



CITY OF PORTLAND

Transition Work Plan

City of Portland Office of Management and Finance
Office of Chief Administrative Officer



Portland Transition

Voter approved. Community centered. City delivered.



Portland Transition

Voter approved. Community centered. City delivered.

Executive Summary

The Transition Plan is intended to provide a comprehensive approach for the City's multi-year implementation of the 2022 voter-approved charter amendments. This plan also includes a project timeline, showcases how we intend to enroll Portlanders along the way, and will soon include a variety of other informational documents as the project evolves.

What is Portland's transition?

On Nov. 8, 2022, Portlanders overwhelmingly passed ballot measure 26-228 with a vote of 58% to 42%. The next day, the Charter Commission and City held a joint press conference with Chief Administrative Officer Michael Jordan to launch the implementation of the following voter-approved initiatives:

- Allow voters to rank candidates in order of preference, using ranked-choice voting.
- Establish four geographic districts, with three city council members elected to represent each district – expanding city council to a total of 12 members.
- Establish a city council that focuses on setting policy and engaging with community, transitioning day-to-day oversight of bureaus to a mayor elected citywide and a professional city administrator.

According to most voters the voter-approved charter amendments are the outcomes they believe will make Portland's government more accountable, transparent, efficient, effective, responsive, and representative of every area of our city.

By Jan. 1, 2025, the City's 20+ bureaus and offices will pull and operate as one, under the leadership of a city administrator who reports to the mayor.

How will City government and election methods transition?

The transition plan outlines the City's approach and efforts to implement the new election methods for electing our leadership and transition to a mayor-council form of government.

The transition plan is intended to be the community's resource, so that all Portlanders have a comprehensive understanding of how these pieces are connected and will be reported upon in our regular communication updates.

The transition plan is divided into the following sections:

- Transition plan overview
- Election methods
- Form of government
- Project budget & funding plan
- How to receive additional information



Portland Transition

Voter approved. Community centered. City delivered.

- Appendices

For more information about our work, please visit: portland.gov/transition.



Portland Transition

Voter approved. Community centered. City delivered.

Table of Contents

Executive Summary	2
1.0 Transition Plan Overview	6
1.1 Mission & Equity Approach.....	6
• Mission	
• Equity approach	
• Project desired outcomes	
1.2 Description of Transition.....	8
• Project History	
• The City's role: implementing voter-approved charter amendments	
• The project sponsors & transition team: facilitating the transition	
• City Council: providing leadership, guidance and key decision-making	
1.3 Implementation Strategy	10
• Project scope	
• Communications approach	
• Community education & engagement	
• Project timeline	
• Change management approach	
• How will success be measured?	
2.0 Election Methods.....	21
2.1 What is the plan to elect councilors by district using ranked-choice voting?	21
• Allow voters to rank candidates in order of their preference, using ranked-choice voting	
• Administering ranked-choice contests	
• Voter education	
• Four new geographic districts with three members elected to represent each district, expanding council to a total of 12 members	
3.0 Form of Government	27
3.1 Governance Reform	27
• What is the plan to transition a mayor – council form of government with a city administrator?	
• Council operations	



Portland Transition

Voter approved. Community centered. City delivered.

- City budgeting
- Facility improvements
- Code review & revisions
- City Organization and Future Improvements: Creating the organizational structure that reports up to the city administrator

4.0 Project Budget and Funding Plan.....	33
5.0 How to receive additional information	35
6.0 Appendices.....	36



Portland Transition

Voter approved. Community centered. City delivered.

1.0 Transition Plan Overview

1.1 Mission & Equity Approach

Mission

Implement the Nov. 2022 voter-approved charter amendments by:

- Following the City's core values of anti-racism, equity, transparency, communication, collaboration, and fiscal responsibility.
- Engaging Portlanders and lead to a more informed, politically active community.
- Serving voters' intent including the Charter Commission's desired outcomes for a more participatory and growing democracy, and a government that is more accessible and transparent, reflective, responsive, accountable, and trustworthy.
- Project is delivered on-time and in accordance with a transition plan and engagement plan that include specific timelines, budgets, and benchmarks.

Equity Approach

The Project Sponsors and team members are committed to advancing equity and anti-racism, hearing from diverse voices throughout the transition implementation and ensuring the policies and outcomes from the government reforms support following desired outcomes:

- a more participatory and growing democracy, with more voters' voices being heard in elections
- an accessible and transparent government with Councilors who are easy to reach
- reflective government with councilors that look like the community they represent
- responsive government with councilors who understand community needs
- accountable government with councilors who answer to the people
- trustworthy government with councilors who safeguard democracy

The project's mission and foundation center the city's core values of anti-racism, equity, transparency, communication, collaboration, and fiscal responsibility. Portlanders will see expressions of these values in the following:

- City Council districts that preserve the political representation of marginalized communities.
- Implementation of a comprehensive public education campaign for the 2024 district-based elections for City council and ensuring effective implementation of ranked choice voting.



Portland Transition

Voter approved. Community centered. City delivered.

- Organization of City government in functional areas that promote collaboration, communication, transparency, fiscal responsibility, and are rooted in intersectional equity and anti-racism principles and practices.
- Recommendations for officials elected under the new form of government to conduct a strategic planning process for the entire City government, using intersectional equity and anti-racism as its foundation, to avoid recreating past mistakes that result from white supremacy culture.
- Engagement of a broad array of stakeholders, both internal and external to the City, and center the voices and experiences of marginalized communities
- Application of equity and anti-racism in an intersectional way, to ensure the transition will benefit all Portlanders without inadvertently causing harm to anyone because of their identities
- Use of the City's core values, especially equity and anti-racism, to guide decisions, resolve conflicts, and prioritize courses of action

More details about the Equity Plan can be found in the appendix.



Portland Transition

Voter approved. Community centered. City delivered.

1.2 Description of Transition

Project History

A city charter is a guiding document that establishes the government system and structure of a city. It functions as our City's constitution.

The city charter requires that at least every ten years the City Council convenes a [Charter Commission](#) to review and recommend amendments to the City of Portland Charter. The Charter Commission is an independent body that sets its own scope of work.

The Charter Commission was appointed from December 2020 to December 2022.

The Charter Commission has a unique authority: if 15 or more of the 20 commissioners agree on a recommended change, then those changes go directly to the ballot for Portlanders to vote on.

Changing the charter requires a vote of Portland voters. In summer 2022, the 17 of the Charter Commissioners voted to advance a ballot measure to change Portland's city government in time for the November 2022 election. Portlanders overwhelmingly passed ballot measure 26-228 with a vote of 58% to 42%.

Charter review required engaging Portlanders across neighborhoods, lived experiences and backgrounds. The infographic on this page is a snapshot of some of the Charter Commission's engagement.

THE PROCESS



4,022

SURVEY RESPONSES



1,330

PEOPLE RECEIVING
MONTHLY EMAILS



26

COMMUNITY
LISTENING SESSIONS
(partner & Commission hosted)



580

PARTICIPANTS AT
LISTENING SESSIONS
(partner & Commission hosted)



1,658

PUBLIC COMMENTS
RECEIVED



16

HOURS OF VERBAL
PUBLIC COMMENT



87

PUBLIC MEETINGS &
HEARINGS



127

CHARTER REVIEW BRIEFINGS
& PRESENTATIONS



34

POLICY DISCUSSIONS
with community organizations



Portland Transition

Voter approved. Community centered. City delivered.

The City's Role: Implementing the voter-approved charter amendments

On Feb. 2, 2023, City Council adopted [Resolution 37609](#) directing the chief administrative officer to develop and implement the City's transition plan and community engagement plan as necessary to implement Measure 26-228, including a project schedule and budget management, resource allocation, and funding strategy.

Council specified that to implement Measure 26-228, the project plans should address the changing roles and responsibilities of the Mayor and expanded Council, the City's administration and operations under a City Administrator, ranked-choice voting and district-based elections, voter education, and other matters to the extent expressly provided in Measure 26-228; Council retains legal authority to approve any City Code changes or budgetary appropriations related to the transition to the new form of government.

To support the work of the transition and as required by the charter, council appointed three community bodies: the Government Transition Advisory Committee, the Independent District Commission, and the Independent Salary Commission.

More information about these groups is provided later in the plan.

The Project Sponsors & Transition Team: Facilitating the transition

Portland's Chief Administrative Officer Michael Jordan, and Deputy Chief Administrative Officer Sonia Schmanski, are serving as project sponsors.

The project sponsor provides leadership and is ultimately responsible for the project's success. The project sponsor:

- has decision-making authority over the scope and sequencing of the project deliverables;
- connects the deliverables with the strategic outcomes of the City;
- connects the project with the Charter Commission's intent and desired outcomes;
- defines the project's success;
- leads the change management strategy;
- manages principal stakeholder engagement with City Council;
- regularly reports to the community through the Governance Transition Advisory Committee (GTAC);
- ensures the project is leading with the City's core values; and
- advocates for the resources necessary to complete this work.

The transition team is comprised of community engagement specialists, communications professionals, project managers, and community leaders all committed to implementing the will of the voters. The team members are:

- Chief Administrative Officer Michael Jordan (project sponsor)
- Deputy Chief Administrative Officer Sonia Schmanski (project sponsor)
- Transition Manager Shoshanah Oppenheim



Portland Transition

Voter approved. Community centered. City delivered.

- Equity Manager Juan Carlos Ocaña-Chíu
- Technical Implementation Manager Elyse Rosenberg
- Engagement and Community Participation Manager Julia Meier
- Transition Service Delivery Manager Becky Tillson
- Inclusive Democracy Manager Sofia Alvarez Castro
- Strategic Project Manager Tate White
- Strategic Project Manager Jennifer Chang
- Strategic Project Coordinator Diana Shiplet
- Transition Project Coordinator Nicole Forbes
- Strategic Engagement and Project Delivery Coordinator Jamey Duhamel
- Transition Engagement Coordinator Adam Briggs
- Transition Communications Manager Daniel McArdle-Jaimes
- Transition Public Information Officer Christine Llobregat
- Transition Communications Coordinator Francisca Garfia

City Council: Providing leadership, guidance, and key decision-making

To formalize the many aspects of this transition, the current council has a unique role in contributing to policy decisions and approving multiple code changes necessary to administer all aspects of this transition prior to Jan. 1, 2025. Council approves the budget to fund the transition activities.

To ensure council is continuously updated, the project sponsors and transition team continue to have ongoing dialogue with council offices on:

- The overall scope, schedule and budget of the transition project;
- Policy questions that need their input such as code revisions;
- Progress on the City Organization and Future Improvements work and related deliverables;
- Recommendations on council committee structure and the role of the future council president and council vice president;
- Recommendations on changes to the council meeting format, operations and codes of conduct;
- Recommendations for staffing plans for an expanded council focused on setting policy and representing districts; and
- The facilities-related deliverables to establish the new council offices and council chambers

1.3 Implementation Strategy

The project team understands the urgency around implementation with just over two years to establish the new form of government and election methods. To implement these changes, we must prioritize those elements that need to be in place for effective governance and continuity of operations. Over the course of the project, the team will continue to consider systems and process improvements, prioritizing those that have durability and impact governance.



Portland Transition

Voter approved. Community centered. City delivered.

The City is mindful that our immediate actions can have a long-term impact on the new administration and elected leadership. The implementation strategy is to prioritize decisions that will support the success of the elected officials and city administrator under the new form of government while not limiting future leadership.

Project Scope

The project scope is to implement the three components of the approved ballot measure and the associated charter amendments. The project is organized around the change to a Mayor-Council form of government and the reforms to our elections methods to elect the City's elected officials.

When approaching this project, we are thinking about it in phases.

Phase One: Immediate Transition Tasks *(Prior to Jan. 1, 2025)*

This plan addresses the phase one immediate tasks that need to be accomplished to implement the charter amendments.

- Deliver a 2024 election using ranked-choice voting and electing city council by district
- Establish a voter education program at the City as required by the charter.
- Establish clear lines of authority under the new charter.
- Support the work of the Independent Salary Commission to set the salaries of our elected officials.
- Provide the 2025 council and mayor the information they need to perform their important work.
- Provide safe, welcoming, and accessible workspaces and council chambers for expanded city council and mayor.
- Establish the organizational structure reporting to the new city administrator.
- Align the budget process with the new roles and responsibilities in the charter.

Phase Two: Adapt & Future Improvements *(Beginning Jan. 1, 2025)*

Our next phase focuses on adapting and improving our governance and making improvements to how we deliver services to Portlanders, aligned with advice and policies expressed by the newly elected Council and Mayor. The outcomes of phase one will inform the work of phase two, and we can expect that our focus areas will be in alignment with the City's organizational structure and leadership roles, ongoing systems and process improvement, and assessing our success and where we fell short.

Phase 3: Future State *(2030 and beyond)*

Phase three will require continuous improvement. It will be based on lessons learned and emerging priorities and challenges. The implementation of the charter amendments will not be completed with the 2024 election, as it will take several election cycles to shift to the new form of government and ways of working.

Here are some examples of continuous improvement and refinement in Portland's future:



Portland Transition

Voter approved. Community centered. City delivered.

- The City will regularly appoint a salary commission to evaluate the pay of our elected officials;
- In 2030, a Charter Commission will be appointed to further examine the City's charter;
- After the 2030 census, an Independent District Commission will be appointed to balance and evaluate its four geographic districts for city council elections.
- As we shift to a mayor-council form of government with a city administrator, we strive to implement lessons learned and continuously improve how we deliver for Portlanders.

Phase 1 Immediate Transition

- Establish Transition authority
- Scope, plan for and implement the form of government reforms
- Scope, plan for and implement elections methods reforms

Phase 2 Adapt and Future Improvements

- Align work with new form of government, new council priorities
- Continue process and systems improvement
- Conduct assessment

Phase 3 Future State

- 2030 Charter Commission appointed
- Continuous improvement
- Revised work based on assessment and lessons learned

Here is a deeper look at the phase one priorities.

Phase 1 Immediate Transition

Governance

- Transition to Mayor-Council form of government with City Administrator
- Develop and implement organizational structure changes
- Align elected roles and council operations
- Set new salaries for elected officials
- Update City's budgeting process
- Plan for and implement facility upgrades
- Revise and update relevant City code
- Identify future improvements to service delivery

Election Methods

- Update elections code
- Develop and implement an Administration Plan for ranked-choice voting and district-based elections
- Conduct robust voter education
- Complete districting process



Portland Transition

Voter approved. Community centered. City delivered.

Communications Approach

The City is committed to clear, effective, and open communication to Portlanders about the transition. The transition communications team has a direct role in regularly communicating the City's plans and efforts to deliver and complete our project's mission. The communications team also supports the work of our sponsors, project managers, and community engagement experts by creating easy-to-read informational materials and updates to support the engagement needs for the community, employees, and city council.

To communicate complex policy and operational changes, the communications team has developed a robust communication plan that is summarized for this plan.

Read more about the communications plan in the appendices section.

Community Education & Engagement

The City is committed to a community-driven process to inform its decision-making and an equitable, accessible, and transparent community engagement process. The success of implementing the voter-approved charter amendments rests with the City's ability to involve the community in transition-related decision making.

The plan will include the City's approach to community engagement as well as specific activities. Expected components of this work include partnerships, surveys, public comment, community listening sessions, public meetings and hearings, briefings and presentations, policy discussions with community organizations, bureau direction discussions, city council discussions, and town halls.

The transition team understands that City employees are an important stakeholder group for the transition implementation, change management items or City organizational changes. The team will work to reach out to all staff and will design engagement strategies that encourage field staff to participate in the process and provide input.

The project is centering equity throughout our engagement efforts by focusing and centering the experiences and voices of community members and employees from marginalized communities. City employees are both members of the Portland community and subject matter experts in how the City operates.

The City is developing a community engagement plan that aligns with this transition plan. The community engagement plan is under development, with the advice and council of the Government Transition Advisory Committee. The community engagement plan will be completed during the summer 2023 and will be included in the appendices.

Government Transition Advisory Committee



Portland Transition

Voter approved. Community centered. City delivered.

The Government Transition Advisory Committee (GTAC) will offer advice to City Council, the chief administrative officer and the transition team on issues related to the development and implementation of the transition plan.

As the main public engagement body for the transition, the GTAC will also focus on community education and engagement activities related to the charter amendments approved by the voters in the November 2022 election.

GTAC will develop its own workplan, and their expected responsibilities are to:

- Ensure implementation of November 2022 voter-approved charter amendments is done effectively and efficiently, following the City's core values of anti-racism, equity, communication, collaboration, transparency, and fiscal responsibility.
- Maintain open and consistent communication and engagement with internal and external stakeholders throughout the transition, and ensure input is meaningfully integrated into the City's implementation of the November 2022 voter-approved Charter amendments. Other than districting-specific public input, serve as the primary solicitor and repository of public input related to the transition.
- Advise the City on the November 2022 voter-approved Charter amendments transition plan and community education and engagement plan, including project schedule and project budget, resource allocation and funding strategy.

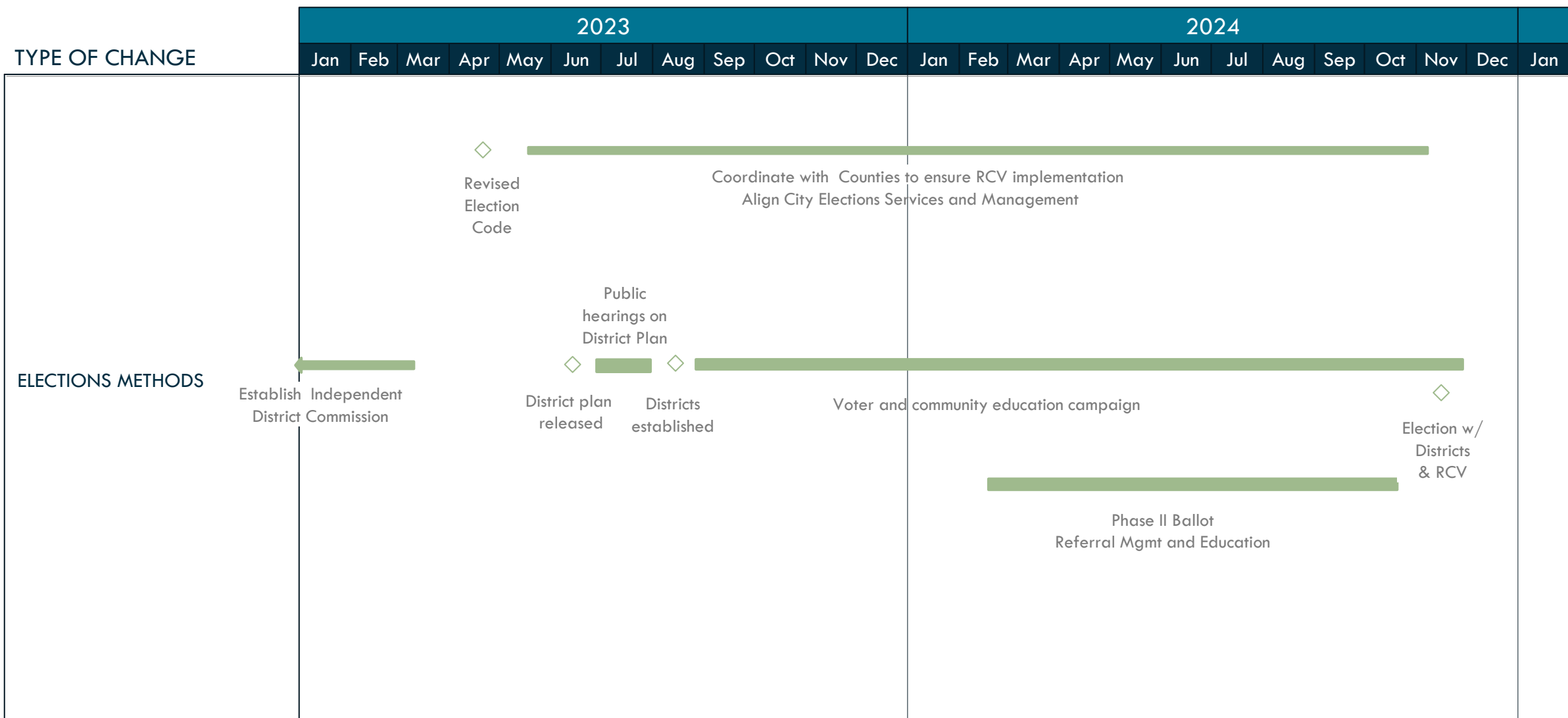
Learn more about GTAC's work by visiting their [website](#).

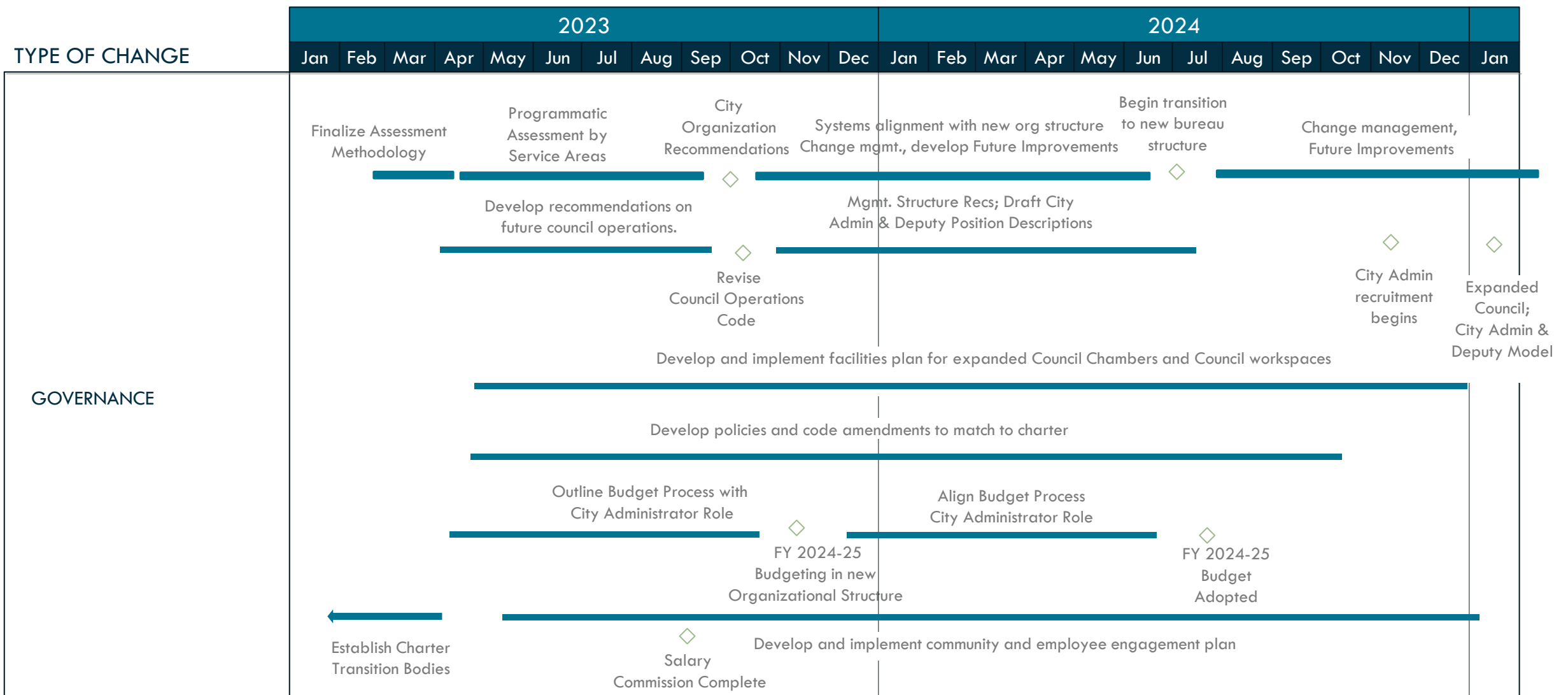


Portland Transition

Voter approved. Community centered. City delivered.

Project Timeline:







Portland Transition

Voter approved. Community centered. City delivered.

Change Management Approach

The implementation of the charter amendments is a major reform of the city's governance structure, requiring the use of organizational change management best practices in the planning for and implementation of these changes.

To accomplish phase one, the project will use a change management approach appropriate for a change of this scale and magnitude. The project will incorporate human-centric strategies and center the people who will experience change. This approach is vital for sustainable, durable, and long-term success of change initiatives.

Change management is a proven approach to long-term and short-term organizational change initiatives. To successfully implement transformational change, the City needs to intentionally apply best practices by preparing for, implementing, and sustaining changes over time. The project includes many levels of change, and specific change management strategies have been tailored to the various elements of the work.

In fall 2022, the City launched a competitive request for proposals process to select a partner to support the organizational development and change management needed to implement the organizational structure changes that flow from the charter amendments. The City selected [NEX Strategies](#), a firm with deep experience supporting public agencies through transformational change. NEX Strategies is supporting the City in implementing a change management approach appropriate to the size, scale and urgency of the project.

This project will utilize the [Kotter Methodology](#) because of its focus on the strategic, operational, and cultural aspects of change, ensuring that the organization can successfully adapt to new situations while maintaining or improving performance. The Kotter methodology is effective for large organizations implementing complex changes. This approach will support us as we address both the pragmatic and interpersonal aspects of change with a focus on building momentum and promoting continuous improvement. The project will tailor the change management approach based on the impact of change recognizing that not all pieces of this complex project will call for the same level or type of change management support.

Read more about the change management framework in the appendices.

How will success be measured?

It is critical that we can share with Portlanders if the transition project has achieved its goals and if the City has delivered on the civic promise of implementation of the voter-approved the charter amendments. The project team is committed to reporting on the following success indicators and identifying for Council and leadership if areas are at risk or need action.



Portland Transition

Voter approved. Community centered. City delivered.

Government Transition Advisory Committee's Lory Hefele worked directly with the project team on this list of measures. The table shows the indicators the project team will track and report upon our progress.

To ensure the delivery of the project goals, Council and GTAC members will receive a monthly status update beginning in June 2023. The monthly status update is intended to provide regular updates and determine what additional information will be discussed at GTAC meetings and council briefings.

Indicator	Tools to Measure
Delivery of project goals	A monthly status update that reports upon the progress of the transition plan, and is shared with GTAC and council.
Project delivered on budget	The one-time transition costs are within 5% of the original estimates
Project delivered on schedule	The project meets key milestones and mandated deadlines
Satisfaction of stakeholders, employees, and people experiencing change	Satisfaction surveys (specifically the Portland Insights Survey), possible longitudinal focus groups, and/or polls
Clear, effective communication and understanding of the 2022 voter-approved charter amendments	Surveys
Timely and effective adoption of changes	Systems improvement, service improvement surveys, and Portland Insight Survey
Effective community engagement and people feel heard and understood	Surveys

The project will prepare a monthly status update to help inform decision-makers about progress on the plan's elements.



Portland Transition

Voter approved. Community centered. City delivered.

2.0 Election Methods

2.1 What is the plan to elect councilors by district using ranked-choice voting?

There are two primary voter-approved reforms that the City must implement:

- Allow voters to rank candidates in order of their preference, using ranked-choice voting, and
- Establish four new geographic districts with three members elected to represent each district, expanding the city council to a total of 12 members.

Allow voters to rank candidates in order of their preference, using ranked-choice voting

Starting in November 2024, Portland voters will have the opportunity to rank candidates in order of their preference. The voter-approved charter amendments also require city council to adopt an election code for the administration of ranked-choice voting and require the city to conduct periodic voter education campaigns to familiarize Portlanders with ranked-choice voting.

Shortly after the November 2022 election, a work group comprised of representatives from the City's transition team, City Attorney's Office, City Auditor's Office, Multnomah County Elections Division and the [Ranked-Choice Voting Resource Center](#) collaborated to develop draft election code.

Then, the City transition team initiated stakeholder engagement and solicited outreach. The draft code was posted to the City's transition website and the City invited stakeholders and the community to offer feedback and public comment. A community listening session was held, staff presentations were made at community meetings, and online comments were collected with the purpose of obtaining feedback about the proposed code amendments and voter education needs.

On April 19, 2023, council adopted the election code for the administration of ranked-choice voting. The code:

- Eliminates a primary for candidate elections.
- In 2025, special elections will no longer be used to fill vacancies.
- Establishes ranked-choice voting to elect the mayor, auditor and the 12 city councilors.
- Provides a system for write-in candidates to certify their candidacy seven days prior to the election.
- Adds important definitions to improve clarity.
- Removes redundant sections, shortens language, and streamlines the code.

The biggest change for voters is that they will be able to rank candidates in order of preference for City contests. Filed candidates and spaces for write-in candidates will be listed in a grid on the ballot, and voters can rank up to six candidates for each contest. Also, there will be no primary election in City contests. Candidates will be elected in general elections in November of even years. Voters will still receive their ballot and return it by mail or in an official drop box. The ballot will look something like the image below.



Portland Transition

Voter approved. Community centered. City delivered.

There are two primary areas of work remaining to effectively implement ranked-choice voting: administer ranked-choice contests and voter education.

Administering ranked-choice contests

In Oregon, counties are responsible for conducting elections, including functions such as registering voters, maintaining voter data and address information, producing voters' pamphlets, preparing, issuing, and mailing ballots, maintaining elections offices and drop boxes, accepting and processing ballots, counting ballots, and releasing results, and providing assistance to voters with disabilities and voters that speak languages other than English.

Portland voters reside in Multnomah, Washington, and Clackamas counties, with the vast majority residing in Multnomah County. The three counties are working to ensure a coordinated approach for administering elections for Portland ranked-choice voting contests, including design of ballots and a system to provide for the centralized tabulation of all vote data that ranked-choice voting requires. As a result, Multnomah County will update certain aspects of the elections system for administering ranked-choice contests. To achieve this the Multnomah County Elections Division is also coordinating with its voting system vendor, printing, and mailing vendors, and the Oregon Secretary of State's Office.

The voting system software used by Multnomah County does not currently have ranked-choice voting ballot design or vote tabulation capabilities. The vendor is working to add these ranked-choice voting capabilities to its software and the County is in regular consultation with the vendor during their development process.

The voting system software updates will need to be completed and meet certification standards at both the federal and state level prior to use in the 2024 general election, as required by the City's charter. The County's vendor has indicated that the City's adoption of its ranked-choice voting code by the end of April 2023 would allow them to ensure their software updates are consistent with the City code provisions and initiate the federal and state certification processes in advance of the 2024 general election.

Ranked-choice voting will also involve changes to ballot designs. Oregon statute tasks counties with preparing ballots. County staff prepare ballots based on statutory direction and best practices for accessibility and usability. The paper ballots with which Oregonians are familiar have contests arranged in columns, with one candidate or write-in space per row. Ballots are 8.5 inches wide and a maximum of 17 inches long. The County processes the ballots using digital scans.



Portland Transition

Voter approved. Community centered. City delivered.

For ranked-choice contests, the City and County anticipates a grid-style ballot design. Voters will continue to see one candidate name or write-in space per row, but with ranked-choice voting there will also be columns across the top of the contest showing the available rankings. This will create a grid of ovals for each ranked-choice voting contest. Voters

will be able complete the bubble in the respective ranking column for each candidate they wish to rank. Voters will complete the ballot in the same way, whether for single-winner contests such as Portland's mayor and auditor, or for multi-winner city councilor contests. How to mark ballots for ranked-choice contests will be a focus for voter education.

Auditor (Rank up to 6 candidates but do not rank any candidate more than once and do not use the same rank more than once)						
Rank	1	2	3	4	5	6
Candidate 1	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>	<input type="radio"/>	<input type="radio"/>
Candidate 2	<input type="radio"/>	<input checked="" type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Candidate 3	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Candidate 4	<input checked="" type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Candidate 5	<input type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Candidate 6	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>
Candidate 7	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>	<input type="radio"/>
Candidate 8	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Write-In	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

Ranked-choice voting also has implications for how results are reported. Final results for ranked-choice contests will show the ultimate outcome as well as round-by-round tabulation results.

While the administration of elections falls to the counties, the responsibility of the City is to stay in close communication with the counties and ensure they have the support necessary to administer the City's ranked-choice voting contests in November 2024.

Voter Education

Voter education is a critical component to ensuring the successful implementation of ranked-choice voting. Voters need to feel confident in casting their votes and that their votes will be tabulated in the ways that they intended. This is only possible with a robust voter education campaign. The voter-approved charter amendments require the City to conduct periodic voter education campaigns to familiarize Portlanders with ranked-choice voting. While this is a new requirement to the City, the County Elections Division has a long history of robust voter education. The transition team and the City Auditor's Office are collaborating with Multnomah County to ensure we co-develop a unified message for broad, public education reaching as many voters as possible.

The transition team plans to take a three-pronged approach to voter education.

1. **Government communication channels.** The City and County will partner to coordinate a broad public education campaign. This may include videos, mailers, custom mock ballots, trainings, presentations, and other creative approaches. To accomplish this, we will use government communication systems already established to create and distribute materials that are nonpartisan and in multiple languages.



Portland Transition

Voter approved. Community centered. City delivered.

2. **Administer voter education through candidates running for office.** While government communication channels can and will be leveraged, we know that candidates running for office are more deeply engaged and in communication with voters than anyone else. The City will educate candidates and provide them with the right tools to effectively reach voters. Candidates have a unique vested interest in ensuring voters feel confident navigating their ballots and ensuring the votes are tabulated in the way voters intended.
3. **Education developed by community for community.** We know that community educating community is one of the most effective ways to reach hard-to-reach voters such as Black, Indigenous, and other communities of color; immigrants and refugees; seniors; people with disabilities; members of the City's minority language communities; unhoused and housing insecure residents; communities with limited digital access; and residents of neighborhoods with voter turnout below the City average.

In April 2023, the City began the request for proposals process to support a Citywide Voter Education and Outreach Partnership Coordinator. Their role is to partner with the City in the development and implementation of a citywide voter education campaign. The coordinator will also sub-grant to community entities who already have connections with communities that are hard-to-reach for government. They will support unified and culturally responsive messaging to communities by messengers that the community already trusts. The City anticipates awarding the contract in summer 2023.

The City and Multnomah County plan on forming a joint workgroup on ranked-choice voting voter education and outreach. In summer 2023, the County intends to conduct a survey to identify barriers to voter participation and voters' understanding of ranked-choice voting. This survey will inform the development of a voter education and outreach plan for the City that is programmatically aligned with Multnomah County. The City and County, working with partners, will co-develop a ranked-choice voting voter education communications plan for the November 2024 election. From spring 2024 to the election, we will implement the plan in collaboration with Multnomah County.

In July 2023, the Auditor's Office will begin releasing candidate education material that will help to educate candidates, and through them the voters, on ranked-choice voting and the other charter changes. The first step in this prong of the education plan is a comprehensive Candidate's Guide which will act as a one-stop shop for becoming a candidate in the City of Portland. This guide and other related material will provide talking points for candidates to take to the voters and help educate them on key changes. In the summer of 2024, the Auditor's Office will begin offering all-inclusive workshops for candidates that will cover how the changes to the election system impacts both the candidates and the voters.

Four new geographic districts with three members elected to represent each district, expanding the city council to a total of 12 members



Portland Transition

Voter approved. Community centered. City delivered.

In November 2024, in addition to electing the Mayor and Auditor citywide, Portland voters will elect three city councilors to represent each of the four new geographic districts, expanding the city council to a total of 12 people.

Currently, all four of Portland's city commissioners are elected "at-large" across the city, meaning a candidate for any seat can live anywhere in Portland. Under the new system, voters will select three candidates from each of four districts. The mayor and auditor will still be elected at-large.

After geographic districts are established, each Portland voter can help elect three city councilors to represent their part of the city. This change is closely connected with Portland's transition to ranked-choice voting.

An Independent District Commission (IDC) has the authority to create four geographic districts that meet voter-approved criteria:

- Contiguous
- Compact
- Use existing geographic or political boundaries
- Not divide communities of common interest
- Be connected by transportation links
- Be of equal population

No district may be drawn for the purpose of favoring any political party, incumbent elected official or other person. No district may be drawn for the purpose of diluting the voting strength of any language or ethnic minority group.

The districting process began immediately after voters approved districts in the November 2022 election.

Independent District Commission

On November 16, 2022, council passed an emergency ordinance to add Independent District Commission Code. On January 25, 2023, council confirmed the appointment of 13 members, four alternates and two reserve alternates to the Independent District Commission for terms to expire September 30, 2023. On June 2, 2023, the IDC released draft maps for public feedback.

The IDC is responsible for adopting a district map and plan by Sept. 1, 2023, and is required to:

- Hold a citywide public hearing early in the process to engage Portlanders on district criteria;
- Hold at least two public hearings in each proposed district before voting to adopt a district; plan; and
- Ensure district maps are consistent with state and federal laws and criteria



Portland Transition

Voter approved. Community centered. City delivered.

The Independent District Commission requires that 9 of its 13 members vote to approve their district plan, and if fewer than 9 approve, the most recent plan is sent to City Council for consideration. If the District Commission approves the plan, no further action is needed.

To support the districting process and provide the IDC with the support needed to complete their work, the City contracted with [Flo Analytics](#), a local GIS and data consulting firm working nationally on a wide range of districting projects.

The IDC held its first meeting in February 2023 and it must complete research, public input, discussions, map development and review, and hold the 9 required public hearings. In March, the IDC released draft district criteria for community input and held a public hearing. In April, the IDC deliberated on the public input received and agreed to not add any additional district criteria beyond what voters required in the charter.

On May 31, 2023, the IDC voted to release their [draft district map plan](#) by June 1, 2023. This was a major step forward to formally establish four geographic districts for city council elections.

Anticipated timeline and key milestones:



Read more about the districting implementation plan and approach prepared by the project team and Flo Analytics in the appendices.

Learn more about the district plan, map options and the IDC's work by visiting their [website](#).



Portland Transition

Voter approved. Community centered. City delivered.

3.0 Form of Government

3.1 Governance Reform

Portlanders voted to transition away from the Commission form of government and adopted a new form of government that includes a legislative 12-member council that focuses on policy and an executive Mayor that runs the day-to-day operations of the City with the help of a City Administrator.

What is the plan to transition to a Mayor-Council form of government with a City Administrator?

Under the charter amendments, the roles and responsibilities of council members and the mayor will change. In 2025, the legislative council will focus on setting policy, while the executive mayor will be elected citywide and will run the city's day-to-day operations with the help of a professional city administrator.

While these three important roles are defined generally in the Charter, how the city is organized and how the council will operate are not. Read the charter amendments approved by the voters in full on the [transition website](#).

Roles and responsibilities of the councilors and mayor within the new government structure

The project team is discussing what the changes in roles and responsibilities mean to the City's future elected officials, with our city leadership including our current elected officials. The scope of these changes includes how the executive mayor and city administrator interact and how these roles will work with a legislative council, how to best support the new council in developing policy in a public forum and determining which items of city business require council approval.

Below is an overview of the general roles of the councilors and the mayor in the future form of government.

The 12-member council will set policy	The mayor will manage city services with city administrator
Legislative power to make appropriations, raise revenue and make laws.	Executive and administrative power to execute and administer the laws, including by adopting administrative rules.
Quasi-judicial power to apply laws and policies to a set of circumstances.	Introduce matters before the Council, with the same authority as a councilor, and vote in the case of a tie.
Includes convening public meetings, gathering public input, debating and evaluating policy	Gives the mayor and city administrator the authority to execute the laws and administer bureaus, employees, facilities, and resources.



Portland Transition

Voter approved. Community centered. City delivered.

choices and adopting laws to reflect those choices.	
The Charter permits Council to delegate quasi-judicial, but not legislative power.	The Charter permits the mayor to delegate executive and administrative powers.

Council Operations

The City researched and surveyed other cities with mayor-council governments to learn the best practices that will inform:

- How Portland's council is organized;
- How the council members do business as a council;
- The roles of a council president and vice president;
- Which committees are needed to support the city council's work;
- Staffing models to best support the council members' work; and
- Consideration for how each of these decisions impact community interactions.

The transition team is continuing this research, collaborating with city partners, and engaging the current City Council to guide recommendations about the code, process, facility, staffing, and budget changes that will be required to set up the new council for success in 2025. Any necessary [code revisions](#) will be presented to council for adoption beginning in the fall of 2023. Interested candidates will have clarity on the future roles of mayor and council before they file to run for office. These code revisions and recommendations will give the future 12-member, district-based council structure the organization needed to operate starting in January 2025. The goal of this work is to provide enough structure so the new council can operate effectively, while leaving flexibility for them to make their own choices about how they will work together as a group.

In mid-2023, the transition team plans to engage the GTAC to develop engagement strategies, conduct community engagement to help inform the council's format, structure, and operations.

The Salary Commission

As required by the charter, the mayor appointed an Independent Salary Commission, confirmed by the City Council, made up of five human resource professionals. The commission will evaluate and establish salaries for the newly elected representatives taking office on Jan. 1, 2025, including the mayor, auditor, and 12 districted city councilors. The first commission was confirmed in spring 2023 and is required to complete its work by Aug. 1, 2023.



Portland Transition

Voter approved. Community centered. City delivered.

The Salary Commission's process:



Host public meetings.



Release draft proposal
and engage Portlanders.



Approve proposal.



Make recommendations
for future commissions.

In June, research-informed direction will be provided to the Salary Commission via a memo outlining the roles of the council president and vice president when setting the salaries for the new council, mayor, and auditor. Prior to the election campaigning season, the transition team will host ongoing engagement with council offices with 3.02 code revisions presented to Council for approval by fall 2023.

The Salary Commission is essential to ensure that we have competitive, full-time salaries for our elected officials. The Commission's current workplan includes developing a methodology to set salaries, comparative research and developing a proposal. The proposal will be voted on, and if three of the five commissioners approve, the proposal will be adopted as the salaries for the mayor, auditor and city council. Additionally, the 2023 Salary Commission is developing materials before the end of their term that will be helpful for future Commissions.

The ISC held its first meeting in March 2023 and it has roughly five months to complete research, draft a salary proposal, receive public input, and finalize the proposal.

On June 16, 2023, the Salary Commission arrived at a proposal on the contents of a final salary recommendation for Portland's elected officials and now seeks feedback from the public on their [proposed recommendations](#). To help the commission arrive at a final decision, the commission will hold a public listening session on Tuesday, June 27 to record public testimony on the draft proposal. The meeting will be hybrid and summarize the methodology for setting compensation and hear what Portlanders think about the salaries and methodology they are considering.

Anticipated timeline and key milestones:



Portland Transition

Voter approved. Community centered. City delivered.



For more information about the Commission's work, please visit their [website](#).

City Budgeting

In the new form of government, the mayor will annually propose the budget to council by May 5. Council will then be able to amend and approve the budget. Budget requests will no longer be vetted by a commissioner-in-charge and then submitted individually to the mayor. Instead, the city administrator will prepare an annual budget under the mayor's direction. Then the city administrator will work with the mayor to submit the budget to the council. Reviewing and revising the budget process will continue to be led by the City Budget Office. Budgeting is a critical deliverable to ensure City services, programs and resources can continue through the transition.

Facility Improvements

The City's current suite of civic facilities are built for the existing leadership model and need substantial programmatic, technology, and security updates. The City's Facilities team is crafting a plan to ensure safe, modern, accessible, and welcoming workspaces for the new 12-member council, city administrator, and mayor, including chambers large enough to accommodate the expanded council, and refreshed and upgraded workspaces for council, support staff, and the city administrator.

In spring 2023, Council approved the use of an alternative procurement and project delivery method termed "Construction Manager/General Contractor" (CM/GC) to manage the construction of the council offices and chambers for the expanded City Council. This method of contract management will enable faster problem-solving and coordinated team delivery on this complex and time-compressed project.

The City is issued a request for proposals for architectural and engineering on-call services. The design services began in May 2023. The anticipated completion dates for this effort vary depending on the project scope and budget.

A project schedule will be shared in the appendices section soon.



Portland Transition

Voter approved. Community centered. City delivered.

Code Review and Revisions

Every element of the City Code will be reviewed to ensure alignment with the current charter. The transition team will work with subject matter experts and our City Attorney's and Auditor's offices to revise any code sections so that roles, responsibilities, and authorities are clearly outlined in the code. This is critical work to ensure operations at the city can continue and the code is consistent with both the new organization structure and the charter. The team prioritized code sections that need to be accelerated, for example the elections code and section 3.02 which outlines council organization and procedures.

The Role of The City Administrator & Recruitment Preparations

The role of the city administrator is defined in the charter. The City will seek community input on what skills and talents should be included in the job description and recruitment plan for the 2025 mayor to be able to attract and hire the Portland's first city administrator. The Bureau of Human Resources will generate a position description based on the charter language.

The current plan is to review the description with the Governance Transition Advisory Committee and share with the community more broadly for review and comment. Additionally, plans are underway to facilitate the recruitment of the city administrator shortly after the results of the November 2024 mayoral election are known.

City Organization and Future Improvements: Creating the organizational structure that reports up to the city administrator

To prepare for the new form of government, the City is developing a new reporting structure that organizes bureaus under the management of a city administrator, rather than reporting to five council offices. This structural transition also gives us an opportunity to consider how we can better deliver services to Portlanders.

This process is supported by subject matter experts and informed by employee and community input. Some of the ways we are engaging employees are via surveys, townhalls and office hours that are hosted by project team members. The external community engagement strategy includes community listening sessions. The City will seek feedback from GTAC and communities before it submits a plan to Council in October 2023.

In Oct. 2023, a critical deliverable for this work is to present a plan to council that includes recommendations on the new reporting structure and City's organization. The plan will be incorporated into the budget process for fiscal year 2024-25 and will allow for the technical changes that support the reorganization of city services to better deliver for Portlanders.

Change management is essential to our successful implementation. The Project Sponsors and team will continue to communicate and support employees through this change, ensuring that people know what the new structure entails, and provide any necessary support and training.



Portland Transition

Voter approved. Community centered. City delivered.

Once the initial organizational change decisions are made, the City will shift its focus to address recommendations from the assessments that were not implemented in the first phase. The team plans to hold conversations with internal and external stakeholders about the ways to improve our service delivery to Portlanders.

The team will identify additional priority recommendations, including:

- process improvements,
- systems changes,
- innovations, and
- changes needing more time or resources for implementation than we have available.

Some of the recommendations will be pursued prior to 2025, and some will be included in a set of recommendations by Jan. 1, 2025.

Anticipated timeline and key milestones:

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.

For more information about this work, please visit [our website](#).



Portland Transition

Voter approved. Community centered. City delivered.

4.0 Project Budget and Funding Plan

Prior to the election, the City Budget Office estimated the cost of the transition would be approximately \$12 to \$18 million over three years. These numbers were an early estimate, based on what we could learn at the time from other cities. A key element that was difficult to calculate at the time was the cost of renovations to the existing council chambers because of the complexity of the historic building and the significant cost associated with developing an accurate estimate. And, as we develop recommendations for a new organizational structure, the scope, scale and cost of the potential changes are coming into focus. We knew then, as we know now, that as we become more certain about policy choices and their impact on the budget, we will become more certain about the resources needed to deliver for Portlanders.

The project requested \$794,321 from the general fund in the FY-2023-24 budget process to fund the project deliverables. This request was very modest in part due to underspending for the charter review process and because the previous council funded activities that needed to be accelerated if the measure passed; e.g., the charter-mandated districting and salary commissions. Staffing is the largest line item both this fiscal year and next. Most staff working on the project are limited-term positions. The size and scope of the project required the team to staff up very quickly to deliver the various deliverables.

Resources	FY 2022-23	FY 2023-24
Under-spend from Charter Process	\$ 1,208,737	
FY 2022-23 Allocation	\$ 880,268	
Fall BMP Allocation	\$ 2,100,000	
FY 2023-24 Policy set aside		\$ 1,900,000
Spring Allocation to match decision package	\$ 201,999	
FY 2023-24 Additional Proposed Budget funding		\$ 589,291
Anticipated FY 2022-23 Carryover		\$ 675,167
TOTALS	\$ 4,391,004	\$ 3,164,458
Expenses without Facilities	FY 2022-23	FY 2023-24
Staffing	\$ 1,238,087	\$ 2,816,458
Community Bodies, Access, and Support	\$ 322,750	\$ 136,000
Technical Assistance for Districting	\$ 180,000	
Change Management Contract	\$ 600,000	
Community Engagement and Facilitation	\$ 500,000	
Communications	\$ 200,000	
Democracy/Hatfield Fellow		\$ 12,000
Voter education	\$ 675,000	\$ 200,000
Totals	\$ 3,715,837	\$ 3,164,458



Portland Transition

Voter approved. Community centered. City delivered.

Carryover estimate	\$ 675,167	
--------------------	------------	--

The project is receiving \$7,217,000 plus associated internal borrowing costs (\$1.19M for 7 years) for facility-related needs based on OMF Facilities' preliminary assessment of the work, which generated the project scopes below. Although Facilities built a large contingency (~23%) into its requested budget to account for the uncertainty inherent in pre-design, large shifts in the direction, timing, or scopes of work could increase or decrease the actual budget.

- **Chambers:** Relocating or redesigning council chambers to accommodate a 12-member council; replacing the broadcasting and audio-visual technology; installing new security infrastructure
- **Council Workspaces:** Reconfiguring council offices into district offices; replacing outdated cabling; upgrading security infrastructure and creating security parity between the offices
- **City Administrator Workspace:** Reconfiguring the Mayor's office to create a separate City Administrator's office; technology upgrades; security upgrades

Facilities Requested Budget	FY 2023-24	Design Phase
Council Chambers	\$ 3,334,000	Programming
Council Offices	\$ 2,898,000	Programming
City Administrator	\$ 985,000	Pre-design
Total	\$ 7,217,000	

Please note, project funds may carry over into the next fiscal year depending on final decisions regarding scope, schedule, budget.

Design will commence in approximately June 2023. As the design and construction scope becomes clearer, the project's budget will be refined. Funding for this effort will be provided by the bureaus, who will repay a loan administered out of the Facilities fund. Depending on the final scope, repayment is estimated to take approximately 7 years.



Portland Transition

Voter approved. Community centered. City delivered.

5.0 How to receive additional information?

Get involved with the transition to a new form of government! View our entire [list of events](#). Learn more about the commissions' work and share your thoughts through public comment. Stay up to date on transition updates on website (portland.gov/transition) or [register your email to receive our monthly newsletter](#).

The transition team is happy to meet with organizations and groups that are interested in the transition. Email the project team at transition@portlandoregon.gov.

Need access to information or services?

The City of Portland ensures meaningful access to City programs, services, and activities to comply with Civil Rights Title VI and ADA Title II laws and reasonably provides: translation, interpretation, modifications, accommodations, alternative formats, auxiliary aids and services. To request these services, call 311 for Relay Service or TTY: 711.

Traducción e Interpretación | Biên Dịch và Thông Dịch | अनुवादन तथा व्याख्या

口笔译服务 | Устный и письменный перевод | Turjumaad iyo Fasiraad

Письмовий і усний переклад | Traducere și interpretariat | Chiaku me Awewen Kapas

Translation and Interpretation: [311](#)



Portland Transition

Voter approved. Community centered. City delivered.

6.0 Appendices

- Equity statement
- Project communications plan
- Community engagement plan
- Change management framework
- Facility improvements project schedule (*coming soon*)