

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December 3, 2009

TO: Mayor Sam Adams
Commissioner Nick Fish
Commissioner Amanda Fritz
Commissioner Randy Leonard
Commissioner Dan Saltzman
Portland Development Commission

SUBJECT: City of Portland, Service Efforts and Accomplishments: 2008-09
(Report #380B)

We are pleased to present our 19th annual review of select City performance measures and relevant trends. The attached Service Efforts and Accomplishments (SEA) report contributes to good governance and transparency by providing the public and decision-makers with timely, accurate information and independent analysis. Using data made available by the participating bureaus, the SEA report summarizes and highlights outcomes in key service areas, comparing results for the past five years.

The Auditor's Office has provided this important performance information to the public for nearly two decades, but unlike more traditional audits, we offer no recommendations about improving service efforts. One purpose of this report is to promote the collection and use of data to inform management decisions and to demonstrate some outcomes of bureaus' efforts. The report is also intended to prompt examination of any positive or negative trends that may be of interest to City officials and residents.

This year, the bureaus participating in the SEA report include the Portland Police Bureau, Portland Fire & Rescue, Bureau of Emergency Communications, Bureau of Transportation, Bureau of Environmental Services, and Portland Water Bureau. The City's other major service bureaus will be the focus of the 2009-10 SEA reporting cycle. In addition, last month we issued our 19th annual community survey. Together, the SEA report and the community survey shed light on the efficiency and effectiveness of the work carried out by City government.

We appreciate the invaluable assistance we received from City bureaus in the development of this report.


LAVONNE GRIFFIN-VALADE
City Auditor

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SUMMARY

Summary

This is the nineteenth annual report on the City of Portland's Service Efforts and Accomplishments (SEA) prepared by the City Auditor's Office. In each of the past five years, Portland's SEA report was awarded a Certificate of Achievement in Service Efforts and Accomplishments Reporting from the Association of Government Accountants.

This report contains highlights and performance data on six City bureaus: Police, Fire & Rescue, Emergency Communications, Transportation, Environmental Services, and Water. Next year, we plan to present data on other major City bureaus, including Parks, Planning and Sustainability, Housing, Development Services, Portland Development Commission, and the Office of Neighborhood Involvement.

We present a combination of bureau workload, efficiency, and effectiveness measures, and comparisons to other cities to provide a broad array of performance information on the City's major service areas. The cities we use as comparisons are Charlotte, NC; Cincinnati, OH; Denver, CO; Kansas City, MO; Sacramento, CA; and Seattle, WA. Our intent is to increase public accountability of City government, to help City Council and managers make more informed decisions, and to foster improved delivery of City services.

In this report, we provide readers with data and comparisons to illustrate the City of Portland's efforts and accomplishments.

The following are highlights from this year's report:

- The crime rate in Portland fell for the fifth year in a row, with the most serious crimes down 31 percent since 2004. This downward trend mirrors trends in six comparison cities.
- More than a quarter of both Police spending and Fire spending went to pension and disability costs.
- According to the Office of Management and Finance, Police Bureau overtime spending, as addressed in our 2000 and 2008 audits, increased from \$5.4 million to \$9.3 million – a 72 percent increase over five years.

- The number of fire incidents in Portland in FY 2008-09 was the lowest on record for at least 50 years.
- The Fire Bureau continues to face challenges in meeting its response time goals. The response times for both fire and medical emergency calls were over one and a half minutes longer than the Bureau's goal. We are currently conducting an audit of fire and medical emergency response times.
- The Bureau of Emergency Communications answered the highest priority emergency calls in an average time of 2 seconds, the fastest rate in five years. However, the Bureau has not met dispatch target time goals for the highest priority fire and emergency medical calls for five years.
- Transportation's maintenance activities decreased.
- Transportation has not reported street condition and unmet maintenance needs since FY 2005-06, when 54 percent of improved streets were in good or better condition. Without these measures, it is difficult to assess the effectiveness of street maintenance efforts.
- Since 2004, fewer people in automobiles were injured in traffic crashes, but more bicyclists and pedestrians were injured. Traffic crash fatalities in 2008 decreased almost 50 percent from 2004 fatalities.
- The Willamette River's water quality improved, due in part to progress made by Environmental Services on the Combined Sewer Overflow project.
- Environmental Services' treatment operation and maintenance costs increased while the volume of wastewater treated declined.
- The average Portland monthly water bill continued to be lower than the average of six comparison cities.
- Portland continues to meet drinking water quality standards.

Summary

PERFORMANCE HIGHLIGHTS

Portland Police Bureau

OVERVIEW

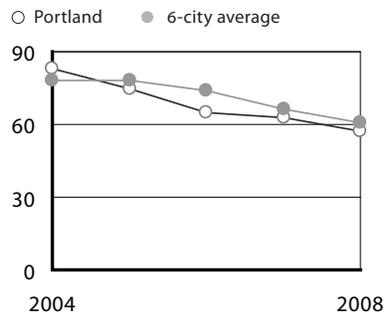
The crime rate in Portland fell for the fifth year in a row, with the most serious crimes down 31 percent since 2004. Police Bureau spending increased more than the rate of inflation. In particular, pension and disability costs, which account for more than a quarter of City police spending, are rising much faster than Bureau expenditures.

POSITIVE TRENDS

- Both personal and property crime rates in the City of Portland are at their lowest point in five years. This downward trend mirrors trends in our six comparison cities. The rate of crimes per 1,000 residents was down 18 percent for person crimes and 33 percent for property crimes since 2004.

	Crimes per 1,000	
	Property	Person
2004	76.0	7.3
2005	68.3	6.9
2006	57.6	6.9
2007	56.2	6.5
2008	51.3	6.0
5 years:	-33%	-18%

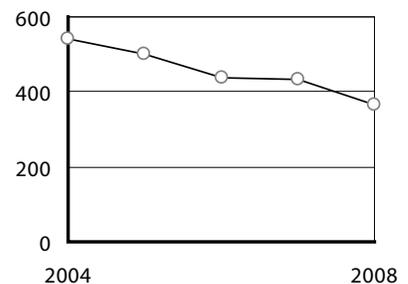
Crimes per 1,000 residents



- For the fourth year in a row, Portland's crime rate was below the average of six comparison cities. In 2008, Portland's 57 crimes per 1,000 residents was lower than the average of 61 crimes per 1,000 residents of our comparison cities.

- Caseload per detective remained high in Portland, as first reported in our 2005 audit of the investigative function. That audit also noted that the Bureau's rate of detectives per 1,000 residents is low compared to other cities (Report #312).

Part I crimes per detective (Serious crimes)



- In FY 2008-09, the Bureau had five more detectives than it did in FY 2004-05. With crime rates in rapid decline over these five years, Part I crimes per detective is 32 percent lower than it was five years ago.
- The Police Bureau has a goal of responding to high priority calls within five minutes. The response time for these calls was down to 5.13 minutes in 2008 from 5.23 minutes in 2007.

CHALLENGES

- Pension and disability costs continued to consume a large share of overall City police spending and are growing rapidly. Portland’s “pay-as-you-go” pension system is managed by a separate board created by City Charter. Pension and disability costs were 21 percent of police spending 10 years ago, and have now increased to 26 percent.

Police spending (millions, adjusted)			
	'04-05	'08-09	5-year change
Police Bureau programs	\$148.9	\$154.6	+4%
Pension & disability	\$48.0	\$53.6	+12%
TOTAL	\$196.9	\$208.2	+6%

Costs are expected to continue to rise rapidly as an increasing number of public safety employees reach retirement age.

Police officers hired after January 1, 2007 are no longer covered by the pension portion of the Fire and Police Disability and Retirement Fund. The unfunded liability for the fund has almost doubled in the past 10 years, from \$1.2 billion in 1999 to \$2.2 billion in 2008.

- According to the Office of Management and Finance, Police Bureau overtime spending, as addressed in our 2000 and 2008 audits, increased from \$5.4 million in FY 2003-04 to \$9.3 million in FY 2007-08 – a 72 percent increase over five years.

Portland Police Bureau

MISSION To reduce crime and the fear of crime by working with all citizens to preserve life, maintain human rights, protect property, and promote individual responsibility and community commitment.

INPUT MEASURES	04-05	05-06	06-07	07-08	08-09
Bureau expenditures (millions, adjusted).....	\$148.9	\$151.0	\$150.0	\$150.7	\$154.6
Sworn pension and disability	\$48.0	\$48.0	\$50.1	\$51.2	\$53.6
TOTAL	\$196.9	\$199.0	\$200.2	\$201.9	\$208.2
Authorized staffing:					
Sworn	995	997	1,015	1,003	1,005
Non-sworn.....	253	259	266	284	295
Officers & sergeants assigned to precincts					
(actual)	558	585	584	583	575
Detectives (actual)	85	84	83	82	90
	2004	2005	2006	2007	2008
Average number of patrol units:					
Midnight to 4 am	71	71	69	67	68
4 am to 8 am	53	55	50	50	50
8 am to noon	55	56	54	52	52
Noon to 4 pm.....	54	53	51	51	51
4 pm to 8 pm.....	76	78	74	75	75
8 pm to midnight.....	80	80	78	77	79

WORKLOAD MEASURES	2004	2005	2006	2007	2008
Service population	550,560	556,370	562,690	568,380	575,930
Crimes reported:					
Part I	45,892	41,878	36,276	35,618	32,991
Part I person crimes	4,034	3,858	3,872	3,701	3,445
Part I property crimes	41,858	38,020	32,404	31,917	29,546
Part II	44,393	45,341	44,495	40,759	37,724
Incidents:					
Dispatched	259,661	244,335	227,029	219,840	213,723
Telephone report	25,486	30,219	30,317	33,804	26,056
Officer-initiated.....	173,269	189,861	193,383	190,705	185,038
TOTAL	458,416	464,415	450,729	444,349	424,817
Dispatched incidents per precinct officer	465	418	389	377	372
Officer-initiated incidents per precinct officer	311	325	331	327	322
Part I crimes per detective.....	540	499	437	434	367
Person crimes per 1,000 residents	7.3	6.9	6.9	6.5	6.0
Property crimes per 1,000 residents	76.0	68.3	57.6	56.2	51.3

Performance Data

EFFICIENCY MEASURES	04-05	05-06	06-07	07-08	08-09
Spending per capita (adjusted)	\$357.6	\$357.6	\$355.8	\$355.2	\$361.5
Average high priority response time (in mins).....	5.12	5.13	5.13	5.23	5.13

EFFECTIVENESS MEASURES	04-05	05-06	06-07	07-08	08-09
Cases cleared:					
Person crimes.....	1,469	1,455	1,433	1,515	1,482
Property crimes.....	5,922	5,305	4,862	4,992	5,173
Cases cleared (percent of total crimes):					
Percent of person crimes cleared.....	37%	38%	38%	41%	45%
Percent of property crimes cleared.....	14%	14%	15%	15%	18%
Percent of time available for problem-solving (est):..	34%	35%	35%	34%	35%

COMPARISON TO OTHER CITIES	04-05	05-06	06-07	07-08	08-09
Part I crimes per 1,000 residents:					
6-city average .....	.78	78	74	66	61
City of Portland.....	.83	75	65	63	57
Police adopted budget per capita (adjusted):					
6-city average	\$329.6	\$334.5	\$348.1	\$343.7	-
City of Portland.....	\$349.4	\$343.8	\$352.6	\$346.9	\$358.6

For more information about Portland Police Bureau, click or go to:

www.portlandonline.com/police

Portland Fire & Rescue

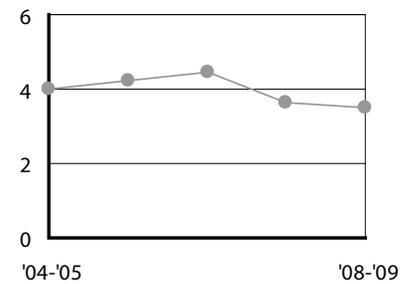
OVERVIEW

Portland Fire & Rescue responded to a record number of incidents in FY 2008-09 – over 67,230; 68 percent of these incidents were medical aid/rescue calls, while 3 percent were fires. Though the number of structural fires held steady and total fires decreased in FY 2008-09, the loss of civilian life and total value of property loss due to fire increased.

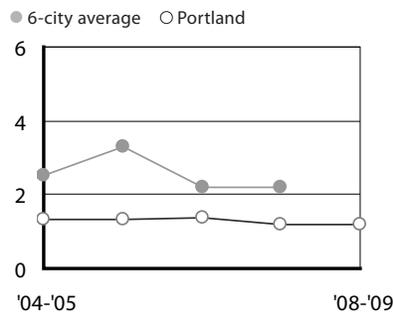
POSITIVE TRENDS

- The number of total fire incidents per 1,000 residents fell 13 percent in five years, from 4 per 1,000 residents in FY 2004-05 to 3.5 in FY 2008-09. The number of total fire incidents in FY 2008-09 was 2,016, the lowest on record for at least 50 years.

Total fire incidents per 1,000 residents



Structural fires per 1,000 residents



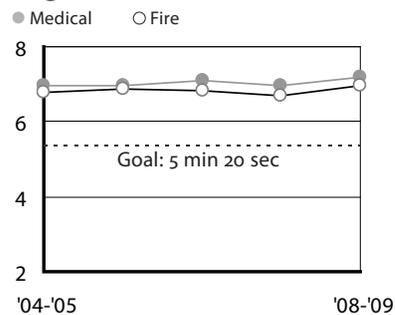
- The number of structural fires per 1,000 residents held constant from the prior year. In FY 2008-09, Portland had 1.2 structural fires per 1,000 residents. In FY 2007-08 and the three prior years, Portland's rate was lower than the average rate of six comparison cities.

- The number of fire code enforcement inspections increased 11 percent in one year from 13,750 inspections in FY 2007-08 to 15,241 in FY 2008-09.
- Total bureau expenditures have been relatively steady the last few years. However, expenditures on the pension and disability system represent an increasing amount of total fire and rescue service costs. For the last five years, expenditures on the pension and disability system represented more than 30 percent of total spending. This portion of spending on fire and rescue service has increased 5 percent in five years. Portland's "pay-as-you-go" pension and disability system is managed by a separate City bureau created by City Charter.

CHALLENGES

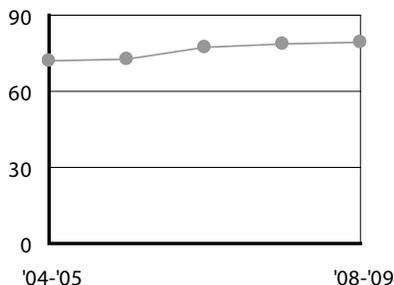
- The Bureau continues to face challenges in meeting its response time goals. The response times at the 90th percentile for both fire and medical emergency calls were over one and a half minutes longer than the Bureau's goal for response times of five minutes and 20 seconds. The Audit Services Division is currently conducting an audit of fire and medical emergency response times.

Response times compared to goal (in minutes)



- Civilian lives lost to fire were 1.2 deaths per 100,000 residents in FY 2008-09. Though there were few deaths, this is the highest rate in five years.

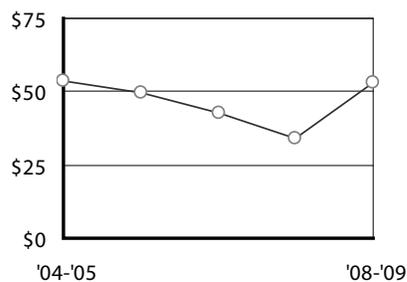
Medical incidents per 1,000 residents



- Though the number of fire incidents fell in FY 2008-09, the number of medical aid/rescue incidents per 1,000 residents increased 10 percent over five years. In FY 2008-09, there were 79.3 medical incidents per 1,000 residents, versus 72.2 five years ago.

- Though total adjusted fire loss per capita was on a downward trend through FY 2007-08, it increased in FY 2008-09 to \$53 per resident.

Adjusted fire loss per capita



Portland Fire & Rescue

MISSION To aggressively and safely protect life, property and the environment by providing excellence in emergency services, training and prevention.

INPUT MEASURES	04-05	05-06	06-07	07-08	08-09
Bureau expenditures (millions, adjusted).....	\$84.0	\$88.7	\$88.8	\$90.5	\$86.5
Sworn employees' retirement and disability	\$38.6	\$38.4	\$39.5	\$40.4	\$42.5
TOTAL.....	\$122.6	\$127.0	\$128.3	\$130.9	\$129.0
Authorized staffing (FTE)	703	709	735	755	757
Front-line emergency vehicles:					
Number of vehicles	63	65	68	73	80 ¹
Average age of engines (yrs.).....	7.3	7.2	8.4	9.4	6.4
Average age of trucks (yrs.).....	9.6	10.6	9.6	10.6	11.6
Average miles of engines	59,736	60,446	75,159	80,471	60,558
Average miles of trucks	60,210	66,333	62,478	68,403	74,454

WORKLOAD MEASURES	04-05	05-06	06-07	07-08	08-09
Service population	550,560	556,370	562,690	568,380	575,930
Response workload by incident type:					
Fire	2,204	2,352	2,501	2,074	2,016
Medical aid / rescue.....	39,769	40,283	43,474	44,626	45,670
Other.....	17,723	18,831	19,329	19,021	19,552
TOTAL incidents.....	59,696	61,466	65,304	65,721	67,238
Total fires per 1,000 residents.....	4.00	4.23	4.44	3.65	3.50
Total medical incidents per 1,000 residents	72.2	72.4	77.3	78.5	79.3
Medical incidents by patient emergency (for those classified):					
Cardiac	-	-	2,330	2,604	2,324
Respiratory	-	-	1,913	2,195	1,991
Trauma	-	-	6,008	6,575	6,079
Other.....	-	-	9,379	10,812	9,951
Occupancies in city:					
Inspectable (estimated)	37,961	38,130	38,115	38,326	38,576
Structural fires in inspectable occupancies	299	304	298	252	291
Structural fires in non-inspectable occupancies.....	441	447	484	424	408
TOTAL structural fires	740	751	783 ²	676	699
Code enforcement inspections:					
Number of inspections (incl. unscheduled)	16,605	14,512	13,913	13,750	15,241
Total code violations found	20,725	17,537	16,384	14,207	16,899
Number of reinspections.....	7,937	6,936	6,215	4,463	5,938

¹ According to the Bureau, some vehicles maintained by City Fleet may have been excluded from prior years' figures.

² One structural fire not accounted for by type of occupancy.

EFFICIENCY MEASURES	04-05	05-06	06-07	07-08	08-09
Operating + capital spending per capita (adjusted) ³	\$223	\$228	\$228	\$230	\$224
Emergency incident response time at 90th percentile (min' sec") ⁴					
Dispatch to first arrival:					
Fire incidents (target 5'20")	6'47"	6'51"	6'49"	6'42"	6'59"
Priority medical incidents (target 5'20")	6'57"	6'59"	7'07"	6'57"	7'12"
Dispatch to patient's side (target 8'00")	8'49"	8'50"	9'03"	9'05"	9'25"
Incidents per average on-duty responder .....	.364	.387	.398	.389	.398
Code enforcement inspections:					
Average violations per inspection	1.2	1.2	1.2	1.0	1.1
Percent of eligible occupancies inspected within 27 months ⁵ .....	.86%	.83%	.78%	.73%	.77%

EFFECTIVENESS MEASURES	04-05	05-06	06-07	07-08	08-09
Lives lost per 100,000 residents	0.7	1.1	0.9	0.7	1.2
Property loss:					
Fire loss per capita (adjusted)	\$54	\$50	\$43	\$34	\$53
Total loss as percent of property value	0.95%	0.70%	0.72%	0.76%	0.73%
Code enforcement violations abated within 90 days of finding	73%	61%	60%	56%	58%

COMPARISON TO OTHER CITIES	04-05	05-06	06-07	07-08	08-09
Structural fires per 1,000 residents:					
6-city average	2.5	3.3	2.2	2.2	-
City of Portland	1.3	1.3	1.4	1.2	1.2
Adopted operating budget per capita (adjusted):					
6-city average	204.8	205.3	215.9	211.5	-
City of Portland	205.9	208.5	213.7	219.6	226.0

³ Includes sworn employees' retirement and disability.

⁴ 90th percentile means that in 90% of incidents, response times were equal to or faster than reported time.

⁵ Within 90 days of 2-year periodic inspection anniversary.

For more information about Portland Fire & Rescue, click or go to:

www.portlandonline.com/fire/

Bureau of Emergency Communications

OVERVIEW

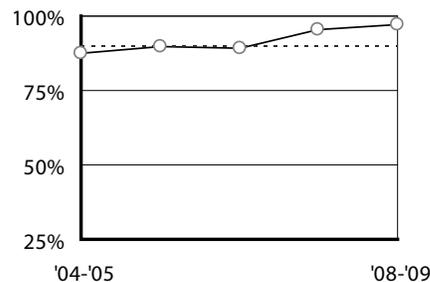
The Bureau of Emergency Communications answered the highest priority emergency calls in an average time of 2 seconds, the fastest rate in five years. However, the Bureau has not met dispatch target time goals for the highest priority fire and emergency medical calls for five years.

POSITIVE TRENDS

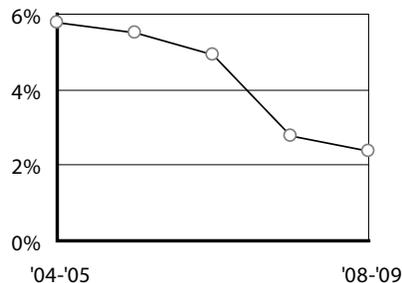
- The Bureau continued to exceed their answer time goal for the highest priority 9-1-1 calls. In FY 2008-09, the Bureau answered 97 percent of emergency (E 9-1-1) calls in 20 seconds or less. The average time to answer an E 9-1-1 call was two seconds.

Percent of E 9-1-1 calls answered in 20 seconds or less

(goal = 90 percent)



Percent of emergency calls abandoned by caller before being answered



- Only 2.4 percent of emergency calls were abandoned by the caller before the call was answered by the Bureau in FY 2008-09. This is a 58 percent drop from FY 2004-05, when 5.8 percent of calls were abandoned.

- The percent of trainees who graduated from the Bureau's training academy increased 23 percent in three years, from 67 percent in FY 2006-07 to 82 percent in FY 2008-09.
- The number of Emergency Communications Operators (ECOs) increased 30 percent in five years, from 89 ECOs in FY 2004-05 to 116 ECOs in FY 2008-09. In FY 2007-08, in order to improve employee retention, the Bureau created the Certified Calltaker position, a new first level in the ECO job classification. In the past, all ECOs were Certified Dispatchers, and those who did not certify as dispatchers were laid off.

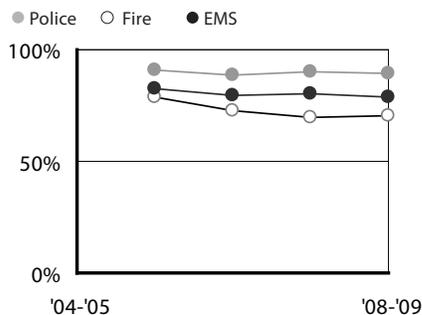
- The Bureau reduced their use of overtime significantly. Operations overtime hours decreased 27 percent over five years from 11,382 hours in FY 2004-05 to 8,331 in FY 2008-09. Over the same five years, training overtime hours went from 1,591 to 964, a 39 percent reduction. The Bureau said that they are less reliant on overtime hours because of the increase in Emergency Communications Operators.

CHALLENGES

- For three of the past four years, the Bureau has met or exceeded the dispatch target time of 120 seconds for 90 percent of the highest priority police calls. However, the Bureau continues to fall below their dispatch target time of 60 seconds for 90 percent of the highest priority fire calls and 30 seconds for 90 percent of the highest priority emergency medical calls.

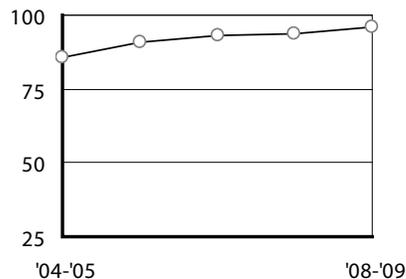
Top priority calls dispatched within target time

(goal = 90 percent)



- The average time to process all non-radio calls (those not initiated by Police/Fire/EMS) increased in FY 2008-09 to 96.2 seconds. This is a 12 percent increase from FY 2004-05, when the average time to process all non-radio calls was 85.7 seconds. According to the Bureau, this increase is due primarily to process changes initiated by Portland Fire & Rescue. These changes require Emergency Communications Operators to spend extra time on fire calls to help ensure that appropriate resources are dispatched.

Average time to process all non-radio calls (seconds)



Bureau of Emergency Communications

MISSION To provide exemplary, quality and timely 9-1-1 call-taking services to citizens of Portland and Multnomah County, and to provide the best possible dispatch services to BOEC's police, fire and medical partner agencies.

INPUT MEASURES	04-05	05-06	06-07	07-08	08-09
Total bureau expenditures (millions, adjusted)	\$14.5	\$15.9	\$16.3	\$16.7	\$18.5
Authorized staffing (FTE)	137	139	145	143	140
Emergency Communications Operators					
Certified Calltakers & Dispatchers	89	86	81	92 ¹	116
Trainees hired	-	-	27	16	22
Trainees who graduated from BOEC Academy	-	-	18	12	18
Overtime hours (estimated):					
Operations	11,382	13,584	15,389	12,620	8,331
Training	1,591	2,085	2,030	2,072	964
Overtime expenditures (est., millions, adjusted):					
Operations	\$0.5	\$0.6	\$0.7	\$0.6	\$0.4
Training	\$0.1	\$0.1	\$0.1	\$0.1	\$<0.1

WORKLOAD MEASURES	04-05	05-06	06-07	07-08	08-09
Service population	683,635	690,510	699,230	707,710	715,565
Calls:					
Emergency calls	549,691	495,800	503,842	486,759	464,084
Non-emergency calls	316,470	294,256	282,893	289,318	283,466
Radio calls (from Fire/EMS/Police)	-	238,889	252,614	245,776	254,475
TOTAL calls	866,161	1,028,945	1,039,349	1,021,853	1,002,025
Total calls per Emergency Comm. Operator	-	11,964	12,831	11,107	8,638
Emergency calls per Emergency Comm. Operator	7,803	7,054	6,220	5,291	4,001
Emergency and non-emergency calls per capita	1.3	1.1	1.1	1.1	1.0
Certifications:					
Calltaking certifications granted	-	-	11	7	15
Police dispatch certifications granted	-	-	5	8	4
Fire dispatch certifications granted	-	-	4	9	6
TOTAL certifications granted	-	-	20	24	25

EFFICIENCY MEASURES	04-05	05-06	06-07	07-08	08-09
Spending per capita (adjusted)	\$21.28	\$23.03	\$23.31	\$23.63	\$25.78
Percent of trainees who graduated from Academy	-	-	67%	75%	82%
Average time to process all non-radio calls (seconds)	85.7	90.7	93.4	93.4	96.2

Performance Data

EFFICIENCY MEASURES (continued)	04-05	05-06	06-07	07-08	08-09
Average time to answer E 9-1-1 calls (seconds).....8		7	7	3 ²	2
E 9-1-1 calls answered in 20 seconds or less: (goal = 90%) .....88%		90%	89%	96%	97%
<hr/>					
EFFECTIVENESS MEASURES	04-05	05-06	06-07	07-08	08-09
Emergency calls abandoned by caller before call is answered 5.8%		5.5%	4.9%	2.8%	2.4%
Police calls dispatched within target time (initiation through dispatch, goal = 90%):					
Priority E calls in 120 seconds -		91%	89%	90%	90%
Priority 1 calls in 120 seconds -		78%	74%	75%	74%
Priority 2 calls in 120 seconds -		53%	49%	52%	52%
Low priority calls in 180 seconds ³ -		87%	84%	84%	84%
Fire calls dispatched within target time (initiation through dispatch, goal = 90%):					
Urgent calls in 60 seconds -		79%	72%	70%	71%
Priority calls in 90 seconds -		81%	77%	77%	75%
Non-priority calls in 120 seconds..... -		88%	85%	85%	84%
Emergency medical calls dispatched within target time (initiation through dispatch, goal = 90%):					
High priority calls in 90 seconds..... -		83%	79%	81%	79%
Low priority calls in 180 seconds..... -		85%	82%	82%	82%
Average overall employee satisfaction (max = 5) -		-	3.4	-	-

¹ In FY 2007-08, Certified Calltaker position created.

² Policy implemented in FY 2007-08 allowing calltakers to switch from in-process non-emergency call to an incoming 911 call.

³ Incident information entered into system within 180 seconds by Emergency Communications Operator. Police self dispatch to low priority incidents.

For more information about the Bureau of Emergency Communications, click or go to:

www.portlandonline.com/911/

Portland Bureau of Transportation

OVERVIEW

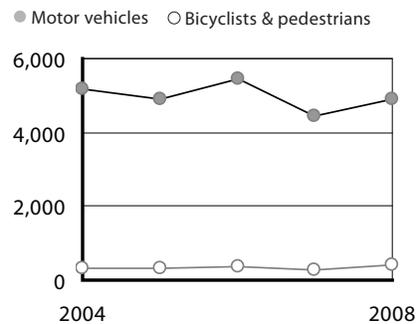
The Portland Bureau of Transportation (PBOT) is responsible for maintaining and operating about \$8 billion worth of City assets needed for transportation and related City goals, such as traffic safety. In FY 2008-09, the Bureau took over management of the City's parking garages. Street condition and unmet maintenance needs have not been reported since FY 2005-06.

POSITIVE TRENDS

- PBOT added 10 miles of striped bike lanes on streets since FY 2004-05. Striped lanes are 63 percent of Portland's total 277 miles of bikeways.

- In 2008, over 5,300 people were injured in traffic crashes in Portland, three percent fewer than in 2004. About 4,900 of

Individuals injured in traffic crashes

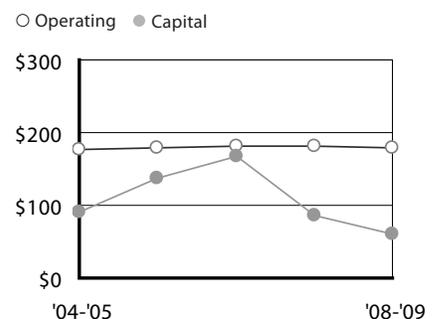


them were in motor vehicles, a 5 percent decrease from 2004. The number of bicyclists (257) and pedestrians (172) injured increased 48 percent and 15 percent respectively, from five years ago. The rate of residents commuting to work by bicycle doubled during that time.

- The total of 19 fatalities in traffic crashes in 2008 was down almost 50 percent from fatalities in 2004.
- PBOT has modified pavement measures in response to our 2006 audit that recommended the Bureau estimate paving costs in compliance with Oregon law.

- Operating expenses per capita were \$178 in FY 2008-09, including \$10 per capita for parking garages. Excluding parking garages, operating expenses per capita fell 5 percent in five years. Capital expenses fluctuate from year to year.

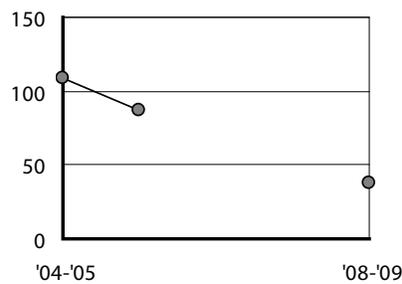
PBOT costs per capita (adjusted)



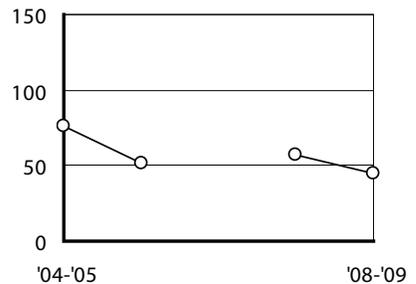
CHALLENGES

- PBOT’s pavement management policy and tools have been in transition for several years. This year the Bureau reported the quantity of improved streets in updated units (about 5,000 12-ft. wide lane miles). It has not reported the extent of unmet maintenance needs on those streets since FY 2005-06.
- The 38 lane miles of asphalt-concrete street resurfacing PBOT performed in FY 2008-09 was 65 percent less than the 109 lane miles it resurfaced in FY 2004-05. Slurry seal was applied to 41 percent less area, from 76 lane miles in FY 2004-05 down to 45 in 2008-09. According to the Bureau, maintenance decreased due to a combination of reduced revenue and higher construction costs. In some recent years, the areas resurfaced or treated were not measured.

Asphalt-concrete street paving
(12-ft. wide lane miles)

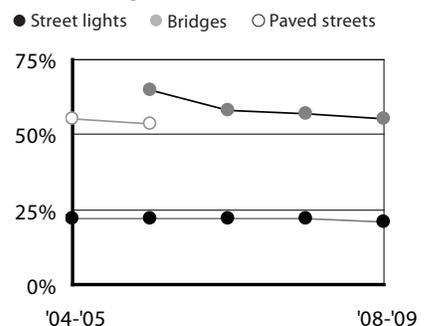


Slurry seal on asphalt streets
(12-ft. wide lane miles)



- The Bureau mechanically swept over 35,000 curb miles of streets in FY 2008-09. This was about 30 percent fewer curb miles swept than five years ago.
- The condition of some major transportation assets is declining as infrastructure ages. The proportion of bridge structures in good condition declined 10 percent in the four years PBOT has reported this measure, from 65 percent to 55 percent. Less than a quarter of street lights are in good condition. However, 31 percent of traffic signal hardware was in good or better condition in FY 2008-09, up from 28 percent in FY 2004-05.

Assets in good condition



Portland Bureau of Transportation

MISSION The Portland Bureau of Transportation is the steward of the City's transportation system, and a community partner in shaping a livable city. We plan, build, manage, maintain, and advocate for an effective and safe transportation system that provides access and mobility.

INPUT MEASURES	04-05	05-06	06-07	07-08	08-09
Expenditures (millions, adjusted):					
Operating	\$97.3	\$99.9	\$102.4	\$102.7	\$102.8 ¹
Capital	\$49.5	\$75.9	\$94.8	\$48.6	\$34.4
Other (General Fund overhead, cash transfers, debt service)	\$7.6	\$7.7	\$22.1	\$13.4	\$15.5
TOTAL	\$154.4	\$183.5	\$219.3	\$164.7	\$152.7
Authorized staffing (FTE)	763	757	768	788	798

WORKLOAD MEASURES	04-05	05-06	06-07	07-08	08-09
Service population	550,560	556,370	562,690	568,380	575,930
Capital assets (maintenance responsibility):					
Improved streets ² (lane mile width undefined through 06-07)	3,949	3,941	3,949	- ³	4,776
Bridge structures (type varies)	155	157	157	155	155
Traffic signals	992	992	1,003	1,005	1,040
Street lights	53,614	53,960	54,238	54,588	54,755
Street preservation, asphalt-concrete (AC) paving ² (12-ft lane equivalent miles):					
Up to 2 inches AC, by PBOT crew	-	-	- ³	- ³	34
Base repair, over 2 inches AC, by PBOT crew	-	-	- ³	0	4
AC paving under contract, by others	-	-	- ³	0	0
TOTAL AC resurfacing	109	87	-³	-³	38
Slurry seal on AC ²	76	51	- ³	57	45
Unmet street preservation needs ²	1,393	1,463	- ³	- ³	- ³
Curb miles of streets swept	51,616	49,482	45,525	44,941	35,386

	2004	2005	2006	2007	2008
Bikeways (miles):					
Boulevards	29	30	30	30	30
Off-street paths	69	70	71	74	74
Striped lanes	164	166	169	171	174
TOTAL	262	266	269	272	277

¹ Parking garage expenditures included in FY 08-09.

² Street area measured in 12-ft. wide lane miles, unless otherwise noted.

³ Street measurement and rating were in transition. Not reported, pending new pavement management software.

Performance Data

WORKLOAD MEASURES (continued)	2004	2005	2006	2007	2008
Traffic injuries (individuals injured):					
Automobiles.....	5,157	4,907	5,429	4,428	4,899
Pedestrians.....	149	162	191	123	172
Bicycles.....	174	181	196	140	257
Traffic fatalities (individuals):					
Automobiles.....	26	22	25	20	14
Pedestrians.....	10	8	6	10	5
Bicycles.....	1	4	0	6	0
Daily vehicle-miles traveled (DVMT) per capita:					
Portland Metropolitan Area, Oregon.....	20.7	20.9	20.0	20.0	19.3
National average DVMT per capita.....	23.7	23.8	23.4	23.3	-

EFFICIENCY MEASURES	04-05	05-06	06-07	07-08	08-09
Operating expenses per capita (adjusted).....	\$177	\$180	\$182	\$181	\$178 ¹
Capital spending per capita (adjusted).....	\$90	\$136	\$168	\$86	\$60 ¹

EFFECTIVENESS MEASURES	04-05	05-06	06-07	07-08	08-09
Condition of assets (percent in good or better condition):					
Improved streets.....	55%	54%	- ³	- ³	- ³
Bridge structures (type varies).....	-	65%	58%	57%	55%
Traffic signal hardware.....	28%	28%	30%	26%	31%
Street lights.....	22%	22%	22%	22%	21%

For more information about the Portland Bureau of Transportation, click or go to:

www.portlandonline.com/transportation/

Bureau of Environmental Services

OVERVIEW

The Willamette River’s water quality rating has improved due in part to progress made by the Bureau of Environmental Services (BES) on the Combined Sewer Overflow (CSO) program. The average residential sewer bill continued to be higher than the average of six comparison cities. BES treatment operation and maintenance costs increased over the last five years, while the volume of wastewater treated declined.

POSITIVE TRENDS

- The Willamette River’s water quality rating has improved from good to excellent over the past five years. The river’s Water Quality Index increased from 87 to 91 upstream where the river enters the city, and from 85 to 90 downstream where the river leaves the city.

Willamette Water Quality Index*

	'04-05	'08-09
Upstream	87	91
Downstream	85	90

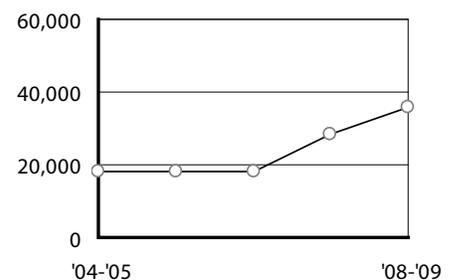
* The Index is based on eight water quality factors, such as temperature and bacteria, as developed by the state DEQ.

Index key: 0-59 = Very poor
 60-79 = Poor
 80-84 = Fair
 85-89 = Good
 90-100 = Excellent

- The estimated sewer overflow gallons diverted from the Columbia Slough and the Willamette River (as a percent of total CSO estimate in 1990) increased from 55 percent in FY 2004-05 to 66 percent since FY 2007-08. The goal is to divert 96 percent of the original 6 billion gallons by 2011. The largest increase in the estimated sewer overflow gallons diverted came in FY 2006-07, when the West Side Big Pipe was completed.

- In FY 2008-09, BES reached 35,860 cumulative feet of CSO tunneling. The CSO program began in 1991 and is due to be completed in FY 2011-12.

Cumulative feet of CSO tunneling completed

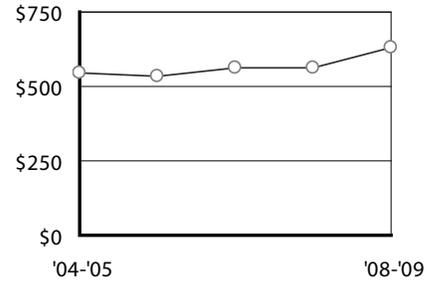


- BES has been taking steps to reduce stormwater runoff. During FY 2008-09, 96 green street facilities were added, and 9.4 acres of vegetated ecoroofs (cumulative) were completed.

CHALLENGES

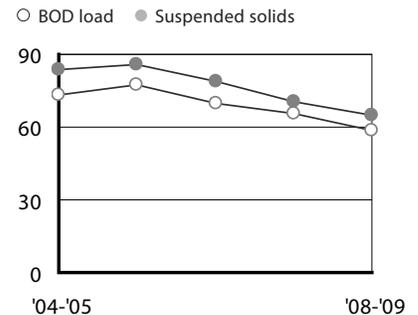
- BES treatment operation and maintenance costs per million gallons treated rose from \$544 in FY 2004-05 to \$633 in FY 2008-09. This increase is due to almost \$900,000 in increased costs (6 percent) and a 9 percent reduction in the volume of wastewater treated in the last five years.

Treatment costs per million gallons (adjusted for inflation)



- Wastewater treated fell from 27.4 billion gallons in FY 2004-05 to 24.9 billion gallons in FY 2008-09 – a 9 percent decrease – largely due to a decline in rainfall in the past year. The amount of waste material Biochemical Oxygen Demand (BOD) load and suspended solids) the Bureau needed to remove from wastewater, in FY 2008-09, fell to 58.5 million pounds and 65.1 million pounds – a 20 percent and 22 percent decrease, respectively – from FY 2004-05. Some of this drop is due to more accurate sampling in the last two years.

Pounds of waste materials in wastewater treated (millions)



- Portland’s monthly residential sewer bill continued to be higher than the average of the six comparison cities. According to the Bureau, the six comparison cities either do not have, or are just starting, expensive CSO programs. In addition to CSO program costs, Portland sewer bills recover the Bureau's costs of investing in watershed restoration and green infrastructure. The Bureau’s monthly residential sewer bill dropped in FY 2008-09 to \$46.89, excluding any service charge. All of the service charge on the joint bill is now reported as part of the monthly residential water bill.
- The feet of pipe repaired in FY 2008-09 fell to 41,273 feet from 66,071 feet in FY 2006-07. According to the Bureau, there were large sewer repair projects in FY 2006-07 that needed immediate work.

Bureau of Environmental Services

MISSION The Bureau of Environmental Services (BES) serves the Portland community by protecting public health, water quality, and the environment. The Bureau provides sewage and stormwater collection and treatment services to accommodate Portland's current and future needs. BES protects the quality of surface and ground waters and conducts activities that plan and promote healthy ecosystems in our watersheds.

INPUT MEASURES	04-05	05-06	06-07	07-08	08-09
Expenditures ¹ (millions, adjusted):					
Operating costs.....	\$98.3	\$91.1	\$104.7	\$97.8	- ²
Capital	\$174.6	\$187.6	\$193.1	\$196.5	- ²
Debt service	\$62.6	\$65.8	\$104.8	\$91.8	- ²
Authorized staffing (FTE)	486	478	484	504	523

WORKLOAD MEASURES	04-05	05-06	06-07	07-08	08-09
City population	550,560	556,370	562,690	568,380	575,930
Miles of pipeline:					
Sanitary sewer mains	979	982	990	990	990
Storm mains.....	444	445	450	456	451
Combination sanitary and storm	861	860	868	878	892
Wastewater treated:					
Primary treatment (billion gallons)	27.4	29.4	29.6	28.9	24.9
BOD load (million pounds) ³	73.4	77.7	70.1	65.8	58.5
Suspended solids (million pounds) ³	83.4	85.9	79.1	70.2	65.1
Feet of pipe repaired	37,662	38,065	66,071	46,243	41,273
Miles of pipe cleaned	228	263	190	213	216
Industrial discharge inspections ⁴	607	481	477	481	575
Cumulative feet of CSO tunneling completed.....	18,034	18,034	18,044	28,191	35,860
Cumulative downspouts disconnected.....	45,541	47,931	50,237	51,791	52,695
Acres of floodplain purchased for reclamation.....	5.1	4.2	1.0	1.8	5.37
Acres of watershed revegetated:					
In the city.....	87	74	130	101	183
Outside the city.....	26	27	0	3	12
Number of trees planted:					
Street and yard trees.....	500	1,272	1,368	650	2,445
Trees to restore habitat	55,206	49,098	49,057	40,506	22,359
Green infrastructure created:					
Number of greenstreet facilities added.....	44	33	125	304	96
Cumulative acres of ecoroof completed	2.2	2.5	3.5	6.3	9.4

Performance Data

EFFICIENCY MEASURES	04-05	05-06	06-07	07-08	08-09
Treatment operation and maintenance costs per million gallons (adjusted).....	\$544	\$534	\$565	\$562	\$633

EFFECTIVENESS MEASURES	04-05	05-06	06-07	07-08	08-09
Estimated CSO gallons diverted as % of 6.0 billion CSO gallons in 1990 (goal = 96%).....	55%	55%	65%	66%	66%
Percent BOD removed (standard = 85%):					
Columbia Blvd.....	97.0%	97.1%	96.9%	96.4%	96.8%
Tryon Creek.....	95.7%	94.0%	95.3%	96.3%	97.5%
Water quality index for Willamette River:					
Upstream.....	87	87	88	87	91
Downstream.....	85	85	87	88	90
(0-59 = very poor, 60-79 = poor, 80-84 = fair, 85-89 = good, 90-100 = excellent)					
Dry tons of bio-solids reused	13,953	13,220	14,976	15,674	14,604

COMPARISON TO OTHER CITIES	04-05	05-06	06-07	07-08	08-09
Sewer operating expenses per capita (adjusted):					
6-city average	\$134	\$146	\$155	\$155	-
City of Portland.....	\$179	\$164	\$186	\$172	- ²
Monthly residential sewer/storm bill (adjusted):					
6-city average	\$36.39	\$37.80	\$37.84	\$41.83	\$41.74
City of Portland.....	\$45.04	\$46.45	\$47.58	\$48.37	\$46.89 ⁵

¹ Based on audited financial statements, except for the most recent year.

² FY 2008-09 expenditure data was not available at the time of our review.

³ In November 2007, the automatic samplers were moved to a position that gives more accurate readings. Biochemical Oxygen Demand (BOD) load reflects the amount of waste material that BES needs to remove in the treatment of wastewater.

⁴ Industrial pretreatment inspections of wastewater discharges and industrial stormwater inspections to evaluate compliance with Federal and other governmental regulations.

⁵ In FY 2008-09, the methodology for reporting the basic service charge changed to report it all on the water bill and not on the sewer bill.

For more information about the Bureau of Environmental Services, click or go to:

www.portlandonline.com/bes/

Portland Water Bureau

OVERVIEW

The Portland Water Bureau provides high quality water to its customers. The Bureau's monthly water bill continued to be lower than the average of six comparison cities. The Bureau delivered an increased volume of water to customers in the past five years. However, annual retail water usage per capita declined during this period.

POSITIVE TRENDS

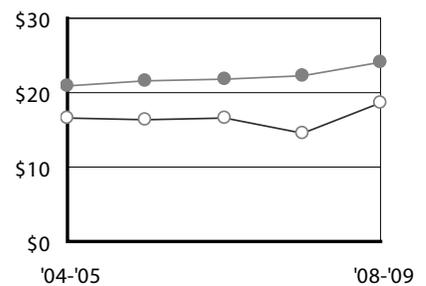
- The Bureau continued to meet water quality standards. A storm in November 2008 caused the turbidity (cloudiness) of water at the Bull Run Reservoir to reach 7.16 NTU (Nephelometric Turbidity Units). The standard for turbidity in tap water is less than or equal to 5 NTU maximum. However, during the event the Bureau switched from the Bull Run supply to back-up groundwells, so customers did not experience cloudy water.
- Although the percent of samples testing positive for coliform bacteria rose from 0.12 percent in FY 2007-08 to 0.48 percent in FY 2008-09, this was still within the standard of less than or equal to 5.00 percent. This increase was due to using a more sensitive testing method that detects more bacteria.
- According to the Bureau, the only sample of water (6.7 pH) that fell below the standard for minimum pH in FY 2008-09 came from a well in Tigard that is part of a joint monitoring area. The State of Oregon requires the Bureau to report on it. Water from this well was not delivered to the Bureau's customers.

- The average monthly residential water bill in the City of Portland increased by 12 percent from \$16.67 in FY 2004-05 to \$18.68 in FY 2008-09. According to the Bureau, this is due to increased maintenance and operational services and to building up funds to comply with Federal regulations. Despite this, Portland's water bill remains consistently below the average of the six comparison cities.

Monthly residential water bill

(adjusted for inflation)

○ Portland ● 6-city average



POSITIVE TRENDS

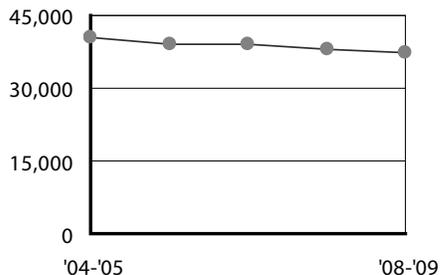
(continued)

- The Bureau’s operating expenses per capita increased from \$70 in FY 2004-05 to \$76 in FY 2007-08, but remained lower than the average of six comparison cities over these four years. Audited expenditure data for FY 2008-09 was not available at the time of this review.
- In FY 2008-09, the Bureau had about 2.5 billion gallons of non-revenue water, measured as the difference between the volume of water put into the distribution system and the volume that is billed to customers. Non-revenue water includes water lost to evaporation and broken mains. The 2.5 billion gallons represents 6.6 percent of total water produced. This was down from 7.2 percent in FY 2004-05. This is better than the U.S. water industry benchmark of 10 percent of water produced.

CHALLENGES

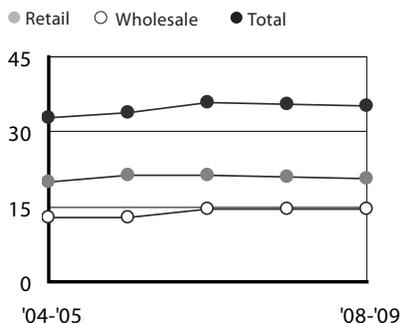
- Annual retail water usage per capita declined 9 percent from 40,629 gallons in FY 2004-05 to 37,162 gallons in FY 2008-09. While the Bureau promotes water conservation, decreased water use might, according to the Bureau, impact future rates needed to support the City's water system.

Annual retail water usage per capita (gallons)



Gallons of water delivered

(billions)



- Total gallons of water delivered to customers by the Bureau increased 7 percent from 32.9 billion gallons in FY 2004-05 to 35.2 billion gallons in FY 2008-09.

Portland Water Bureau

MISSION To provide reliable water service to customers in the quantities they desire and at the quality level that meets or exceeds both customer and regulatory standards; to provide the highest value to customers through excellent business, management, and operational practices, and appropriate application of innovation and technology; to be responsible stewards of the public's water infrastructure, fiscal, and natural resources; and to provide the citizens and the City Council with a water system that supports their community objectives and overall vision for the City of Portland.

INPUT MEASURES	04-05	05-06¹	06-07	07-08	08-09
Expenditures ² (millions, adjusted):					
Operating costs.....	\$54.1	\$56.7	\$60.2	\$66.5	- ³
Capital	\$42.1	\$38.7	\$57.5	\$61.3	- ³
Debt service	\$18.1	\$15.6	\$17.7	\$19.5	- ³
Authorized staffing (FTE)	434	485	662 ⁴	664	673

WORKLOAD MEASURES	04-05	05-06¹	06-07	07-08	08-09
Population served:					
Retail (direct service by Bureau)	494,197	539,191	545,258	550,943	558,169
Wholesale (served through other water suppliers)	276,044	262,739	304,541	329,789	326,183
TOTAL	770,241	801,930	849,799	880,732	884,352
Water sales (millions, adjusted).....	\$77.1	\$77.3	\$77.4	\$82.6	\$88.2
Gallons of water produced (billions).....	35.5	36.0	38.6	37.5	37.7
Gallons of water delivered by Bureau (billions):					
Retail (direct service).....	20.1	21.2	21.4	20.9	20.7
Wholesale (served through other water suppliers)	12.9	12.8	14.6	14.6	14.5
TOTAL	32.9	33.9	36.0	35.5	35.2
Non-revenue water:					
Billions of gallons	2.6	2.1	2.6	2.0	2.5
Percent of water produced	7.2%	5.7%	6.7%	5.3%	6.6%
Annual retail water usage per capita (gallons)	40,629	39,223	39,186	37,932	37,162
Number of new water services installed:					
Residential	748	1,010	509	661	373
Commercial.....	424	459	665	767	349
Feet of new water mains installed by Bureau crews.....	63,461	21,904	57,964	42,531	46,710

¹ The merger of the Powell Valley Road Water District with the City of Portland in FY 2005-06 had a significant impact on the Water Bureau's service population and other workload indicators.

² Based on audited financial statements except for the most recent year.

³ FY 2008-09 expenditure data was not available at the time of our review.

⁴ The large increase in staffing in FY 2006-07 occurred because customer services staff were moved from the Revenue Bureau to the Water Bureau.

Performance Data

EFFICIENCY MEASURES	04-05	05-06	06-07	07-08	08-09
Overall debt coverage ratio (net revenues divided by annual debt service expenditures)	2.54	3.40	3.04	2.14	- ³

EFFECTIVENESS MEASURES	04-05	05-06	06-07	07-08	08-09
Water quality :					
Turbidity (NTUs):					
Minimum	0.24	0.19	0.25	0.02	0.18
Maximum (standard: ≤ 5)	0.94	4.04	4.97	1.29	7.16 ⁵
Median	0.36	0.43	0.55	0.46	0.41
pH: ^{6,7}					
Minimum (standard: ≥ 7.0) ⁷	7.2	7.1	7.0	7.0	6.7
Maximum	8.6	8.8	8.5	8.2	8.4
Median	7.8	7.7	7.8	7.9	7.7
Number of excursions ⁷					
(standard: ≤ 2 in 6 months)	0	0	0	0	1
Chlorine, residual (mg/L):					
Minimum	0.10	0.10	0.10	<0.10	0.10
Maximum (standard: < 4.0 mg/L)	2.20	2.00	2.00	1.90	2.00
Median	1.40	1.40	1.40	1.40	1.40
Percent of samples tested positive					
for coliform bacteria (standard: ≤ 5.00%)	0.06%	0.08%	0.00%	0.12%	0.48% ⁸

COMPARISON TO OTHER CITIES	04-05	05-06	06-07	07-08	08-09
Water operating expenses per capita (adjusted):					
6-city average	\$83	\$86	\$87	\$91	-
City of Portland	\$70	\$71	\$71	\$76	- ³
Monthly water bill (adjusted):					
6-city average	\$20.86	\$21.65	\$21.89	\$22.18	\$24.16
City of Portland	\$16.67	\$16.35	\$16.52	\$14.45	\$18.68 ⁹

⁵ Turbidity was more than 5 NTU due to a storm event in Bull Run in November 2008. Bull Run was taken offline so this water was not delivered to customers.

⁶ Starting in FY 2007-08, all pH data in the SEA comes from samples taken across the water distribution system.

⁷ Primary treatment technique standard by Oregon Dept. of Human Services. An excursion is any pH measure less than 7.0. Low pH means more acidic water, increasing the corrosion of lead and copper from pipes into the water.

⁸ In October 2007, the Water Bureau changed to a more sensitive testing method. This detects more bacteria than the method used in earlier years.

⁹ In FY 2008-09, the methodology for reporting the base service charge changed to report it all on the water bill and not on the sewer bill.

For more information about the Portland Water Bureau, click or go to:
www.portlandonline.com/water/

OTHER CITY COMPARISONS

Other city comparisons¹

	FY '09 Portland, Oregon	FY '08 Portland, Oregon	FY '08 Charlotte, N. Carolina	CY '08 Cincinnati, Ohio
Population:				
City limits	575,930	568,380	671,588	332,458
Metropolitan Area/County	-	-	867,067	842,369
Fire budget per capita	\$226	\$220	\$124	\$275
Structural fires/1,000 residents	1.2	1.2	0.9	2.3
Police budget per capita	\$359	\$347	\$184	\$423
Part I crimes/1,000 residents (2008)	NA	57	61	73
Parks budget per capita	\$101	\$97	\$49	\$126
Sewer operating expenses per capita	- ²	\$172	\$93	\$141
Monthly residential bill:				
Sewer/storm drainage (2009)	\$47	\$48	\$40	\$49
Water operating expenses per capita	- ²	\$76	\$60	\$62
Monthly water bill (2009)	\$19	\$14	\$14	\$20

¹ Because different cities offer varying levels and types of service, we urge caution when comparing specific numbers between cities. For this reason, six-city information in our chapters is averaged when compared to Portland.

² FY 2008-09 expenditure data was not available at the time of our review.

Some cities report data by fiscal year, while others use the calendar year.

FY = Fiscal Year

CY = Calendar year

	CY '08 Denver, Colorado	FY '08 Kansas City, Missouri	FY '08 Sacramento, California	CY '08 Seattle, Washington
Population:				
City limits	588,349	450,375	460,242	594,210
Metropolitan Area/County	-	-	1,386,667	-
Fire budget per capita	\$196	\$219	\$187	\$269
Structural fires/1,000 residents	1.0	2.6	0.8	5.4
Police budget per capita	\$332	\$451	\$287	\$385
Part I crimes/1,000 residents (2008)	38	77	59	61
Parks budget per capita	\$88	\$119	\$118	\$171
Sewer operating expenses per capita	\$108	\$89	\$152	\$347
Monthly residential bill:				
Sewer/storm drainage (2009)	\$21	\$29	\$44	\$68
Water operating expenses per capita	\$119	\$138	\$92	\$77
Monthly water bill (2009)	\$24	\$29	\$26	\$32

HOW WE PRODUCE THE SEA REPORT

How we produce the SEA report

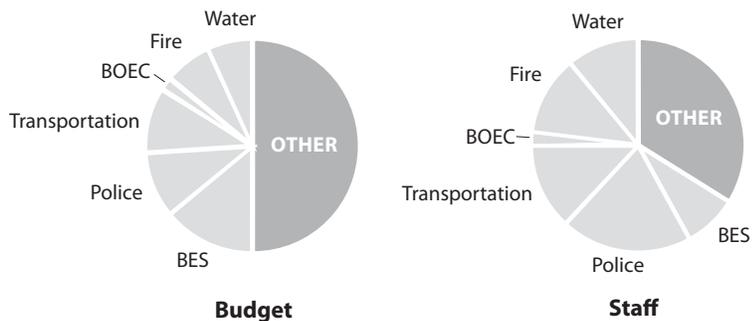
OBJECTIVE, SCOPE AND METHODOLOGY

This is the nineteenth annual *Service Efforts and Accomplishments* (SEA) report from the City Auditor's Office.

The objective of our work was to document current data, trends, and issues with the City's efforts to deliver services to residents, and the City's accomplishments related to these efforts.

Our scope is City efforts and results in FY 2008-09 (July 1, 2008 through June 30, 2009) of six bureaus. This year, we focused our report on public safety and infrastructure functions. The six bureaus we report on are Police, Fire & Rescue, Emergency Communications, Transportation, Environmental Services, and Water. The bureaus we reviewed represent 50 percent of the City's budget for the fiscal year and 66 percent of the City's full-time equivalent employees. We plan to report on the City's other major bureaus next year.

SEA Services as a proportion of total City budget and staff



Source: FY 2008-09 City of Portland *Adopted Budget*

Some bureau efforts and results are compared to data we gathered from similar cities, and some counties and utility districts serving them: Charlotte, Cincinnati, Denver, Kansas City, Sacramento, and Seattle. We selected these comparison cities 19 years ago based on similarity, comparisons made in prior audits, and representation across the country. Inter-city information was obtained from annual budgets, financial reports, and other official records.

Resident perceptions

To obtain information on resident satisfaction with the quality of City services, we conducted our nineteenth annual citywide Resident Survey in July and August, 2009. Survey results were reported earlier in a separate report we issued in November. This report, *City of Portland 2009 Resident Survey Results*, is available on our web site: www.portlandonline.com/auditor/auditservices. It contains the complete Resident Survey questionnaire and responses for the past five years, a description of survey methodology, response rates, and confidence levels.

Involvement in establishing goals and objectives

This report is one important component in the City's efforts to assess and improve its performance. Our work and reporting process consider the input of the community, the input from staff and management of major City bureaus, and contain information on City performance that we report directly to Council and the public. Our 19-year efforts to measure and report City performance data are important to the City's operations.

Input from the community is solicited through our annual community survey described above. Input from staff and management of City bureaus comes to us through our data collection and reporting efforts for this document.

City goals and objectives are set by the City Council, with input from the community. By reviewing the City's efforts and accomplishments, this report allows the public and decision-makers to see where the City is meeting its goals or falling short. Future analysis by City bureaus or by auditors can assess shortcomings and make recommendations for improvement.

The Auditor's Office does not directly establish City goals due to our independence from City management functions. However, we study and report on how well management is achieving City goals, and this report is a key component in our oversight and reporting role – and an important way to show the public and elected officials how City goals and objectives are met by City services.

How we produce the SEA report

This report is posted publicly on our web site, distributed to City elected officials, and is readily available to the public and to City managers.

While our SEA report does not recommend specific policy directions or changes to City policy, we understand that it is used in public communication by City bureaus, and used to inform decision-making by elected officials and the public. As a result, we see this report as an important part of public communication, information, and decision-making on key City services. The report describes key measures and goals, tracks management performance in meeting those goals, and reports to the public and decision-makers this broad collection of measures tied to the performance and goals of important City services.

Information contained in this report was provided by City managers in response to our requests. We prepared and transmitted data collection forms to major City bureaus. Bureau managers and staff completed the forms and returned them to us. For City financial data, we used the most complete financial information available when we conducted our work.

To assess the reliability of management's data, and accomplish our objective, our audit work included several levels of review:

Reasonableness

Our staff reviewed each data element and the overall Bureau information for reasonableness. We determined reasonableness based on our knowledge and understanding of City programs. If we identified any questionable information, we discussed this with the Bureau.

Consistency

Our staff reviewed each data element and the overall Bureau information for consistency. We compared this year's data with both the prior year and with trends extending five years. If we identified any inconsistent information, we discussed this with the Bureau.

Accuracy

Our staff reviewed each data element and the overall Bureau information for accuracy. We compared Bureau-reported information against source documentation (including budget information and other internal and publicly-reported data). If we identified any inaccurate data, we discussed this with the Bureau.

In addition, each chapter in the report underwent an internal quality review process, where an auditor who did not compile a Bureau's data reviewed the data, support, and a draft of each chapter. Any questions or issues identified by the second auditor were resolved with each section's primary author.

Our reviews are not intended to provide absolute assurance that all data elements provided by management are free from error. We did not audit source documents, like water quality test results or 9-1-1 recordings for accuracy, but checked management representations against our knowledge of programs. It is important to note that our report is not an audit of each data element contained in this document, but instead is a set of pictures of the City's work and results in these key areas.

Finally, while the report may offer insights on service results, it does not thoroughly analyze the causes of negative or positive performance. More detailed analysis may be necessary to provide reliable explanations for results.

Independence

The Audit Services Division of the Office of the City Auditor prepared this report. We are independent of the Mayor and City Council. As the City Auditor is independently elected and is directly accountable to the voters, our work is not subject to approval by any of the bureaus or offices we review, or by any other elected official in the City. The Audit Services Division is also subject to an external quality control review. Our last review, completed in 2008, is available on the Audit Services Division website or by request.

How we produce the SEA report

Information technology

During our work, we relied on management’s representations of data from computer-based systems. These included human resource systems for the number of employees, budget systems for budgeted program amounts, and other management systems. We did not independently assess the reliability of each of these systems, although the data we report appeared reasonable. In addition, we relied on the work of other auditors, including the City’s external financial auditors, who reviewed major financial systems as part of their audit of the City’s annual financial statements.

Inflation adjustments and rounding

In order to account for inflation, we express most financial data in constant dollars. We adjusted dollars to represent the purchasing power of money in FY 2008-09, based on the U.S. Department of Labor’s Portland-Salem Consumer Price Index for All Urban Consumers. For readability, numbers are rounded. In some cases, tables may not add to 100 percent or to the exact total due to rounding.

Fiscal year inflation adjustment				
04-05	05-06	06-07	07-08	08-09
1.1118	1.0830	1.0516	1.0122	1.0000

We conducted this performance audit in accordance with generally accepted government auditing standards. Those standards require that we plan and perform the audit to obtain sufficient, appropriate evidence to provide a reasonable basis for our findings and conclusions based on our audit objectives. We believe that the evidence obtained provides a reasonable basis for our findings and conclusions based on our audit objectives.

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*City of Portland Service Efforts and Accomplishments: 2008-09,
Nineteenth Annual Report on City Government Performance
(Report #380B, December 2009)*

Audit Team: Kristine Adams-Wannberg, Robert Cowan,
Fiona Earle, Alexandra Fercak, Ken Gavette, Kari Guy, Doug
Norman, Martha Prinz, Jennifer Scott, Beth Woodward

This report is intended to promote the best possible management of public resources.
This and other audit reports produced by the Audit Services Division are available for view-
ing on the web at: www.portlandonline.com/auditor/auditservices. Printed copies can be
obtained by contacting the Audit Services Division.

LaVonne Griffin-Valade, City Auditor
Drummond Kahn, Director of Audit Services

Other recent audit reports:

*City of Portland 2009 Resident Survey Results (#380A,
November 2009)*

*Federal Stimulus: Portland well-positioned to receive
funds and meet requirements (#387, September 2009)*

*Fraud Reporting: Clarification of process and training
needed (#374, September 2009)*

*Clean Air: City enforces parking laws to improve air
quality (#381, August 2009)*

