City of Portland Employee Engagement Report
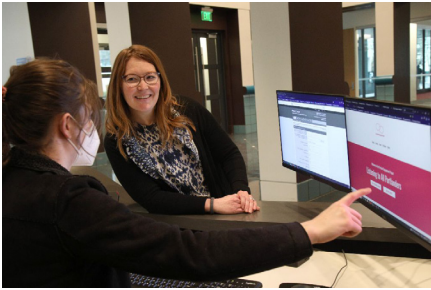
Employee Survey Results and Analysis August 2023

Portland Transition
Voter approved. Community centered. City delivered.

employees.portland.gov/transition

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Acknowledgements

Introduction

Overview

The form and structure of Portland's city government will change substantially on January 1, 2025, because of the November 2022 passage of Measure 26-228. Roles and responsibilities for the Mayor and City Council will shift, and bureaus will report to a City Administrator rather than to five Council offices.

To help prepare for this shift, Chief Administrative Officer Mike Jordan was directed by Portland City Council to create a recommended organizational structure that he will bring to them for consideration in October 2023. This recommendation is scheduled for October to allow enough time to implement the necessary administrative and systems changes before January 2025. This project is called City Organization.

The new reporting structure is a first step in a long process of aligning our service delivery with community expectations in the new form of government. Having a structure that is rational, has reasonable spans of control, and logical groupings of programs and bureaus will help with both the hiring of the City Administrator and their ability to manage the structure effectively from the very first day.

After October 2023, the project will develop recommendations around future process changes, communications improvements, citywide coordination, and other structural changes for consideration by new city leadership in 2025 and beyond. This project is called Future Improvements.

Purpose

As part of the City Organization project, we created a programmatic assessment process. Teams consisting of bureau leadership, Council offices, and subject matter experts in the five service areas created by the Mayor in January 2023 participated in this process.

The assessment teams evaluated our current organizational structure and identified options that may solve for some key challenges within the current structure. Employee and community input informed their priorities and recommendations.

Programmatic Assessment Timeline

Feb. and March 2023 Planning	April and May 2023 Phase One	June and July 2023 Phase Two	Aug. and Sept. 2023 Phase Three	Oct. 2023 Recommendations
Finalize assessment methods and convene assessment teams.	Review current service area groupings and explore programs that might be able to shift. Employee engagement begins.	Continue Phase 1 work, including a robust discussion about the role of the future Deputy City Administrator(s). Continue employee engagement and begin community outreach through a workshop and outcomes report.	Develop recommended organizational chart. Hold employee town hall and community session before drafting final resolution.	Send resolution to council. Shift to implementation and begin future improvements work.

Use of Survey Results

City Organization-Phase 1

A survey report was published in May and provided to programmatic assessment teams to consider in their Phase 1 discussions. For more information, read the **May Engagement Report** and the **Phase 1 Programmatic Assessment reports**.

City Organization-Phase 2

Survey results were not provided to the programmatic assessment teams during Phase 2 as the questions under discussion did not align with the survey design. See the **Survey Crosswalk Tool** section for more information.

City Organization-Phase 3

An equity tool that incorporates consideration of survey results will be used in drafting an organizational structure.

Equity Tool for City Organization

The project team and the Office of Equity and Human Rights developed a tool for use with the City Organization project. The tool consists of a set of equity questions and an analysis framework focusing on the priorities identified by employees (through the employee survey) and from communities as summarized in the Community Outcomes Report.

The tool will support the CAO and transition team to apply a holistic equity mindset by assessing how the new proposed organizational structure for the City will benefit and/or burden systemically oppressed communities, especially Indigenous people, Black people, immigrants and refugees, people of color, and people with disabilities.

The goals for the use of the tool are:

- *Ensure that the City of Portland and City Organization values and priorities are centered in discussions about and development of the policy.*
- *Analyze the processes taken to develop the policy to determine if there was an appropriate level of participation from stakeholder groups involved.*
- *Identify whether the final policy recommendation helps to advance equity and is aligned to the priority characteristics of the City Organization project.*

Changes begin to go into effect in the new fiscal year, July 2024.

The new high-level organizational structure will be in place by Jan. 1, 2025.

Future Improvements

After the City Organization project concludes in October, survey results will be used to help inform a wide array of systems and service improvement recommendations that future leaders may choose to implement. Many employees and managers responded to the survey to share how current systems are and are not working. They also shared hundreds of recommendations and ideas that the project team will analyze to identify common themes for additional feedback and development during the Future Improvements project. This project is still in development and will include additional employee and community engagement.

Survey Overview

This section describes the design of the survey, including challenges the design presented in reporting the results to help inform the programmatic assessment process.

Survey Crosswalk Tool

To build trust and be transparent with people who work for the City, the survey was originally designed using a Survey Crosswalk Tool to craft questions that were most relevant to informing Phase 1 of the programmatic assessments.

As results were collected, the project team observed the wide depth and breadth of comments and opted to keep the employee survey open. As the programmatic assessment work continued, it became clear that the questions in the survey were no longer directly aligned with the questions of Phase 2. Therefore, the Survey Crosswalk Tool still serves as an explanation for how the questions were designed to begin with, but the utility of the results has changed over time.

Now, the project team is using the results from the survey to inform an Equity Tool that will be used to help better understand which structural options best align with employee feedback, community feedback, and City core values.

See **Equity Tool for City Organization** section for more information.

Survey Questions

The employee survey includes 10 questions. In general, questions 1-2 are demographic, questions 3-4 are about bureau collaboration, and questions 5-10 are about bureau functionality. See Special Considerations for more information about the manager survey. See Appendices for the methodology used to analyze the results.

Q1: Which bureau do you currently work in?

This question was a drop-down list and is the only mandatory question in the survey. Its purpose is to not only indicate which people have access to the engagement opportunity, but it is also critical to connecting to the rest of the survey questions. Without knowing which bureau, a person is working in, answers about which bureaus they work with or don't work with cannot be turned into useful information.

Note: Two groups were unintentionally omitted from the drop-down list when the survey was released. Portland Children's Levy and Independent Police Review were added to the list within 2 days of the survey release.

Q2: How would you describe your role?

This multiple-choice question provided 4 options plus "other". The roles included "field staff" "direct service staff", "administrative staff" and "program staff" and are high level descriptors intended to keep

the project team aware of any gaps in distribution or participation opportunities. This information is not critical to understanding any of the other answers in the survey and is therefore not included in the survey results. Programmatic assessments teams may request this information if they have a purpose that informs the programmatic assessment questions.

Q3: For the bureaus you collaborate with most often, check all the reasons that apply for why you collaborate.

This question was formatted as a table-matrix that listed all the bureaus and provided 5 buttons to choose from including, "required to complete my work and works well", "required to complete my work and does not work well", "informally to be collaborative and share information", "informally to avoid duplication of similar work", and "other". There was no way to capture additional information if someone chose "other".

This question is cross referenced with Q1 to provide a picture of which bureaus are most often collaborating with which other bureaus and some understanding about why those relationships exist. This will assist programmatic assessment teams in vetting their assumptions about whether current service area groupings are the right ones, and whether other groupings might make sense.

Q4: If you want to collaborate with other bureaus more often then you currently are, which of the following reasons apply (check all that apply).

This question was formatted as a table-matrix that listed all the bureaus and provided 4 buttons to choose from including, "it is important to the success of my work", "to be collaborative and share information", "to avoid duplication of similar work", and "other". There was no way to capture additional information if someone chose "other".

This question is cross referenced with Q1 to provide a picture of which bureaus should be collaborating with which other bureaus and some understanding about why those collaborations should be considered. This will assist programmatic assessment teams in vetting their assumptions about whether current service area groupings are the right ones, and whether other groupings might make sense.

Q5: How well does the City's current organizational structure (i.e., bureaus and offices) enable you to complete the requirements of your job?

This multiple-choice question provided 6 options including "Not very well at all", "Not very well", "Somewhat well", "Very well", "Don't know/unsure", and "It has no impact".

This question is one of two (Q6) that can be used to better understand the general sentiment of how people who work in bureaus experience the current form of government as it relates to being successful in their own roles.

Q6: If you answered question 5, please explain why you feel this way.

This is an open text box answer that allows the person completing the survey to describe their experiences about the organizational structure.

Q7: How well does the City's current organizational structure (i.e., bureaus and offices) enable you or your team to meet the needs of Portland Community members?

This multiple-choice question provided 6 options including "Not very well at all", "Not very well", "somewhat well", "very well", "Don't know/unsure", and "it has no impact".

This question is one of two (Q8) that can be used to better understand the general sentiment of how people who work in bureaus experience the current form of government as it relates to providing effective public service to Portlanders.

Q8: If you answered question 7, please explain why you feel this way.

This is an open text box answer that allows the person completing the survey to describe their experiences about the organizational structure.

Q9: The City's state core values are Anti-Racism, Equity, Transparency, Communication, Collaboration, and Fiscal Responsibility. How well does the City's current organizational structure (i.e., bureaus and offices) enable your bureau to uphold these values, especially with respect to anti-racism?

This multiple-choice question provided 6 options including "Not very well at all", "Not very well", "somewhat well", "very well", "Don't know/unsure", and "it has no impact".

This question is one of two (Q10) that can be used to better understand the general sentiment of how people who work in bureaus experience the current form of government as it relates to being successful in upholding the City's values.

Q10: If you answered question 9, please explain why you feel this way.

This is an open text box answer that allows the person completing the survey to describe their experiences about the organizational structure.

Special Considerations

City Auditor

The City Auditor's Office is a unique feature of Portland's form of government. While run by an independently elected auditor and not subject to the oversight of the Mayor, Council, or Chief Administrator's Office, people who work in the City Auditor's office are City of Portland employees who have rich and diverse experiences to contribute to the programmatic assessment process.

Because they will not experience any direct changes from the decisions made by programmatic assessment teams, any answers received for survey questions 3 and 4 (bureau collaborations) will be omitted from the survey results. However, answers received for questions 5-10 (organizational functionality) will be included.

In addition, the City Auditor's Office mission to provide independent and impartial reviews of City government means it has a wealth of relevant information to share that cannot be captured in the survey and that can assist programmatic assessment teams and the CAO's office in the full scope of the Service Delivery and Bureau Management project. Additional information has been requested of the Auditor and the Ombudsman and any information received will be incorporated

into the broader analysis of both near term organizational changes and long-term recommendations for future leadership to consider.

Bureaus/Offices with Unique Functions

City Attorney's Office: City attorneys provide a unique function and are not subject to the same need to be organized based on bureau relationships or shared features. Therefore, any answers received for survey questions 3 and 4 (bureau collaborations) will be omitted from the survey results. However, answers received for questions 5-10 (organizational functionality) will be included in graphs that represent citywide results. **Note: This may not be the correct analysis and the project team will be responsive to requests to reconsider how this Office's data is used in the future.**

Prosper Portland: Prosper Portland is uniquely structured in that it is named in charter to implement the vision and goals of the City, but people who work at Prosper are not City of Portland employees. Prosper Portland has a need to be organized based on bureau relationships and shared features even though they currently cannot be changed on a program level. Therefore, all answers received for all questions will be included in the survey results. NOTE: Prosper employees are not included in the Citywide All Employees Distribution List and many report that they did not receive the initial emails from Michael Jordan with a link to the survey. Remedies were attempted and the emails were shared amongst Prosper staff, but it is unclear how many received the opportunity to participate. This oversight was shared with Prosper leadership and a renewed commitment by leadership that future emails will be forwarded to people who work at Prosper was received.

Office of Government Relations: OGR provides a unique function and are not subject to the same need to be organized based on bureau relationships or shared features. Therefore, any answers received for survey questions 3 and 4 (bureau collaborations) will be omitted from the survey results. However, answers received for questions 5-10 (organizational functionality) will be included in graphs that represent citywide results. **Note: This may not be the correct analysis and the project team will be responsive to requests to reconsider how this Office's data is used in the future.**

Joint Office of Homeless Services: JOHS is included in the Administration service area grouping, but people who work at JOHS are not City of Portland employees. Therefore, they were not included as an option in the survey bureau list, nor where they included in the distribution of the survey.

Portland Children's Levy: PCL is an initiative of the City of Portland and is not currently listed under any service area grouping. However, people who work for PCL are City of Portland employees who may be subject to changes about where and how they fit into the organizational structure. Therefore, any answers received for all questions will be included in graphs that represent the citywide results but will not be included in service area results.

City Council Offices and Mayor's Office: People who work for current City of Portland elected officials are not subject to the oversight of bureau management and will not be directly impacted by organizational changes. City council offices and the mayor's office were not included as an

option in the bureau drop down list although they did receive the survey through the Citywide All Employees Distribution List. It is possible that people who work in elected office may have taken the survey although that is not known. It is not intended to include people who work in current elected offices in employee engagement efforts for programmatic assessments.

Manager Survey Data

The manager survey was designed to be an optional addition to help inform the programmatic assessment questions related to programs within bureaus. At the time the survey was developed, the definition of program used by the programmatic assessment teams was based on budget descriptions. It made most sense at the time to ask only managers to answer those questions as they would have the most familiarity with the programs as defined by bureau budgets. Because of this general definition of program, the survey did not include a drop-down list to choose from and instead relied on people who took the survey to type their answers into open text boxes. This resulted in a wide variety of program names and descriptions that is not easy to convert into charts and graphs.

In addition, the nature of the survey led to answers that resulted in potentially less anonymity for people who took the survey. While this possibility was known to people who chose to take the survey, it is still the intention to protect people from any unintended consequences.

Therefore, the manager survey data will be paraphrased, and comment coded to protect anonymity as much as possible. The results are included at the end of the **Survey Results** section.

Survey Results

The section details the results of both the employee and manager surveys. Demographics, charts, and additional analysis are included.

Employee Survey

The tables and graphs that follow provide both a Citywide view and a service area specific view of the results as provided by people who completed the survey. The project team worked in collaboration with data analysts with the Smart City PDX program to represent the complex data received.

The results are presented in the order the questions were listed in the employee survey.

For questions 1-2, tables were copied directly from the Survey Monkey form.

For questions 3- 4, a service area specific graph for each answer choice is provided.

For questions 5, 7, and 9, two graphs (one citywide and one service area) are provided.

For questions 6, 8, and 10, a graph representing the themes identified in the comments is provided (see Appendices for a description of the comment codes).

Additional analysis is provided for questions 3, 4, and 5/6, 7/8, 9/10.

Data Summaries

As of July 28, at 5pm, 1201 people completed the Employee Survey for City Organization and Future Improvements and 123 people completed the Manager Survey.

Q1. Which bureau do you currently work in?

| Answer Choices	Response Percent	Responses
Auditor's Office	0.75%	9
City Attorney	1.67%	20
City Budget Office	0.67%	8
Community & Civic Life	0.83%	10
Community Safety Division	0.42%	5
Development Services	8.24%	99
Division of Asset Management (Fleet and Facilities)	2.08%	25
Environmental Services	15.24%	183
Fire & Rescue	2.83%	34
Fire & Police Disability and Retirement	0.33%	4
Office of Equity and Human Rights	0.92%	11
Office of Government Relations	0.58%	7
OMF - Bureau of Human Resources	3.16%	38

OMF - Bureau of Revenue & Financial Services	5.16%	62
OMF - Bureau of Technology Services	6.41%	77
OMF - Office of the Chief Administrative Officer	3.41%	41
Planning & Sustainability	5.33%	64
Police Bureau	3.75%	45
Portland Bureau of Emergency Management	0.5%	6
Portland Bureau of Transportation	14.82%	178
Portland Housing Bureau	1.5%	18
Portland Parks & Recreation	9.16%	110
Portland Water Bureau	9.16%	110
Prosper Portland	1.5%	18
911 Bureau of Emergency Communications	0.67%	8
Independent Police Review	0.5%	6
Portland Children's Levy	0.42%	5
	Answered	1201
	Skipped	0

Q2. How would you describe your role?

|	Response Percent	Responses
Field Staff: work primarily outside of an office, usually in city maintenance or operations functions	9.81%	116
Direct Service Staff: work primarily as external facing, providing assistance to the public	11.0%	130
Administrative Staff: work primarily as internal facing, providing assistance to staff	29.53%	349
Program Staff: work inside or outside an office, implementing program requirements or public function	37.65%	445
Other (please specify)	12.01%	142
	Answered	1182
	Skipped	19

Question 3: For the bureaus you collaborate with most often, check all the reasons that apply for why you collaborate.

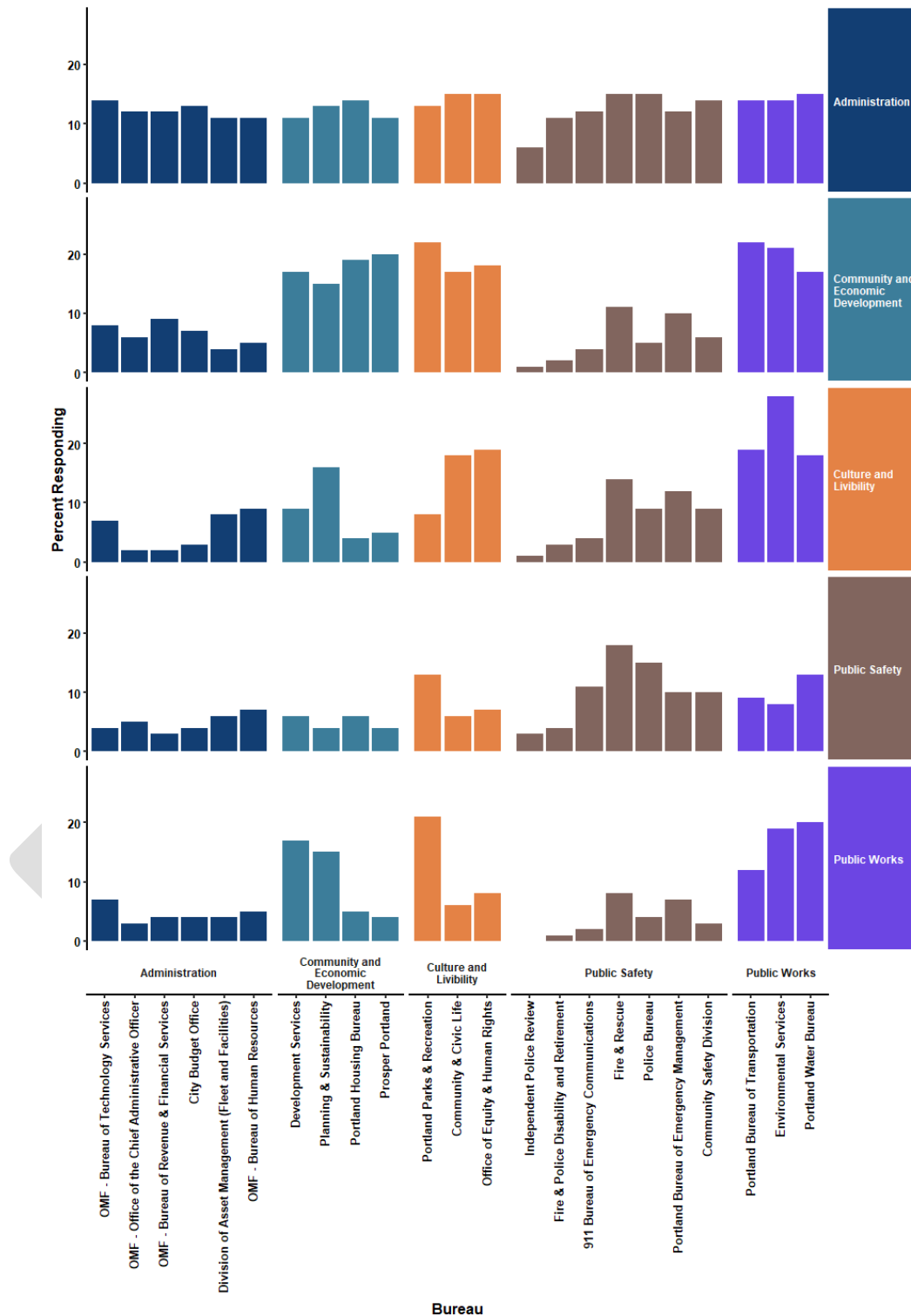*Answer 1: Required to complete my work and works well.*
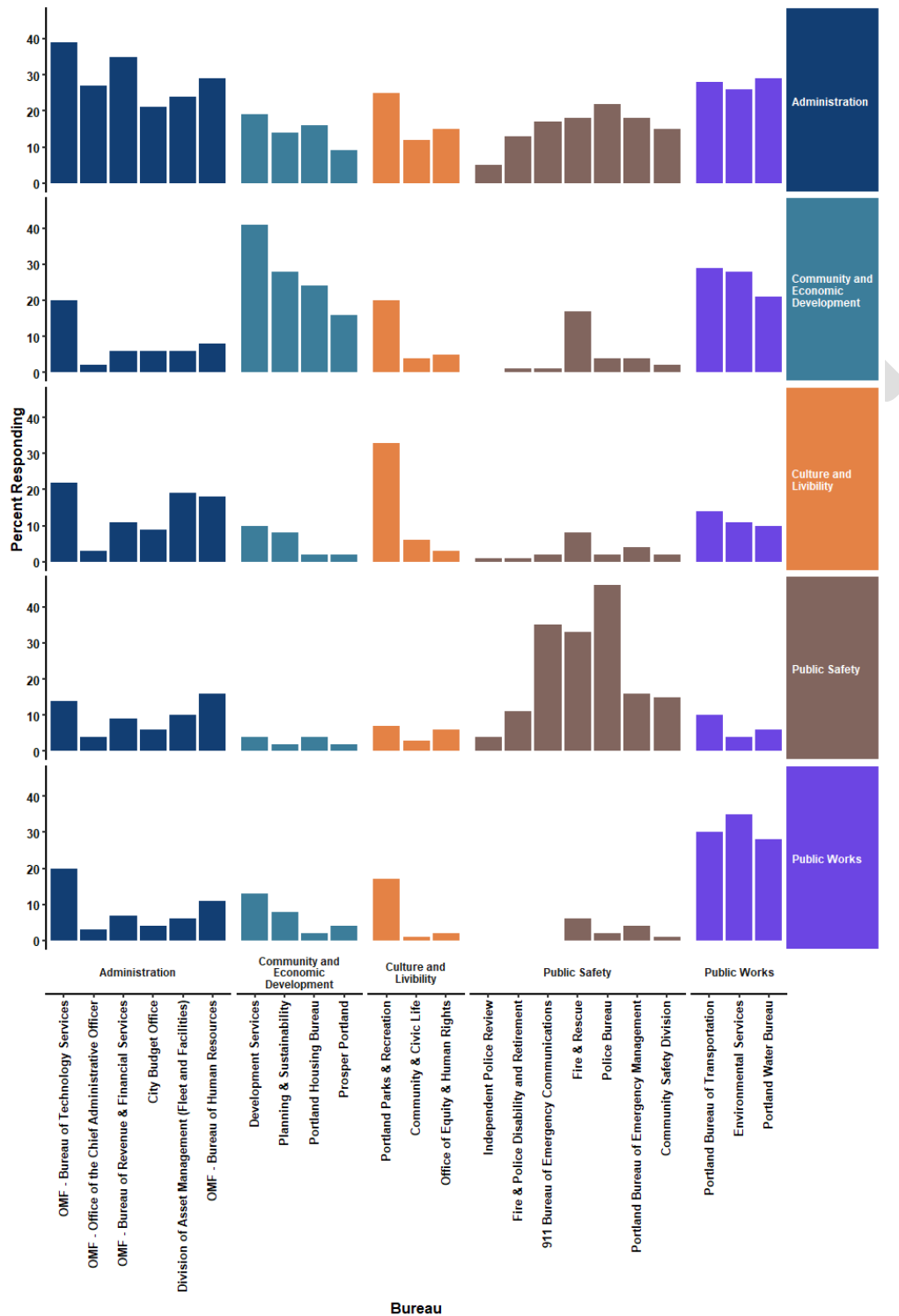
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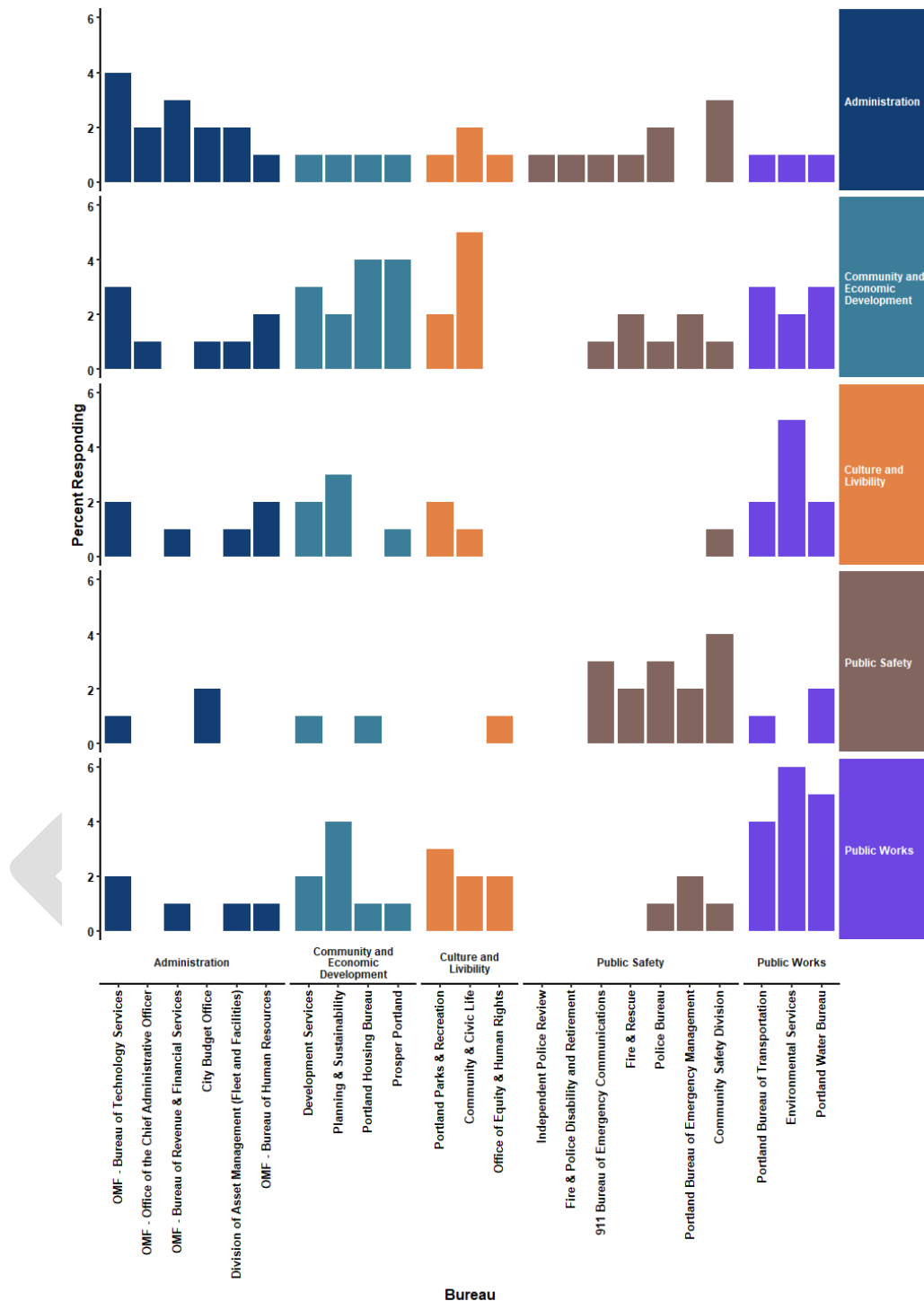*Answer 2: Required to complete my work and does not work well.*
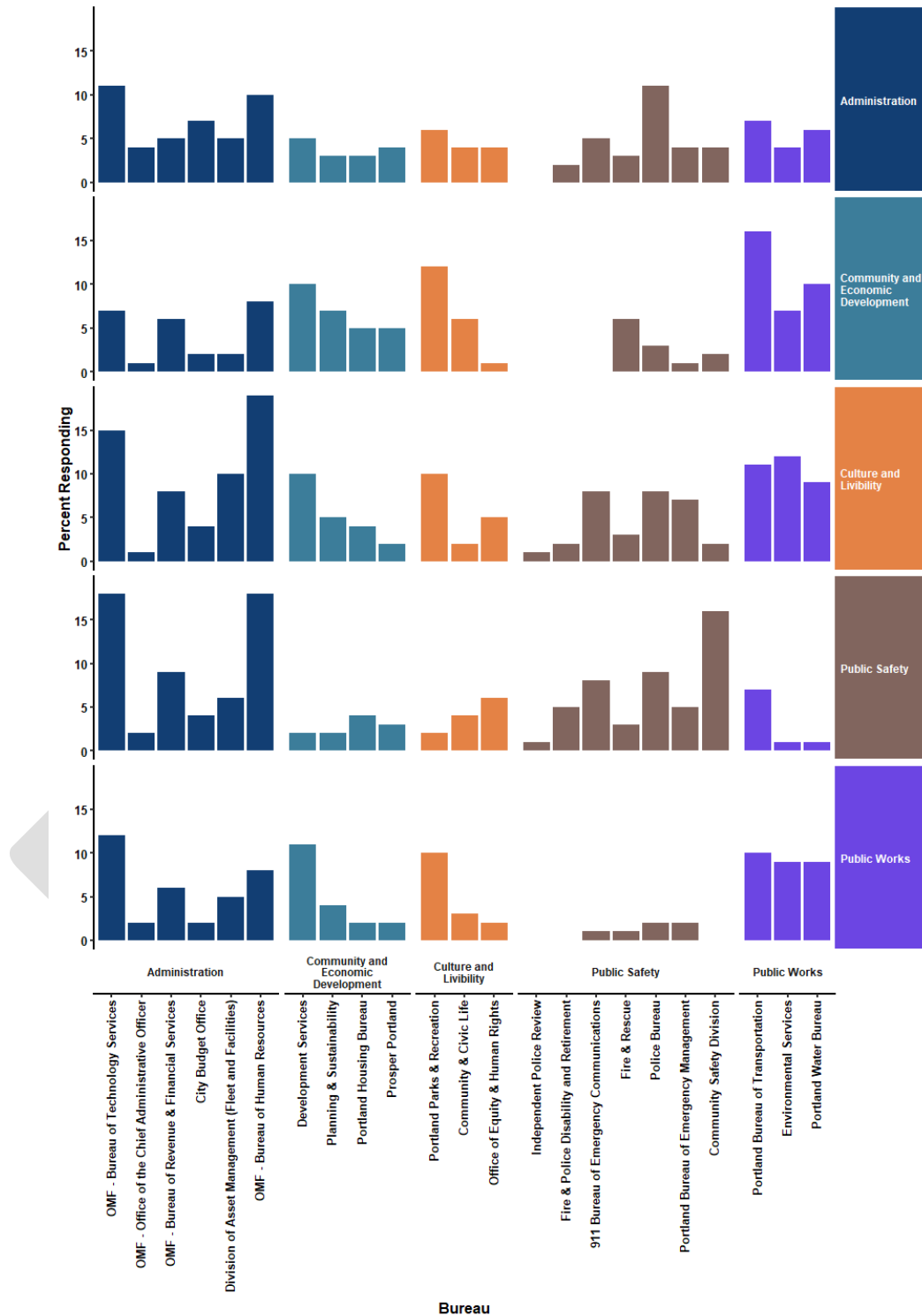
Question 3: For the bureaus you collaborate with most often, check all the reasons that apply for why you collaborate.

*Answer 3: Informally to be collaborative and share information.*

Question 3: For the bureaus you collaborate with most often, check all the reasons that apply for why you collaborate.

Answer 4: Informally to avoid duplication of similar work.

Question 3: For the bureaus you collaborate with most often, check all the reasons that apply for why you collaborate.

Answer 5: Other (no additional information)
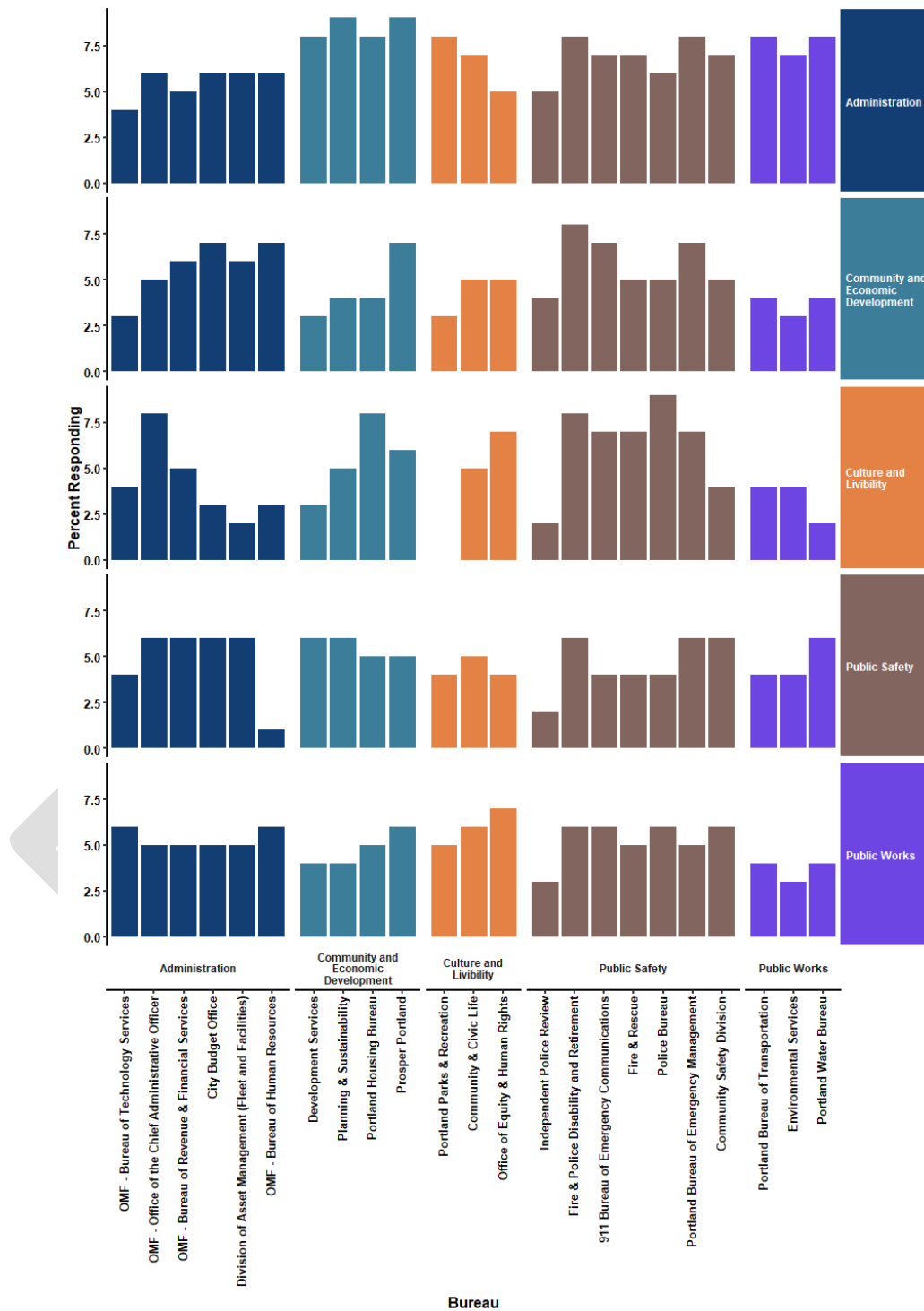
Additional Analysis for Question 3

The following summarized analysis is intended to help the programmatic assessments by identifying the patterns and relationships within the data.

NOTE: This analysis was provided with the May Engagement Report. Except where otherwise noted, there were no noticeable differences in the overall data patterns after additional input from employees.

Answer 1: Required to complete my work and works well.

- People who work in all service area bureaus most often chose their own service areas bureaus as the ones they are required to work with, and it works well.
- Outside of their own service area bureaus, people who work in the Administration bureaus most often chose Public Works bureaus as the ones they are required to work with, and it works well.
- Outside of their own service area bureaus, people who work in the Community and Economic Development bureaus most often chose Public Works bureaus as the ones they are required to work with, and it works well.
- Outside of their own service area bureaus, people who work in the Culture & Livability, Public Safety, and Public Works bureaus most often chose Administration bureaus as the ones they are required to work with, and it works well.

Answer 2: Required to complete my work and does not work well.

- The percentage of people who responded to this question are much lower than for Answer 1.
- People who work in the Administration bureaus most often chose Public Safety bureaus as the ones they are required to work with, and it does not work well.
- People who work in the Community and Economic Development bureaus most often chose Public Works bureaus as the ones they are required to work with, and they are not working well. NOTE: CED also reported working well with PW in the previous answer. While there are fewer people who answered this question compared to Answer 1, this may only reflect that there are a lot of required working relationships between these two service areas that should be taken into consideration.
- People who work in the Culture and Livability bureaus most often chose Public Works bureaus as the ones they are required to work with, and it does not work well.
- People who work in the Public Safety and Public Works bureaus most often chose Administration bureaus as the ones they are required to work with, and it does not work well. NOTE: PS and PW also reported working well with Admin in the previous answer. While there are fewer people who answered this question compared to Answer 1, this may only reflect that there are a lot of required working relationships between these two service areas that should be taken into consideration.

Answer 3: Informally to be collaborative and share information.

- People who work in Administration bureaus reported many collaborative relationships across most service area bureaus.

- People who work in Community and Economic Development, Culture and Livability, and Public Safety bureaus most often chose Public Works bureaus as the ones they had the most informal collaborative relationships with.
- People who work in Public Works bureaus most often chose Community and Economic Development bureaus as the ones they had informal collaborative relationships with.
- People who work in Public Works, Community and Economic Development, and Public Safety bureaus chose Portland Parks & Recreation as the bureau they had the most informal collaborative relationship with (outside of their own bureaus).

*Answer 4: Informally to avoid duplication of similar work.*

- The percentages of people who answered this question are so low, meaningful conclusions are not recommended.

Answer 5: Other (no additional information)

- The "other" button did not include a text box to provide additional information.
- When comparing answers, sharing information is the main reason for collaboration, followed by "other", followed by avoiding duplication.

Question 4: If you want to collaborate with other bureaus more often then you currently are, which of the following reasons apply (check all that apply.

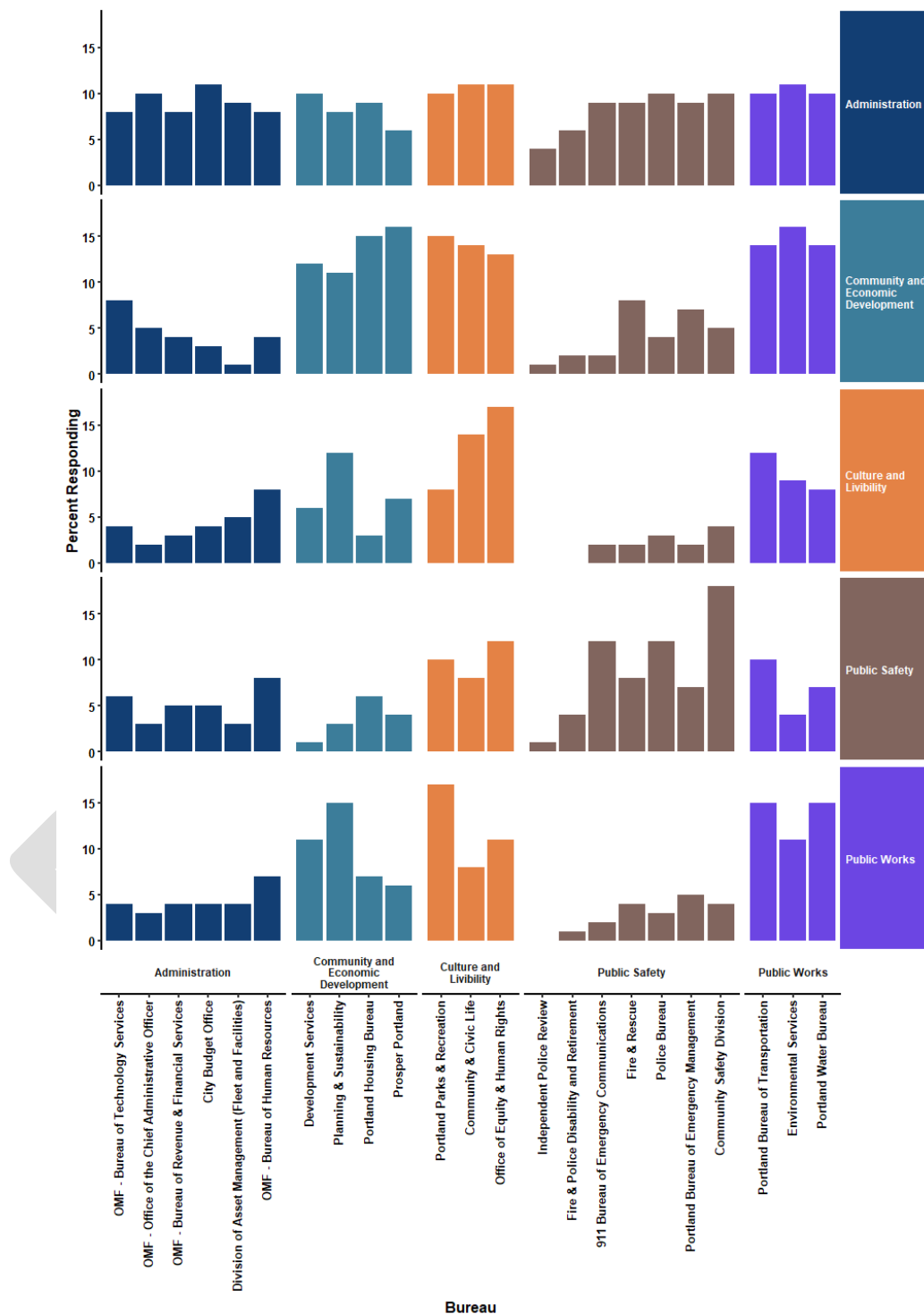*Answer 1: It is important to the success of my work.*
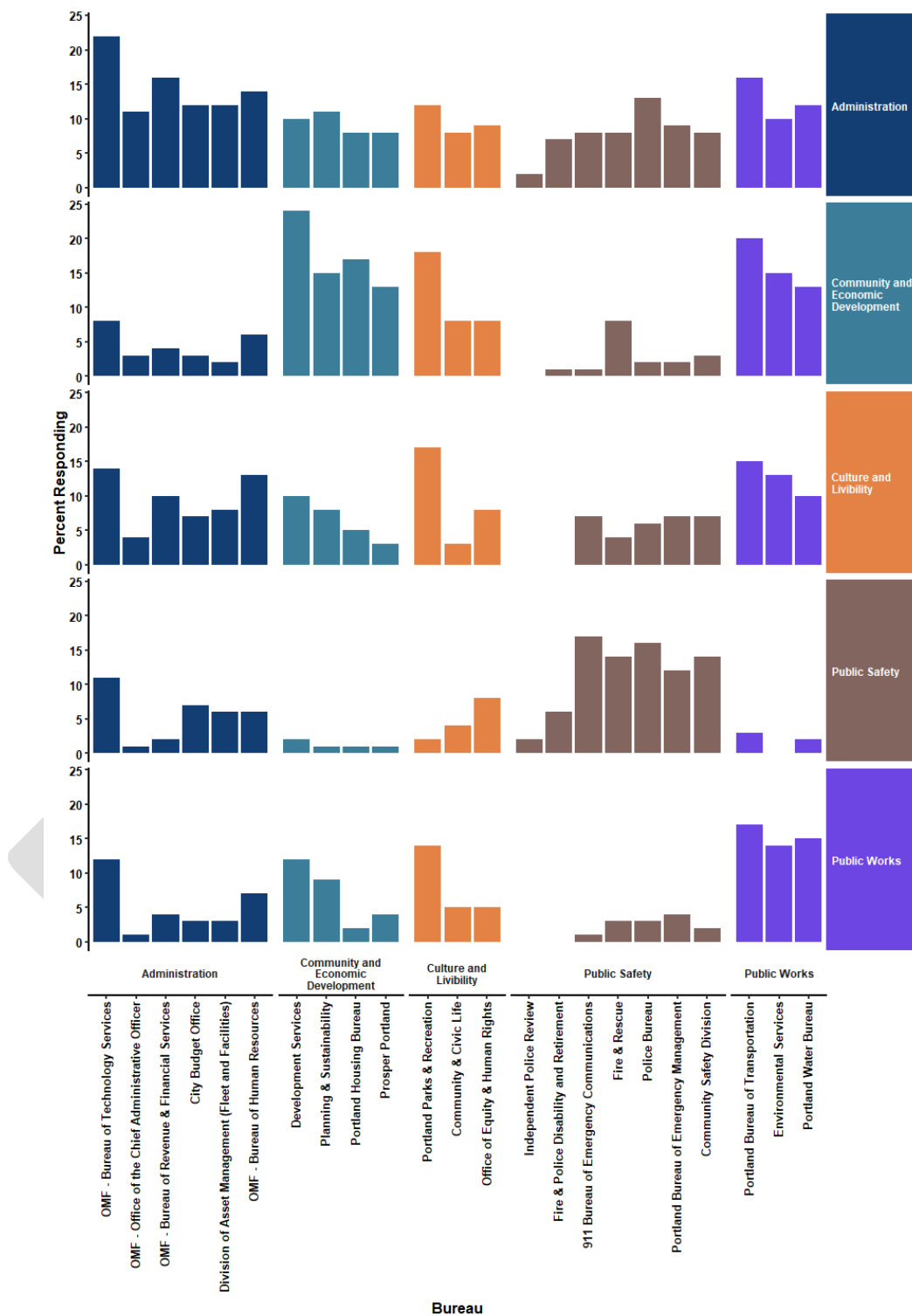
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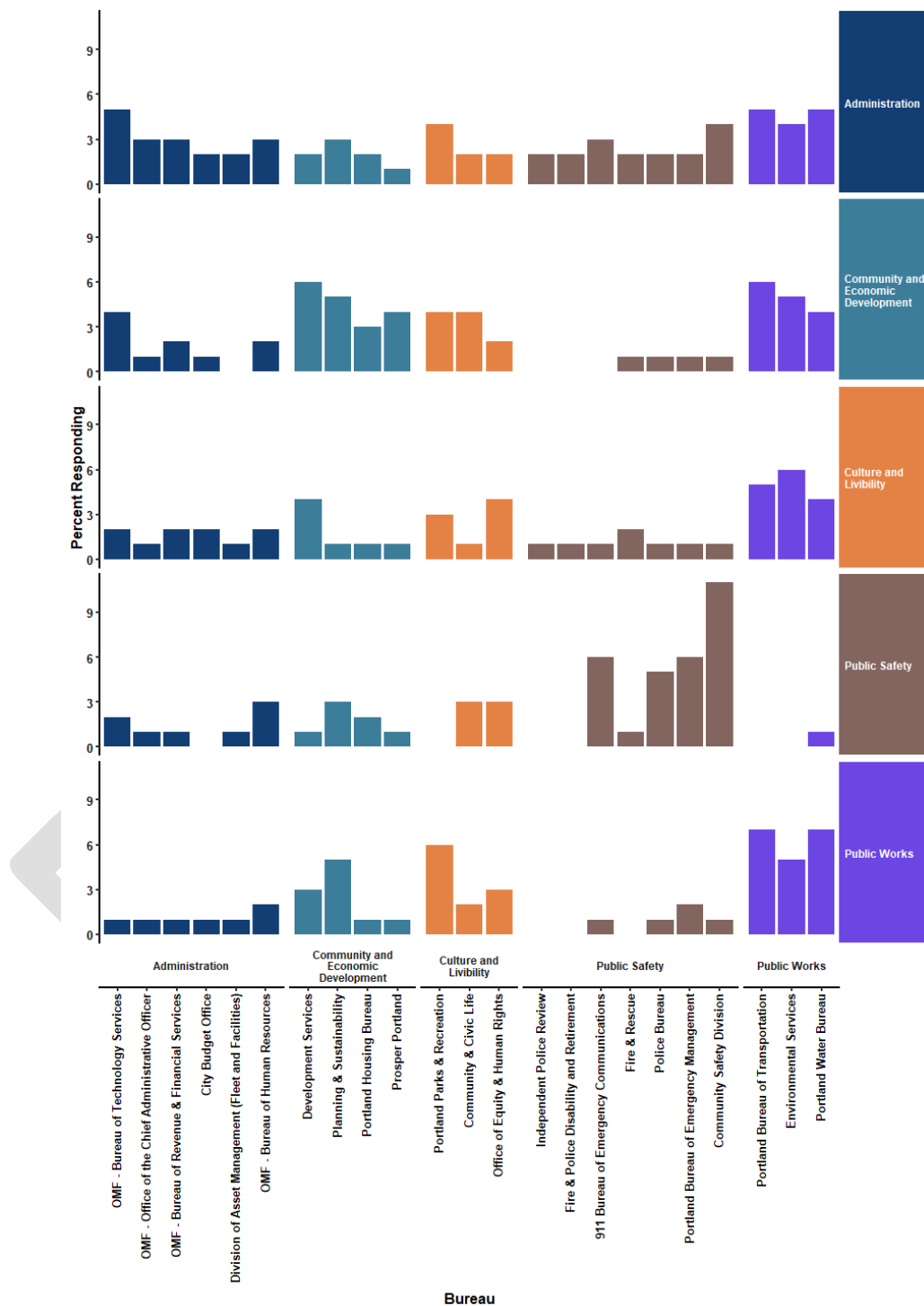_Answer 2: To be collaborative and share information._

Question 4: If you want to collaborate with other bureaus more often then you currently are, which of the following reasons apply (check all that apply.

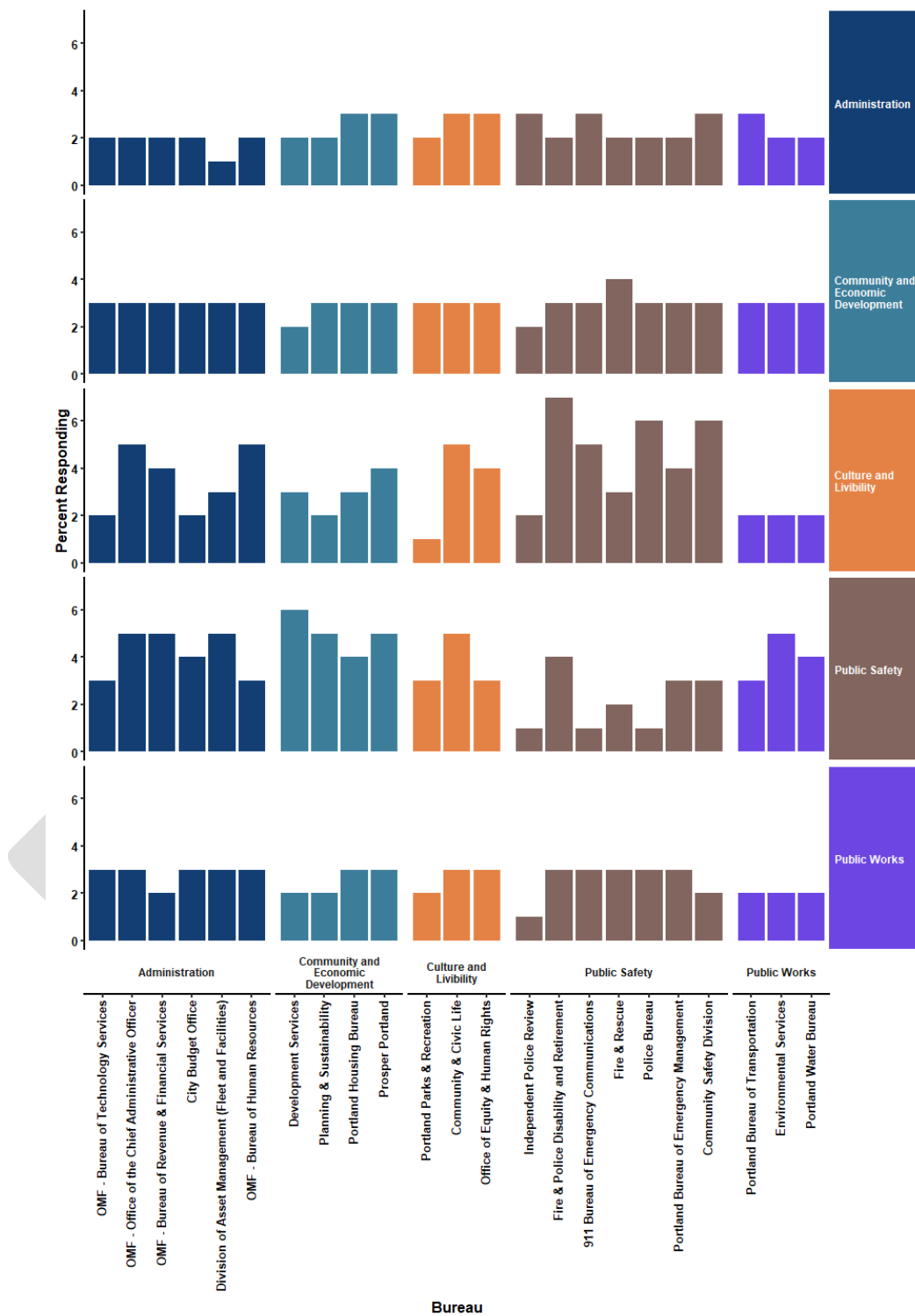*Answer 3: To avoid duplication of similar work.*

Question 4: If you want to collaborate with other bureaus more often then you currently are, which of the following reasons apply (check all that apply.

Answer 4: Other (no additional information)

Additional Analysis for Question 4

The following summarized analysis is intended to help the programmatic assessments by identifying the patterns and relationships within the data.

NOTE: This analysis was provided with the May Engagement Report. Except where otherwise noted, there were no noticeable differences in the overall data patterns after additional input from employees.

Answer 1: It is important to the success of my work.

- Across all service areas, people most often chose their own service areas bureaus as the ones they want more collaboration with that is important to their success.
- Outside of their own service areas, people who work in Administration, Community and Economic Development, and Culture and Livability bureaus most often chose Public Works bureaus as collaboration they want that is important to their success; however, for Administration bureaus this is only slightly higher than all the others.
- People who work in Public Safety bureaus most often chose Administration bureaus as collaboration they want that is important to their success.
- For people who work in Public Works bureaus most often chose Parks & Recreation bureau as collaboration they want that is important to their success.

Answer 2: To be collaborative and share information.

- People who work in Administration bureaus reported wanting more collaborative relationships to share information across most service area bureaus.
- People who work in the Community and Economic Development and Culture and Livability bureaus most often chose Public Works bureaus as the ones they want to share more information with.
- People who work in the Public Works bureaus most often chose Community and Economic Development bureaus as the ones they want to share more information with although Parks & Recreation stood out as the single bureau, they chose more than any other.

Answer 3: To avoid duplication of similar work.

- People who work in Administration, Community and Economic Development, and Culture and Livability service areas most often chose Public Works bureaus as the ones they want more collaboration with to avoid duplication of similar work.
- People who work in Public Works bureaus most often chose Culture and Livability bureaus as the ones they want more collaboration with to avoid duplication of similar work.
- Compared with wanting to collaborate to share information and to help with project success, avoiding duplication is not as high a priority for a reason to collaborate.

*Answer 4: Other (no additional information)*

- The "other" button did not include a text box to provide additional information.

- <u>Updated analysis from previous report:</u> The percentages of people who answered this question are low, but there is a slight increase of Public Safety and Culture and Livability service areas having "other" collaborations with each other compared to the other relationships.
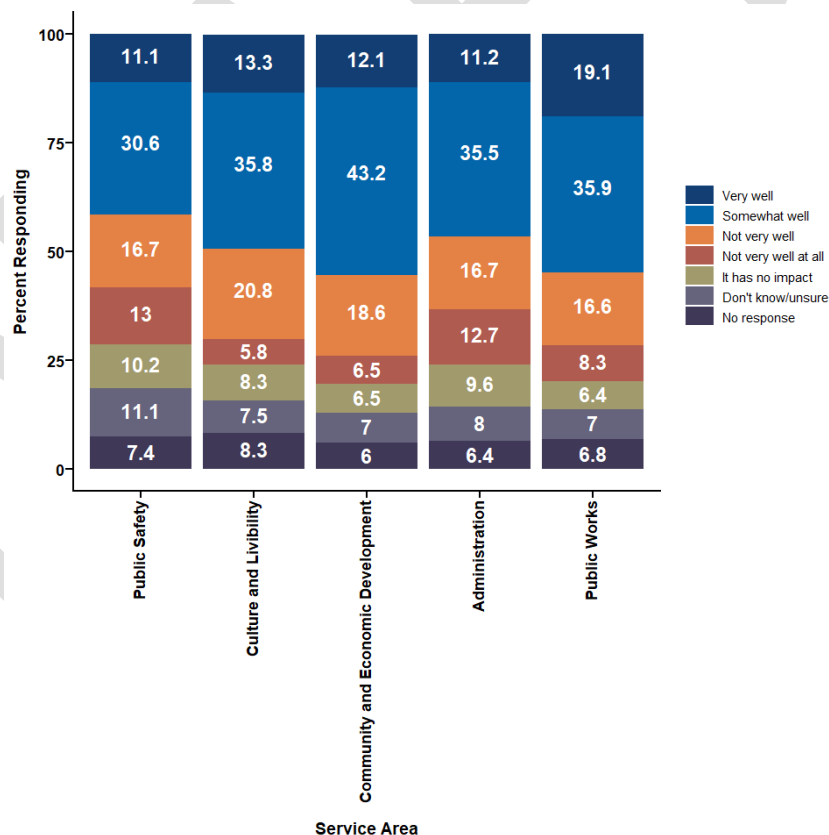
Question #5: How well does the City's current organizational structure (i.e., bureaus and offices) enable you to complete the requirements of your job?
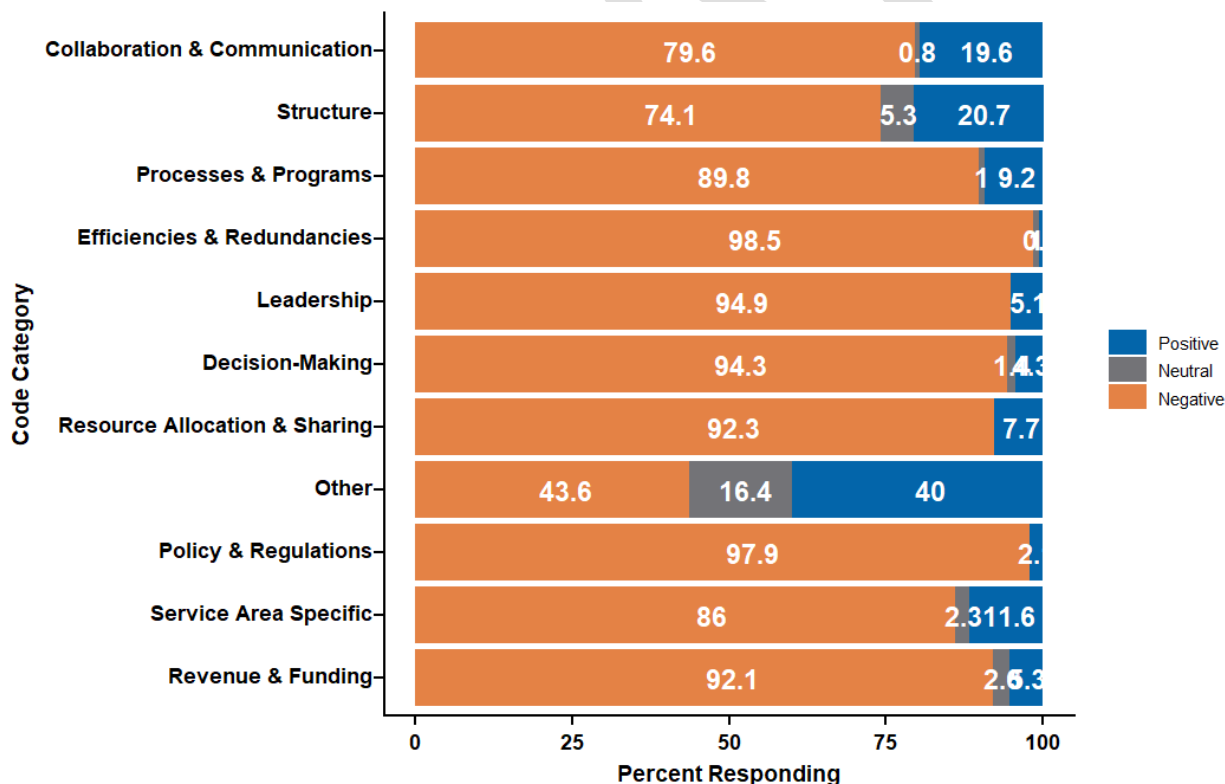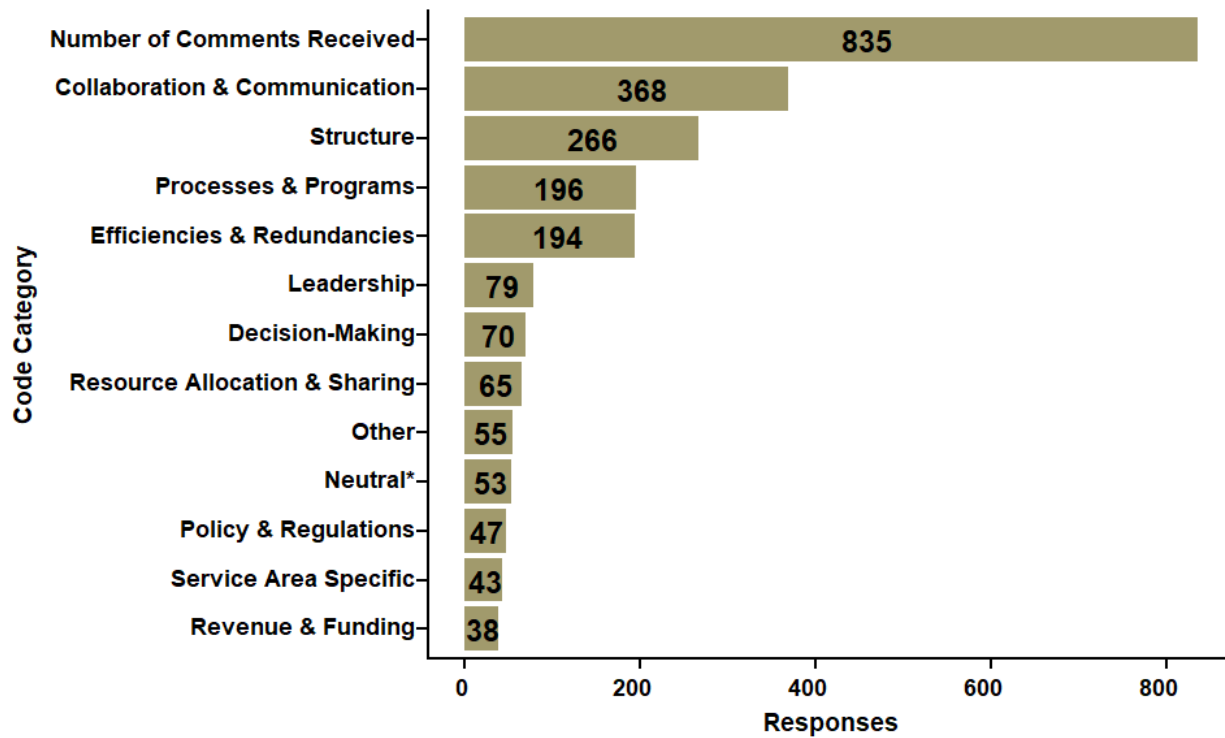
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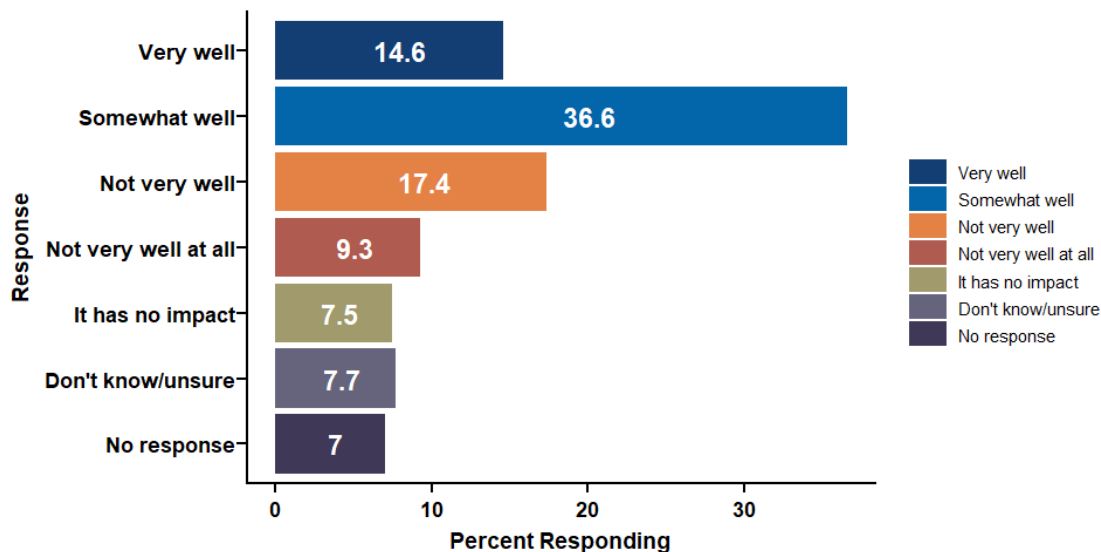
Service Area results

Question #6: If you answered question 5, please explain why you feel this way.
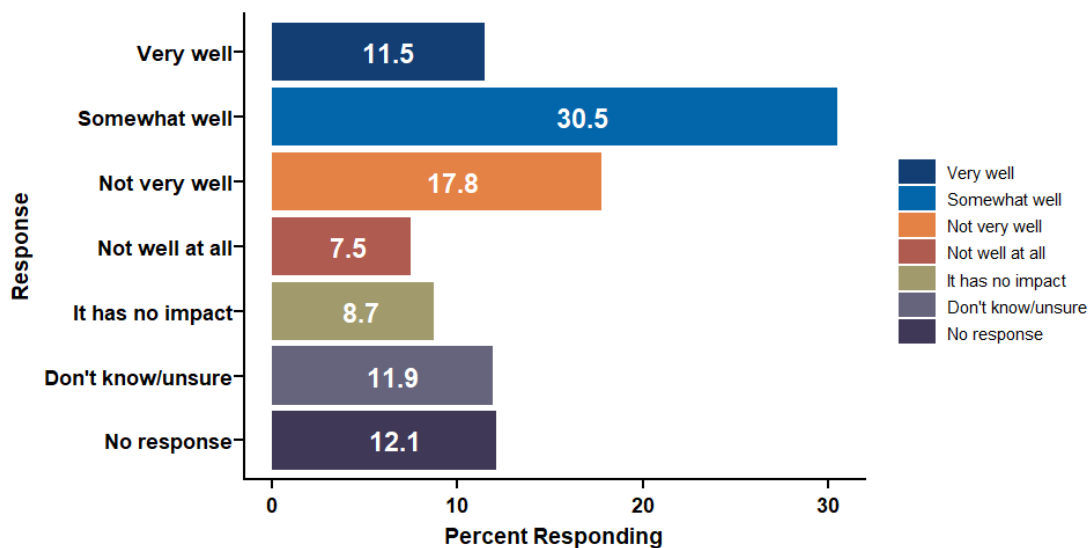
Additional analysis for Questions 5 & 6

NOTE: This analysis has been updated from the May Engagement Report.
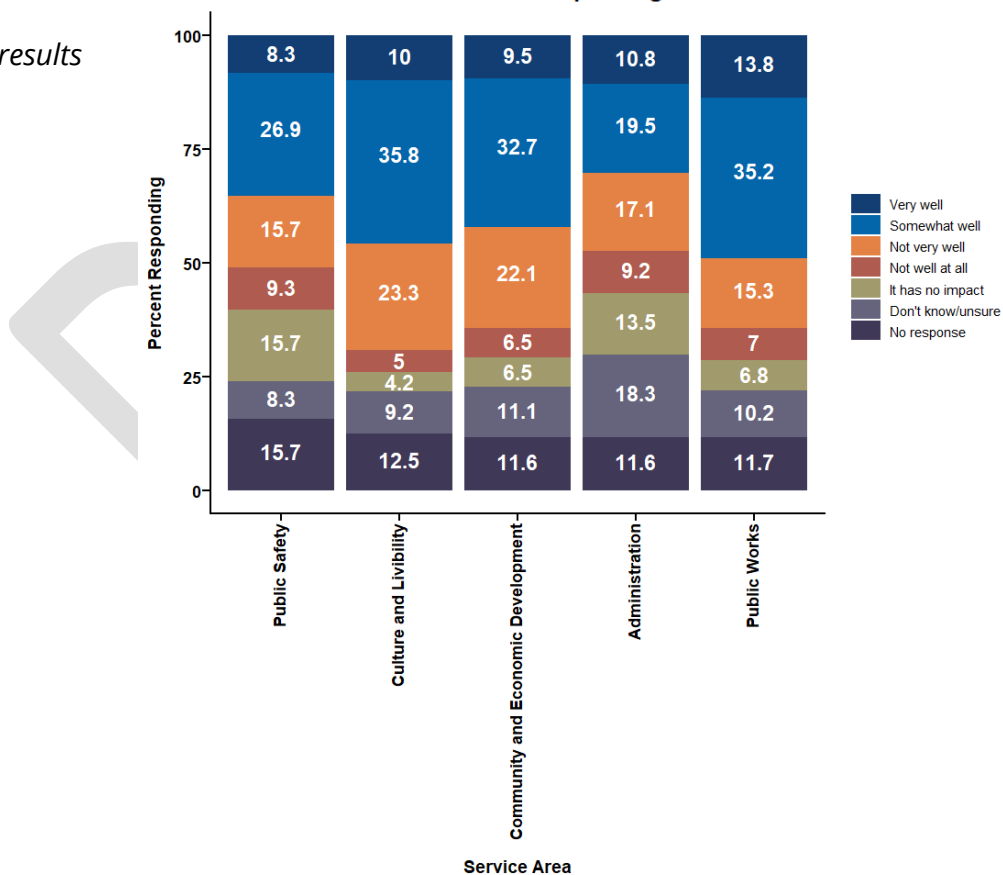
- The codes that may be most relevant to the programmatic assessments are Collaboration & Communication, Structure, Processes & Programs, Efficiencies & Redundancies, and Service Area Specific. See comment codes descriptions in the appendices for more details.
- While most answers to question 5 indicate that people think the structure works well, most comments in question 6 indicate a high level of challenges the current structure creates for people completing their jobs successfully. This may reflect a lack of nuance in the wording and choices provided in the survey.
- The comments contain a variety of opinions about how high-level structures could improve or change, but most comments received for all codes related more to processes improvements or specific programs. This is valuable information that can help inform future assessments about long term process improvement recommendations.
- Although most comments received were categorized as "negative", a higher percentage of people provided comment categorized as "positive" in codes Communication & Collaboration, Structure, and other.

Question #7: How well does the City's current organizational structure (i.e., bureaus and offices) enable you or your team to meet the needs of Portland community members?
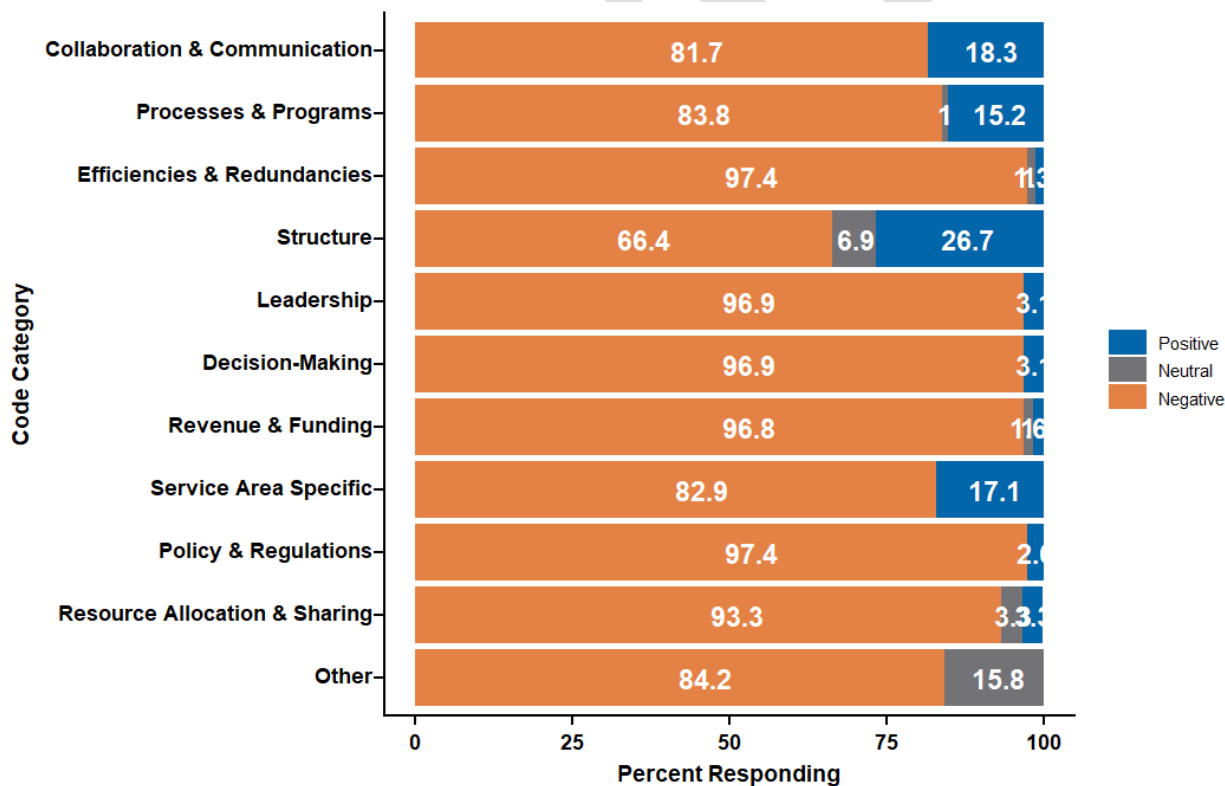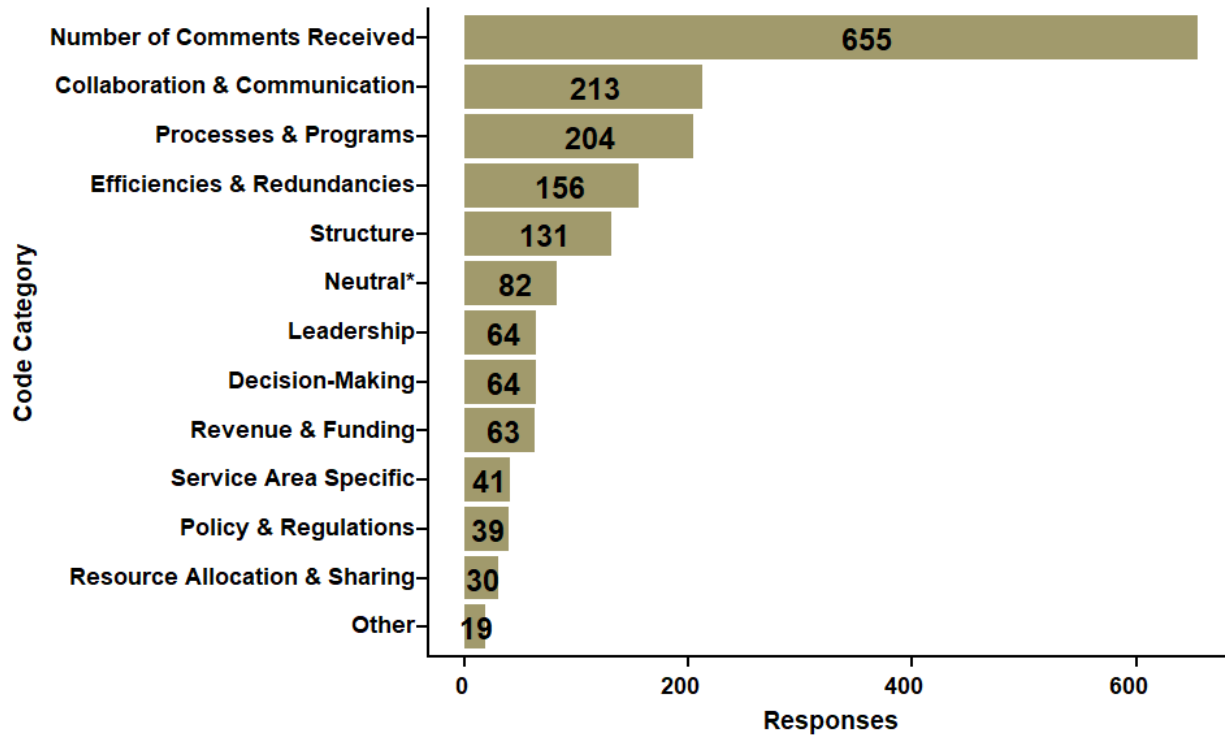
Citywide results

Service Area results

Question #8: If you answered question 7, please explain why you feel this way.

Additional analysis for Questions 7 & 8

NOTE: This analysis has been updated from the May Engagement Report.

- The codes that may be most relevant to the programmatic assessments are Collaboration & Communication, Efficiencies & Redundancies, Processes & Programs, Structure, and Service Area Specific. See comment codes descriptions in the appendices for more details.
- While most answers to question 7 indicate that people think the structure works well, most comments in question 8 indicate a high level of challenges the current structure creates for people completing their jobs successfully. This may reflect a lack of nuance in the wording and choices provided in the survey.
- The comments contain a variety of opinions about how high-level structures could improve or change, but most comments received in all codes related more to process improvements or specific programs. This is valuable information that can help inform future assessments about long term process improvement recommendations.
- Although most comments received were categorized as "negative", a higher percentage of people provided comment categorized as "positive" in codes Communication & Collaboration, Structure, Processes & Programs, and Service Area Specific.

Question #9: The City's stated core values are Anti-Racism, Equity, Transparency, Communication, Collaboration, and Fiscal Responsibility. How well does the City's current organizational structure (i.e., bureaus and offices) enable your bureau to uphold these values, especially with respect to anti-racism?

Citywide results

Service Area results

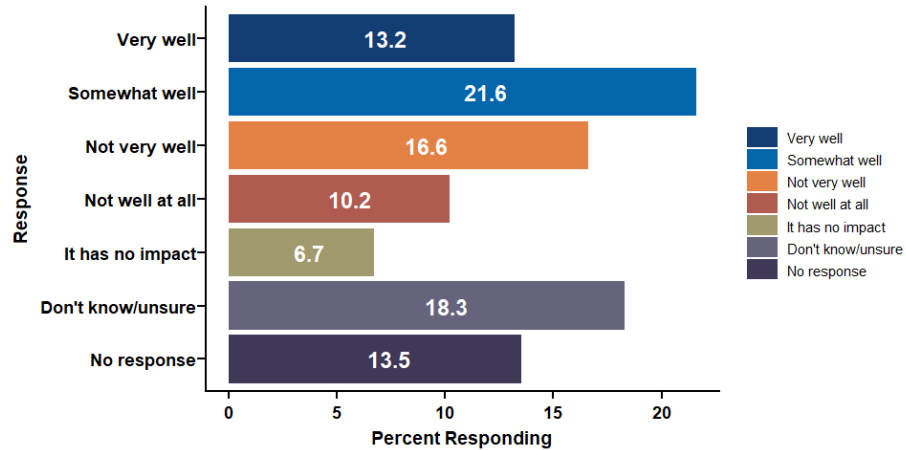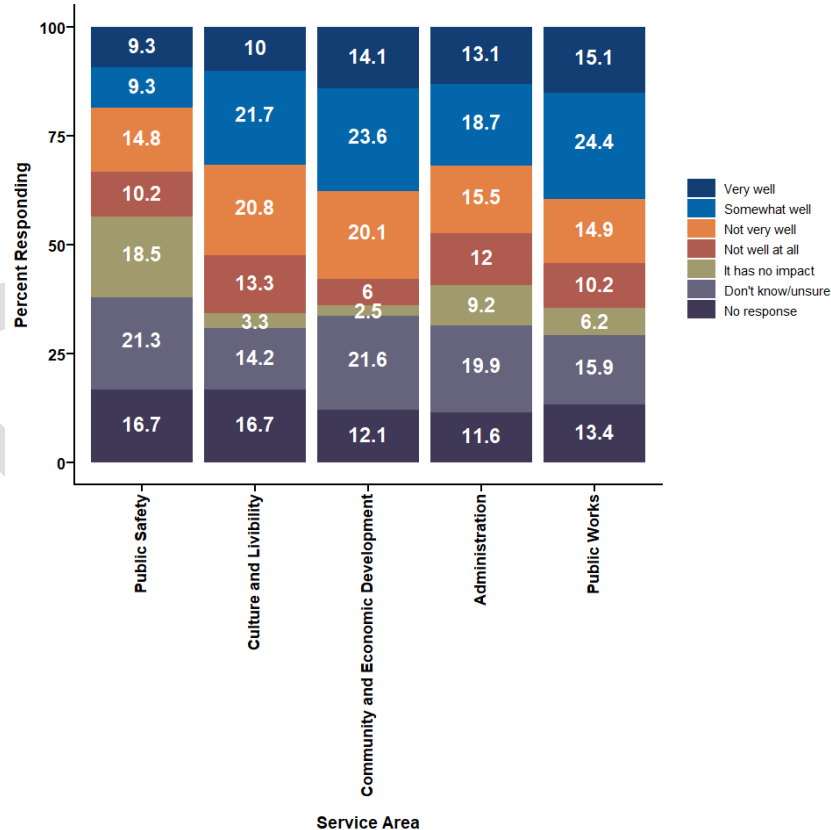**Question #10: If you answered question 9, please explain why you feel this way.**
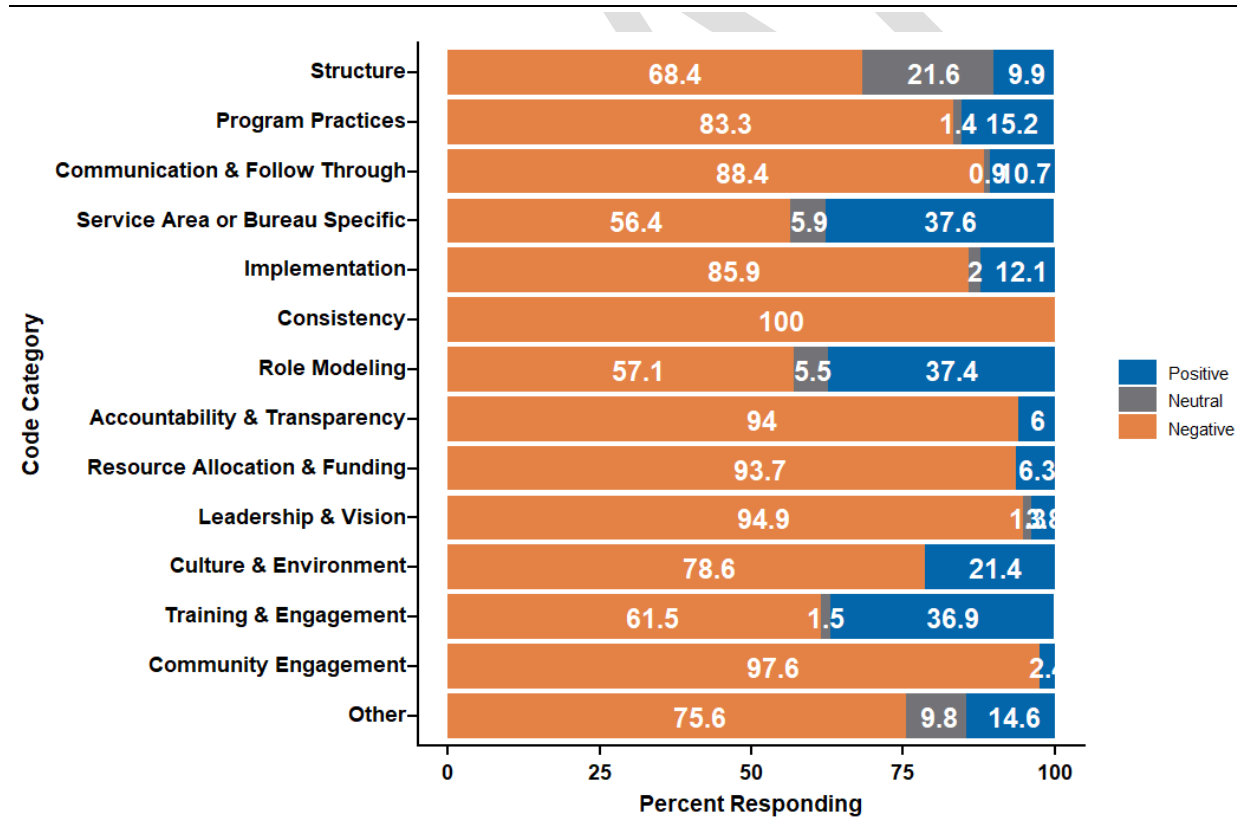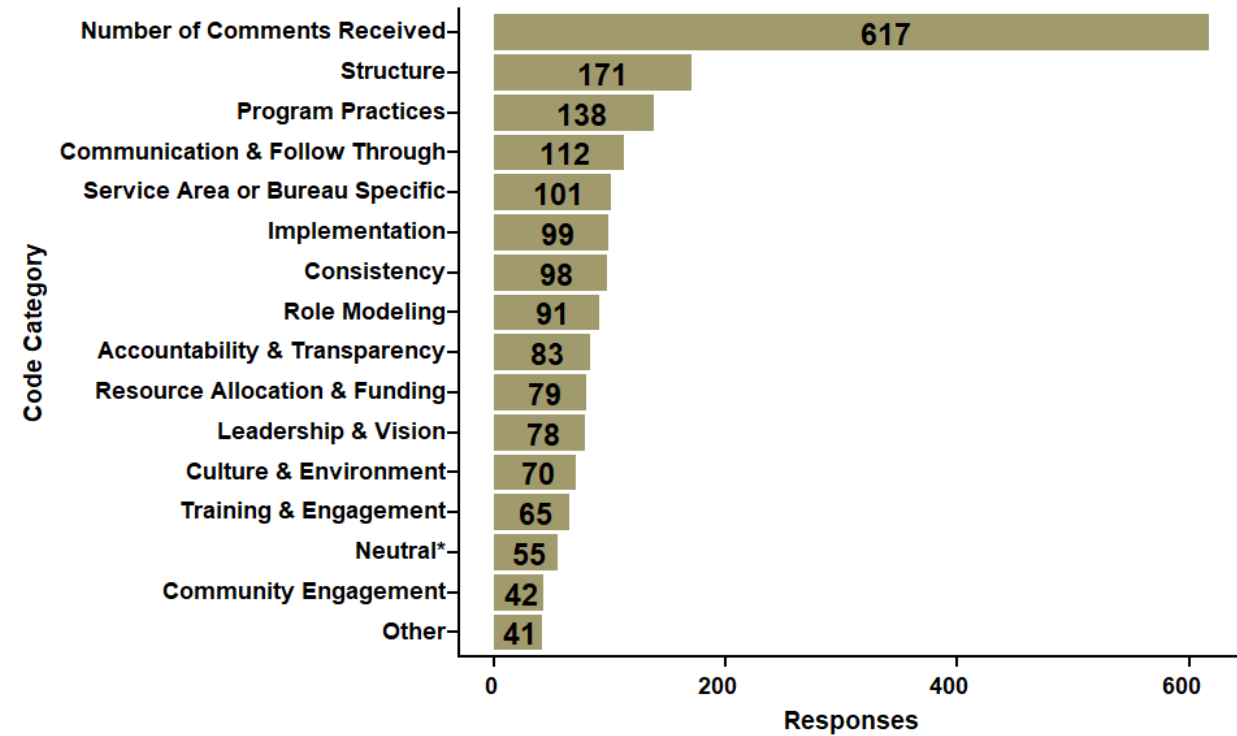
NOTE: This analysis has been updated from the May Engagement Report.

- The codes that may be most relevant to the programmatic assessment questions in phase 1 are Structure, Program Practices, Communication & Follow Through, and Service Area or Bureau Specific. See comment codes descriptions in the appendices for more details.
- A higher percentage of people were neutral about how the structure affected the City's ability to uphold its core values.
- The comments contain a variety of opinions about how high-level structures could improve or change, but most comments received in all codes related more to process improvements or specific programs. This is valuable information that can help inform future assessments about long term process improvement recommendations.
- Although most comments received were categorized as "negative", a higher percentage of people provided comment categorized as "positive" in codes Training & Engagement and Service Area, Role Modeling, or Bureau Specific.
- Overall, sentiment was more positive for this question compared to responses for question 6 and 8.

Manager Survey

The manager survey was designed as an optional additional set of questions for management level employees to provide more feedback to inform the programmatic assessments about operation of programs and policies within and across bureaus. The survey was conducted in May 2023 and collected a total of 121 responses, representing managers from across 21 of the city's 26 bureaus and offices.

The following summary, prepared by the transition team, captures the comments in the form of Key Themes and Areas Relating to Organizational Structure. Some of these comments may be able to be addressed in the City Organization project, while others are more suitable for further discussion in the Future Improvements project and/or directly with bureaus and program areas.

Key Themes

- <u>Increased coordination and collaboration are needed in several areas</u>.

  There is a lot of great coordination and collaboration already occurring between programs and across bureaus at the city. However, there are several areas where coordination and/or collaboration needs to occur, or can be improved upon, to enhance delivery of services and formation and implementation of policies. Examples include:

  - o Improved alignment of communication and messaging citywide and across bureaus.
  - o Planning and application of goals, strategies, and measures to advance equitable outcomes citywide and in individual bureaus and programs. Examples include environmental and transportation justice policies and programs.
  - o Better partnerships between bureaus/programs on goals and outcomes:
    - public works, planning and community service bureaus
    - bureaus overseeing capital projects, utilities, forestry, and transportation
    - bureaus overseeing sites, acquisitions, other assets, and compliances
    - among infrastructure bureaus
  - o Better collaboration of all bureaus with:
    - technology strategies, policies, and resources
    - budgeting process and financial forecasting/planning
    - labor relations
    - HR policies and functions
    - Procurement of goods and services
    - Compliance to city, state, and federal laws and regulations
    - Funding and relationship with jurisdictional partners around regional goals
  - o Identify existing processes and policies that are discordant (conflicting) to the end consumer; work on changing those to be more coherent, simplified processes.
  - o Develop more consistent approach to investigation, remediation, and managing resources. Examples include managing environmental contamination and responding to emergencies.

- <u>Developing clear, citywide policies, practices and guidance will improve the city's ability to function effectively</u>.

Examples where work can improve include:
- o Guidelines, policies, and best practices for:
    - Public advisory bodies
    - Asset management planning and risk management
    - Equity standards and practices
    - ADA policies and compliance
    - Support and implementation of HR resources (including training, recruitment and hiring)
    - Acquisition and management of city assets
    - Housing incentives and compliances
    - Consistent administration of code enforcement
    - Data systems coordination and alignment
- o Citywide policies and guidance focused on:
    - Integrated emergency management program
    - Core values initiatives
    - In targeted areas: transportation, housing, environmental services, climate change
    - Legislative policies and city codes/requirements
    - Standards or consistent privacy practices
    - Communication guidelines and practices
    - Performance - how to measure success in bureaus and across the city
- o Opportunity to set organizational culture internally and with the public/customers:
    - o Strong customer service orientation
    - o Simple, easy to under processes
    - o Cross-train and share expertise across bureaus and programs. Will help foster spirit of collaboration vs. competition (of resources, expertise) Examples includes expertise in economic forecasting, surveying practices.
- o Improve alignment on employee recruitment strategies to help retain employees and prevent turnover and burn out.

- <u>Staff capacity, training, and support (of employees) remains a high priority</u>.
  Examples include:
    - o HR not adequately staffed to meet the current and growing high demand.
    - o Having strategic and analytic staff who are subject matter experts embedded in different bureaus will be important.
    - o Some bureaus will greatly benefit from developing or improving their technology strategies and capabilities.
    - o More unified emergency response management capacity is needed.

Areas Relating to Organizational Structure

(*Number does not denote priority level*)

1. We need to build capacity and invest in (the infrastructure) for strategic project delivery across the city.
2. It will work better and be more effective to have embedded staff expertise in different bureaus, with FTE helping to coordinate and convey policies and practices citywide. Examples include bureaus each having staff expertise in the areas of: HR, ADA, and equity expertise.
3. To align to more citywide goals, long range planning and policy activities across all subject areas and bureaus should be co-located to broaden perspectives. There are places where this makes strategic sense, examples include long-range planning functions currently located in BPS, PBOT, Parks, and possibly other bureaus.
4. Commissioner offices currently having direct line to city programs and staff – and intervening with guidance/directive - often provides confusion and difficult/awkward situations for staff overseeing implementation. In the new structure, it is important to be clear about roles between new council offices and bureaus/programs.
5. Current commissioner form of government has siloed guidance and decision-making, different expectations, and processes, and makes collaboration challenging. There is opportunity (in the new structure) to partner across citywide initiatives and goals. We need clear descriptions of lines of authority, resources, and capacity, to scale the work and collaborate in meaningful ways.
6. Suggested areas that would benefit from a fundamental change in structure:
   - BHR Training - staff lack resources to meet the business needs of the bureaus, and/or are not aligned with those needs.
   - PPB - Almost no engagement/availability to other City bureaus to address public safety/security concerns.
   - PBEM - Despite best efforts of staff, city culture and structure often undercut efforts to align to common objectives during emergency responses. Bureaus often allowed to set/implement own priorities at the expense of citywide efforts.
   - OMF Facilities - Despite best efforts of staff, chronic underfunding, understaffing results in service limitations to customers that feed the slow decay of Citywide assets, which in turn creates liabilities for tenants and the City as a whole.
7. From Smart City PDX: It will be helpful to structure our program in a way that makes our purpose clear, organizationally, that we are doing work to support the broader city enterprise and the work is not limited to one service area.
   - BPS has been and could continue to be a good fit.
   - Our work is very public facing with a both heavy reliance on external partners and stakeholders and a demonstrated, so we also fit well with a community focused service area(s).

Appendices

Data Methodology

Raw data was downloaded from SurveyMonkey in .csv format on July 28th, 2023, to perform analyses on the multiple-choice question data. Open-ended responses were manually coded in Excel in four batches of data pulled from SurveyMonkey in .csv format on April 13th, 2023; April 21st, 2023; April 28th, 2023; and July 28th, 2023. The. csvs were loaded into R (version 4.2.3) and then cleaned and reformatted for three purposes. All analyses and visualizations were created in R.

Multiple-choice question data analyses

The following cleaning and reformatting steps were taken in R to prepare the most recent data pull for multiple-choice question data analyses:

1. A service area column was added to match City bureaus and offices to their appropriate service area.
    a. The City Attorney's Office, City Auditor, Office of Government Relations, and the Portland Children's Levy were not assigned to service areas.
2. A service area count column was added containing the number of respondents in each service area. This column was used to normalize results and determine percent responding for service areas in later calculations.
3. The two-row header from SurveyMonkey was collapsed into one row, and column names were simplified and made unique.
4. The columns containing answers to questions were pivoted longer where the names of the columns, which were the question being asked, were pivoted to:
    a. A question_1 column containing the question number.
    b. A question_2 column containing the "bureau that you collaborate" bureaus from questions 3 and 4 in the survey.
    c. A question_3 column containing the "works well", "does not work well", "avoid duplications" type options from questions 3 and 4 in the survey.
    d. And the answers to those questions to an answer's column, where 1 shows the person selected the answer, and 0 shows the person did not. For multiple choice and open-ended questions 5, 7, and 9, the responses for these questions are in the answer column as well.
5. A service_area_2 column was created to group column question_2 bureaus into service areas.

For the multiple-choice parts of question 5, 7, and 9, the total numbers of response types ("Very well", "Somewhat well", etc.) were calculated and then divided by the total number of respondents. These percentages were then graphed. These response types were then broken down by service area, where the number of response types were divided by the number of respondents in each service area to get a percentage breakdown by service area and response type.

For questions 3 and 4, each answer was analyzed individually since they were mutually exclusive. Only bureaus and offices in service areas were included in the analyses. First, the total number of responses

for a service area was calculated. Then, the total number of responses for a service area and a particular bureau it was collaborating with was calculated. The total responses for the service area were then divided by the total number of responses for service area and particular bureau to find the percent of service area staff selecting a particular answer for a bureau. This allowed for individual bureau-service area relationships to be compared. These percentages were then plotted for each answer type.

Open-ended response data coding

Work to manually code the open-ended data responses was started after the first data pull on April 13th, 2023. SurveyMonkey did not export data in a uniform way from pull to pull, so to keep a consistent order of responses, the subsequent data pulls were joined and reformatted in R using the following steps:

1. Subsequent pulls were full joined with the previous pulls on "Start Date" and "IP Address" these columns were unique enough to create good joins, and this approach preserved the order of responses of the first data pull.
2. Multiple-choice response columns (except for questions 5, 7, and 9) and extra non-analytic columns were removed from the joined data frame.
3. The header was collapsed into one row.
4. The data frame was exported as a .csv.
5. Due to an unknown reason – but perhaps because SurveyMonkey would pull the results of individuals who were in the middle of completing the survey – there would be frameshifts in respondents where "Start Date" and "IP Address" were not unique enough and duplicate entries would be created. These entries were in Excel by highlighting duplicate open-ended responses for questions 5, 7, and 9. These entries were then reconciled, and the duplicated entry was removed thereby resolving the frameshift.

Analyses of coded open-ended data

Coded data was loaded into R and the following cleaning and analyses were performed:

1. The two-row header from Excel was collapsed into one row, and duplicate/extra column names without data were removed.
2. Codes "1", "2", and "3" were recoded as "Negative", "Positive", and "Neutral", respectively.
3. For each code, the number of positive, negative, and neutral codes were summed. This was then graphed.
4. Then the percent of positive and negative response were calculated using the sum of responses for the code. The Neutral and Number of Comments Received categories were removed from these analyses as they add to 100%. These percentages were then graphed for each code.

Comment Codes

Employee Survey

Codes were created to identify and report on the diverse spectrum of information received, regardless of their applicability to the question. To determine the overall themes, batches of comments were submitted to ChatGPT (without identifiers) with the query, "What themes can you identify in the following comments". Those batches of themes were collected and then re submitted in a new batch with the query, "Identify the top ten themes from these comments".

The themes were applied to a comment tracker and refined over time to arrive at the final codes. Questions 5/6 and 7/8 had similar themes and were aligned for consistency in reporting. Questions 9/10 had significantly different themes and were coded accordingly. Inconsistencies between code themes is due to the intention to be as accurate as possible about the comments received.

When the comments were coded, the same comment often applied to multiple themes. All themes for the same comment were coded.

The following comment codes apply to questions 5/6 and 7/8.

1. **Collaboration and Communication**: Comments that include the keywords and/or that express the need for better communication and collaboration between the people in bureaus and programs. This includes positive or negative experiences with giving and receiving information, working together on a project or process, or accessing information.
KEYWORDS: COMMUNICATION, COLLABORATION, COORDINATION, INFORMATION, CONTACT, WORK TOGETHER, ACCESS, TRANSPARENCY

2. **Structure:** Comments that include the keywords and/or relate to the structure of the government, and how it affects people who work in bureaus and programs. This includes positive or negative experiences with how bureaus and programs either enable or interfere with environment and culture, personal satisfaction, job success, and delivery of services to staff and community.
KEYWORDS: STRUCTURE, SILOS, FORM OF GOVERNMENT, CITYWIDE, WORK ENVIRONMENT, WORK CULTURE

3. **Policy & Regulations**: Comments that include the keywords and/or relate to regulations or policies that impact people who work in bureaus or programs. This includes positive or negative experiences with how policies and procedures are developed, defined, communicated, and enforced.
KEYWORDS: POLICY, REGULATION, ENFORCEMENT, PLAN, SCOPE, BEST PRACTICE, COMPLIANCE, REQUIRE

4. **Decision-Making**: Comments that include the keywords and/or relate to decision-making processes on a project or program level and how it affects people who work on those projects or in those programs. This includes positive or negative experiences with management, awareness of who makes decisions, and accountability.

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KEYWORDS: DECISION, MANAGER, SUPERVISOR, AUTHORITY, APPROVAL, ACCOUNTABLE, OVERSIGHT

5. **Efficiencies & Redundancies**: Comments that include the keywords and/or relate to overlaps or gaps in processes, work, or systems that impact people who work in bureaus or programs. This includes positive or negative experiences with centralized or decentralized services, duplication of work, or delays in completing a job.
KEYWORDS: EFFICIENT, DELAY, SYSTEMS, UNIFORM, OVERLAP, REDUNDANT, CENTRALIZE, STANDARDIZE, CONSISTENCY

6. **Leadership**: Comments that include the keywords and/or relate to the leadership of bureaus or the City, and how it affects people who work in bureaus and programs. This includes positive or negative experiences with bureau direction, vision and strategy, and political influence.
KEYWORDS: LEADERSHIP, DIVISION MANAGER, DIRECTOR, COMMISSIONER, COUNCIL, MAYOR, ACCOUNTABLE, GUIDANCE, STRATEGY, VISION, PRIORITIES

7. **Resource Allocation & Sharing**: Comments that include the keywords and/or relate to resource allocation between bureaus, their impact on bureau function, and their impact on people who work in bureaus or programs. This includes positive or negative experiences with sharing resources, having what is needed to do a job, or competition between bureaus or programs.
KEYWORDS: RESOURCE, SHARE, NEED, SCARCE, FINANCIAL SUPPORT, COMPETE

8. **Processes & Programs**: Comments that include the keywords and/or relate to the delivery of services between bureaus or to the public and the impact on people who deliver these services. This includes positive or negative experiences being able to deliver services, operate within a system, roles, and responsibilities, or understanding how systems work.
KEYWORDS: PROCESS, PROGRAM, FUNCTION, SYSTEM, OPERATE, DELIVER, SERVICES, ROLE, RESPONSIBILITY, ANY MENTION OF A SPECIFIC PROGRAM OR SYSTEM

9. **Revenue & Funding**: Comments that include the keywords and/or relate to fees or revenue streams and their impact on people who work in bureaus and programs. This includes positive or negative experiences with fee collection, City budgeting, or staffing issues.
KEYWORDS: FEE, BUDGET, STAFF, FUNDING, REVENUE

10. **Service Area Specific**: Comments that specifically mention any currently assigned service area or "grouping".

11. **Neutral**: Comments that do not express positive or negative experiences or that indicate there is no impact to people who work in bureaus or programs.

12. **Other:** Comments that cannot be placed in any other category or are unrelated to the question.

The following comment codes apply to questions 9/10:

1. **Communication & Follow Through**: Comments that include the keywords and/or that express the need for better communication and follow through of stated intentions. This includes positive or negative experiences with giving and receiving information, understanding core values, or accessing information.
   KEYWORDS: COMMUNICATION, UNDERSTANDING, LIP SERVICE, ALL TALK, PERFORMATIVE

2. **Structure:** Comments that include the keywords and/or relate to the structure of the government, and how it affects the City's ability to uphold values. This includes positive or negative experiences with working together, alignment, and collaboration.
   KEYWORDS: STRUCTURE, SILOS, FORM OF GOVERNMENT, CITYWIDE, CITY, CROSS-BUREAU, BUREAUS, HIERARCHY, SYSTEMIC, ORGANIZATION

3. **Consistency:** Comments that include the keywords and/or relate to overlaps or gaps in overall standards and expectations in upholding the City's values. This includes positive or negative experiences with centralized or decentralized services, duplication of efforts, or standardization of goals and values.
   KEYWORDS: CONSISTANT, STANDARD, OVERLAP, DUPLICATION, SAME, DIFFERENT, COMPREHENSIVE, EFFICIENT

4. **Implementation:** Comments that include the keywords and/or relate to integrating values into bureaus and programs that uphold the City's values. This includes positive or negative experiences with values planning, application into day-to-day work streams, and general awareness of values or values-based goals.
   KEYWORDS: EFFORTS, IMPLEMENT, INTEGRATION, STRIVE, PLAN, GOALS, SYSTEMIC, EFFECTIVE, INTEGRATE, APPLY, AWARE

5. **Accountability & Transparency:** Comments that include the keywords and/or relate to taking accountability and being transparent about the City's values. This includes positive or negative experiences with measuring outcomes, clarity of purpose, and responsibility for consequences.
   KEYWORDS: ACCOUNTABLE, TRANSPARENT, METRICS, OBJECTIVES, OUTCOMES, CLARITY, IMPACT, CONSEQUENCES, ENFORCE, EVALUATE

6. **Training & Engagement:** Comments that include the keywords and/or relate to the education and knowledge sharing of the City's values. This includes positive or negative experiences with types of trainings, guidance on concepts, and how training is provided.
   KEYWORDS: TRAINING, ENGAGE (EMPLOYEE SPECIFIC), LEARN, GUIDANCE

7. **Resource Allocation & Funding:** Comments that include the keywords and/or relate to how resources and funding are distributed, and its impact on upholding the City's values. This includes

positive or negative experiences with tools needed to provide equitable services, funding for staff to help with values or services, or inequities in how resources are applied or shared.
KEYWORDS: RESOURCE, FUNDING, MONEY, NEEDS, EQUIPMENT, STAFF, BUDGET, INVEST

8. **Leadership & Vision:** Comments that include the keywords and/or relate to how City leadership participates in or provides a vision for upholding the City's values. This includes positive or negative experiences with elected offices, setting or changing priorities, or direction given to people who work in bureaus or programs.
KEYWORDS: LEADER, CITY HALL, ELECTED, POLITICAL, VISION, PRIORITIES, DIRECTORS, UPPER MANAGEMENT, COMMISSIONER

9. **Program Practices:** Comments that includes the keywords and/or relate to how programs are run in ways that affect the ability to uphold the City's values. This includes positive or negative experiences with the management of programs, internal and external service delivery, and the hiring of staff.
KEYWORDS: PROGRAM, WORK, PROCESS, SYSTEM, HIRING, MANAGEMENT, PROJECT, DELIVER, SERVICES

10. **Community Engagement:** Comments that include the keywords and/or relate to how the City upholds it values through community engagement and partnerships. This includes positive or negative experiences with access to City leadership, lack of involvement from the public in decision making, or inconsistencies in approach or timing.
KEYWORDS: COMMUNITY, ENGAGEMENT (COMMUNITY SPECIFIC), PUBLIC, CLIENT, CONSTITUENT

11. **Role Modeling:** Comments that include the keywords and/or relate to the behaviors of bureaus, leadership, and management in upholding City values. This includes positive or negative experiences with support for value implementation, perceived biases, and actions taken to implement values into bureaus and programs.
KEYWORDS: UPHOLD, MODEL, BEHAVIOR, SUPPORT, ACTION, COMMITMENT, EACH OTHER, INTERNALIZE

12. **Culture & Environment:** Comments that include the keywords and/or relate to how City values impact the workplace culture of people who work in bureaus and programs. This includes positive or negative experience with the behavior of co-workers or management, feelings of safety, or retention and representation of a diverse workforce.
KEYWORDS: CULTURE, ENVIRONMENT, WORKPLACE, RETAIN, REPRESENT, FEEL, SAFETY, COMFORT, BURNOUT, TURNOVER, INCLUSIVE, MICROAGRESSION, VALUE

13. **Service Area or Bureau Specific**: Comments that specifically mention any currently assigned service area or grouping or a bureau by name (not just the word "bureau").

14. **Neutral**: Comments that do not mention any positive or negative experiences (and do not include any other code), or express lack of knowledge of the topic or unable to answer.

15. Other: Comments that cannot be placed in any other category, are unrelated to the question, or are general in nature.

Manager Survey

Analysis of manager survey responses consisted of staff review of the 121 responses and then categorized and summarized responses under three "key theme" categories:

- Increase coordination and collaboration
- Develop clear citywide policies, practices, and guidance
- Staff capacity, training, and support

Additional review was conducted to identify comments specifically related to the city's organizational structure, which are listed under the section titled "Areas Relating to Organizational Structure."