



SCOPE OF WORK / WORK PLAN

Changes to Support Portland's Transition to a Mayor-Council Form of Government in 2025

September 2023 (updates added January 2025)

Project Background / Description:

In November 2022, Portland voters approved Ballot Measure 26-228, which amends the City of Portland's Charter. The three primary changes to the city charter are:

1. Implementation of ranked-choice voting.
2. Establishing four geographic districts, with three city council members elected to represent each district – thus expanding city council to a total of 12 members.
3. Allowing the city council to focus on setting policy by transitioning day-to-day oversight of bureaus to the mayor (elected citywide) and a professional city administrator.

A transition team based in the Office of the Chief Administrative Office (CAO) is responsible for implementing voter-approved changes to the charter.

The focus of this scope of work is to have the necessary policy, operational, and physical systems in place for the future mayor, 12-member council, and city administrator to conduct city business and operate in accordance with code and the revised charter in January 2025. The scope of work includes the following bodies of work:

- A. Clarify roles and responsibilities of the 12-person council, including council president and vice president, the mayor, city administrator, and Auditor's Office to help inform staffing plans, job descriptions, salaries, and onboarding materials for city councilors and their staff.
- B. Work with the City Attorney's Office and Auditor's Office to amend city code, such as Chapter 3.02 on *Council Organization and Procedure*, to reflect November 2022 voter-approved charter changes to the roles of the council, mayor, and city administrator and internal and external input regarding changes necessary to best support these roles.
- C. Work with OMF Facilities and associated bureaus to create or adapt physical work and meeting spaces for a 12-person Council, Mayor, and City Administrator.

The following tactics will be applied across the three scope components to help achieve more successful outcomes:

1. Conduct internal engagement, change management, and related tasks to understand the needs of existing city councilors and supporting staff to integrate into system updates.
2. Conduct external engagement to understand input from the community on how city council functions and interfaces with constituents.
3. Apply best practices research and lessons learned from peer cities who have similar forms of government and/or have experienced similar government transitions.

High-level Roles and Responsibilities:¹

Project Sponsors:

- **Michael Jordan**, Chief Administrative Officer, Executive Co-sponsor, *communicate regularly with the Mayor and City Commissioners on the project and make final decisions, especially in the case that the project team is unable to come to agreement on a particular issue.*
- **Sonia Schmanski**, Deputy Chief Administrative Officer, Executive Co-sponsor, *shares tasks of CAO Jordan and provides more frequent tactical advice and oversight to staff.*

Project Team:

- **Tate White**, Strategic Project Manager, *convenes project team and ensures target deliverables are met on time and on budget.*
- **Shoshanah Oppenheim**, Transition Project Manager, *provides strategic advice and oversight informed by wider body of transition work and change management best practices.*
- **Diana Shiplet**, Code Transition Coordinator, *oversees comprehensive updates to city code to facilitate government transition and advise on project impacts to council procedures and operations.*
- **Jamey Duhamel**, Transition Strategic Engagement and Project Delivery Coordinator, *provides subject matter expertise as a former council staffer to advise on and contribute to planning, curriculum development, and activity coordination. Helps to identify synergies and coordinate work with employee engagement and change management efforts.*
- **Daniel McArdle-Jaimes**, Transition Communications Manager, *advices on material creation, communication strategies and connections to other communications work for Transition projects, especially from a budget perspective.*
- **Alyssa Morishita Prouty**, Transition Communications Coordinator, *provides project management support, coordination, and communications expertise to develop materials and implement communications strategies to support a successful onboarding plan and process.*
- **Barry Pack**, Senior Advisor to the Mayor, and **Megan Lehman**, City Council & Process Policy Analyst, *provide strategic advice and oversight to the project, ensuring appropriate connections with the Mayor's Office.*
- **Ben Smith**, Financial Analyst for city council, and **Ashley Blakemore**, Business Operations Supervisor, *advise on roles and responsibilities as well as physical and operational needs of current and incoming city council and supporting staff.*
- **Juan Carlos Ocaña-Chíu**, Racial Equity Program Manager, Office of Management and Finance, *provides strategic advice and oversight, including identifying opportunities to better integrate and center racial equity and anti-racism.*
- **Linly Rees**, Chief Deputy City Attorney, **Linda Law**, Chief Deputy City Attorney, and/or **Maja Haium**, Sr. Deputy City Attorney, *update City Code language to align with voter-approved revisions to the City Charter.*

¹ Some team members changed roles, joined, or departed the core project team at different times over the full tenure of the project). There are also many other staff members not listed here that contributed to this work.

- **Reed Brodersen**, Chief Deputy City Auditor, **Keelan McClymont**, Council Clerk, and/or **Lisa Howley**, General Counsel for Auditor, *inform and advise on new city council procedures and operations.*

Scope component C:

The complex and time-sensitive facilities component of this scope will be led by a team in the Bureau of Fleet and Facilities. Key project management contacts are **Randi Selleck** and **Caitlin McGehee** who will be working closely with the Bureau of Technology Services, Security teams, and other internal partners, including those on this project team.

Budget:

The facilities project is estimated to cost \$7,217,000 to design, construct and expand Portland's council chambers and workspaces for the 12-member district-elected council, mayor, and city administrator. To fund this, the City will borrow internally from Facilities Service's cash balance and will repay this over seven years through inter-agency billings to all city bureaus.

In April 2023, council authorized the budget and a procurement method called Construction Manager/General Contractor (CM/GC), which awards an alternative construction delivery method. This will allow the City to be nimble and develop a plan for a city council chambers that is large enough to accommodate the expanded city council and workspaces for the council, their staff, the mayor, and the city administrator.

The location and program of district offices could be decided with more input from the community and the newly elected 12-member council after they take office in January 2025. Budget impacts would be postponed to FY2025-26 and beyond with the tradeoff of not having district offices for at least the first year of the new 12-member council.

Staffing planning work is directed by a Fiscal Year 23-24 Budget Note that requires a proposal that is level funded with (or equal to) the elected officials' budgets for the Commission structure with a five-person council the included the mayor. Any additional funding requires support and approval from the City Council via a Current Appropriate Level adjustment.

A FY 2022-2023 Adopted Budget Note directed the Budget Office to establish a policy set aside to account for council transition costs of up to \$500,000 to ensure adequate funds will be available for any voter-approved transitions. This is a cost incurred any time we have a changeover on council and not being considered a one-time cost related to the Charter Transition. A decision package for \$500k was submitted and approved as part of the 2024-25 budget. All other scope components and tactics are anticipated to be covered by existing City or Transition team resources; however, deliverables and/or new information may determine the need for additional ongoing or one-time resources that will be recommended to leadership at the appropriate time.

High-Level Timeline

(Form of government adjacent milestones and interdependencies marked in italics)

March 2023:

- *Salary Commission appointed to establish salaries for the new city councilors, the mayor, and auditor.*
- Office of the City Attorney finalizes memo defining Legislative and Executive powers (attorney-client privileged).
- Topic-specific meetings to confirm scope of work as well as high-level roles and responsibilities.
- Compare City Code Chapter 3.02 to Charter revisions and identify key questions for internal and external interested parties. Determine how this influences internal and external engagement.
- Facilities works with procurement to identify the appropriate procurement process for facility, technology, and security professional services consultants and construction contractors, likely Construction Manager/General Contract (CM/GC).

April 2023:

- Project team members meet with existing Council Offices to overview future changes in roles and responsibilities as defined by the revised charter and gather input about what helps them operate successfully.
- New Mayor and Council Offices anticipated staff counts or comparable guidance required for facility schematic design phase.

May 2023:

- Present and engage GTAC on Roles and Responsibilities under Revised Charter.
- Meet with Commissioner Offices about Code Chapter 3.02 policy choices.

June 2023:

- Provide Salary Commission with information from research about council president and vice president pay in peer cities to inform their work.
- Engage GTAC on Code Chapter 3.02 policy choices to influence broader community engagement to inform Code Chapter 3.02 updates.
- Provide high level job descriptions for anticipated new or changed positions for staff supporting elected officials to Human Resources by the end of the month.

July 2023:

- Complete draft revisions to Code Chapter 3.02 on Council Operations and Procedures.
- *Salary Commission makes final decision on salaries for elected officials.*
- Provide available additional information about staffing for elected officials and the City Administrator to Human Resources by the end of the month, so they can initiate their classification and compensation process.

August-September 2023:

- Internal and External engagement on final draft revisions to Code Chapter 3.02.
- *New geographic districts adopted, and city councilors' salaries established.*
- CM/GC anticipated to be on board to carry facility work forward.

September 2023:

Proposed revisions to Code Chapter 3.02 presented to existing city council for approval.

October 2023:

Develop and refine project scopes of work for phase 2 of council operations work, elected officials onboarding, and governance implementation work (*note: decision makers reassigned or did not approve some scope elements for continuation or completion*).

November 2023 – August 2024:

- *City council votes on Current Appropriation Level Adjustments impacting staffing planning for the 2025 elected officials.*
- Establish a plan, propose a budget, and develop deliverables and processes to support onboarding; explore and procure educational partners and mobilize subject matter experts for onboarding the new, 12-member council, mayor, and auditor (e.g., council rules and procedures, legislative role of city council, etc.)
- Refine position descriptions, reporting structure, and other details to build out the council Operations team with the City Attorney's Office and provide recommendations for their support of council and committees.
- *Human Resources proposes classifications to support the future elected officials for council approval.*
- Work with Human Resources, Business Operations and City Budget Office to create the positions to support the elected officials and integrate them into the City Budget.
- Prepare and present form of government presentation materials at candidate learning sessions in partnership with the City Elections Office (January and over summer 2024), to regional partners as well as for community (e.g., listening sessions to seek public input) and internal presentations (e.g., employee townhalls); respond to form of government media requests and participate in media interviews.
- Support onboarding of and transition of responsibilities to the first council operations manager.
- Work with bureau representatives, City Attorney's office, and Council Clerk's office to draft and present to council for approval, amendments to City Code to align with the revised charter.

September 2024:

- Any modifications to facility, technology, and security operating cost estimates for FY 2024-25 submitted for Fall BMP.
- Updated operating costs used to develop FY 2025-26 budget.

October-November 2024:

- Facility construction anticipated to be complete; testing and refinement of all electronic programs (council A/V system, security programs, lighting, etc.); cleaning and furnishings installations (including dais).
- Refinement and testing of onboarding plans with partners and Leadership Team.
- Work with bureaus to prepare draft amendments to Portland Policy Documents for approval and implementation in 2025 to align with the newly amended city code.

November 5, 2024: Municipal General Election.

December 2024:

- Initial onboarding / training of 12 incoming city council members and mayor (re-elected Auditor invited).
- Work with city leadership to prepare delegations of authorities, effective January 1, 2025, in alignment with updates to authorities in the newly amended city code.

January 2025: 12-member city council and mayor takes office under the new form of government and has options of continuing onboarding through service area public work sessions, topic-focused briefings, and tours.

2025 – 2026:

- Evaluate whether new spaces, code, delegations, and operational updates are meeting elected official, city administrator, and community needs.
- Assess blended rate and related facility needs and opportunities.
- If council does not fund for FY23-24, explore potential for district offices with new city councilors and the community. Given the short timeline and limited resources, the priority for 2024 is to provide safe, accessible, and welcoming chambers for the council to meet. Scoping district offices will be part of this later phase that will include engaging the future council and the community to better understand how the district offices will serve Portlanders.