City of Portland
Employee Engagement Report

Employee Survey Results and Analysis
May 2023

Portland Transition
Voter approved. Community centered. City delivered.

employees.portland.gov/transition

Contents

Acknowledgements

Special thank you to Christine Kendrick and Stephen Christy from the Bureau of Planning and Sustainability for their data analysis and their guidance on providing quality and transparent information.

Introduction

Overview

The form and structure of Portland's City government will change substantially on January 1, 2025, as a result 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 as they do now.

To help prepare for this shift, Council offices and bureau leadership are partnering on a programmatic assessment process this spring and summer to evaluate the current structures and functioning of bureaus and programs. It is expected that these assessments will lead to recommended changes in a reporting structure for City bureaus. These recommendations are scheduled for Council consideration in October 2023, in order to allow enough time for the City to implement the necessary administrative and systems changes before January 2025.

The new reporting structure is a first step in a long process of 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.

For more detailed information about programmatic assessments, please read the [Programmatic Assessment Guidance](#).

Purpose and Approach

In January 2023, the Mayor grouped bureaus into five service areas. Teams made up of bureau and Council leadership are working through programmatic assessments in their service areas. These teams are following a consistent syllabus provided by the transition project that takes them through a series of focused questions. These teams will be using multiple forms of data to inform their answers and to vet their assumptions. One important source of data is employee feedback for the assessment process as well as future recommendations.

Feedback from people who work at the City right now will provide the programmatic assessment teams with more information to answer the focused questions. This information is vital, offering the programmatic assessment teams a window into how the City is functioning beyond their own points of view.

To collect this feedback, an employee survey and an additional manager survey were distributed to most people who work at the City on April 11, 2023. This report includes responses received through April 28, 2023. To reach a broad cross section of employees and encourage participation in the surveys the project team used a wide range of tools including emails from leadership, flyers distributed throughout workspaces downtown and in the field. Additional subsequent reminder emails were sent by some bureau directors. Conversations with people who work in field offices are beginning and will help inform future strategies to ensure information and feedback opportunities are available to as many staff as possible.

For more detailed information about the goals and values for employee engagement, please read the [Programmatic Assessment's Engagement Framework](#) and the [Survey Crosswalk Tool](#) section on this report.

Engagement Next Steps

This report reflects the first of several engagement opportunities during the transition. After the programmatic assessment process concludes in October 2023, next steps include developing longer-range recommendations for the new City leadership to consider. This feedback will inform those recommendations, including the results reflected here, focused conversations, and other forms of feedback from both people who work at the City and from people who receive services from the City.

In addition, the approach to providing information and feedback opportunities to people who work in field offices or who have less access to mass media will continue to evolve over time. More work needs to be done to ensure engagement is respectful, meaningful, and people centered.

Special Note about the Survey

While the survey described in this report was intended to only inform Phase 1 of the programmatic assessment process, [we heard wide range of feedback](#). To allow employees to continue to share their thoughts and ideas, the survey will be extended through the summer and results will be shared in all three phases of the programmatic assessment process. They will also inform future discussions around process, culture, policy and additional structural change recommendations. However, the manager survey has closed (see Special Considerations for more information about the manager survey). The appendices include more detailed information about the methodology used to analyze the survey results.

Phases of this Work

Programmatic Assessment

Work with bureau and city hall leadership to develop a new organizational structure for the city and improvements to our delivery of services, informed by survey input from employees, best practices from other cities and community feedback.

Additional Conversations around Service Delivery

Continue conversations and engagement with employees, community and leadership around improvements.

April to Oct. 2023 | **Oct. 2023 to Dec. 2024**

Preliminary Planning & Employee Engagement

Launch an employee intranet and external website to keep employees and community updated on the process to develop a new recommended organizational structure for the City, and provide opportunities for engagement along the way.

Implementation and Ongoing Employee Engagement

Begin implementing the new organizational structure and related operational and administrative changes prior to Jan. 1, 2025, and continue implementing new change management, training and communications practices.

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For more detailed information about the long-term scope, please visit the Service Area and Bureau Management intranet page.

Survey Overview

This survey was designed to collect feedback from people who work at the City to inform the programmatic assessment teams. Below please find an exploration of the utility of the data in the programmatic assessment context and beyond. This section is part of our commitment to transparency and accountability to the people who completed the survey, so they have detailed information about its use.

Survey Crosswalk Tool

To better build trust and be transparent with people who work for the City, the survey crosswalk tool was designed to craft questions that are most relevant to informing the programmatic assessments. The tool functions as a table that first lists the programmatic assessment syllabus questions, then lists survey questions intended to inform the assessment questions. The table also includes the format each question was asked in, the purpose of the information expected to be received, and the format the data was converted into.

Programmatic assessment teams are encouraged to use this tool as a guide to which of the survey results best help inform assessment questions. The survey results may have multiple applications, however, so this tool is not intended to be restrictive. Please make special note of the intended purpose of each question to understand its potential application and its limitations.

As noted in the [previous section,](#) as we collected survey results, the project team observed the wide depth and breadth of comments and opted to keep the employee survey open. As the programmatic assessment teams move through the next phases of assessment, the project team will continue to report out on learnings and insights from employees to inform these and longer-term discussions.

Survey Questions

The employee survey includes ten 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 in connecting answers 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 five 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 four 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 and is not easily analyzed into helpful 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 redacted to protect anonymity as much as possible and provided to the programmatic assessment teams separately and without additional analysis. It is intended to be read and scanned for information that may be useful to answering the programmatic assessment questions as outlined in the [Survey Crosswalk Tool](#).

Survey Results

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 collaborated with data analysts within 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 April 28, at 5 p.m., 950 employees completed the Phase 1 Employee Survey for Programmatic Assessments and 123 people completed the Manager Survey.

Question 1

Q1. Which bureau do you currently work in?

Answer Choices	Response Percent	Responses
Auditor's Office	0.74%	7
City Attorney	1.89%	18
City Budget Office	0.74%	7
Community & Civic Life	0.95%	9
Community Safety Division	0.21%	2
Development Services	6.74%	64
Division of Asset Management (Fleet and Facilities)	0.95%	9
Environmental Services	14.21%	135
Fire & Rescue	2.95%	28
Fire & Police Disability and Retirement	0.42%	4
Office of Equity and Human Rights	1.16%	11
Office of Government Relations	0.53%	5
OMF - Bureau of Human Resources	3.16%	30
OMF - Bureau of Revenue & Financial Services	5.47%	52
OMF - Bureau of Technology Services	7.16%	68

OMF - Office of the Chief Administrative Officer	3.37%	32
Planning & Sustainability	5.89%	56
Police Bureau	4.21%	40
Portland Bureau of Emergency Management	0.53%	5
Portland Bureau of Transportation	14.95%	142
Portland Housing Bureau	1.58%	15
Portland Parks & Recreation	9.68%	92
Portland Water Bureau	9.37%	89
Prosper Portland	1.26%	12
911 Bureau of Emergency Communications	0.84%	8
Independent Police Review	0.63%	6
Portland Children's Levy	0.42%	4
	Answered	950
	Skipped	0

Question 2

Q2. How would you describe your role?

| Answer Choices	Response Percent	Responses
Field Staff: work primarily outside of an office, usually in city maintenance or operations functions	9.57%	90
Direct Service Staff: work primarily as external facing, providing assistance to the public	9.79%	92
Administrative Staff: work primarily as internal facing, providing assistance to staff	30.53%	287
Program Staff: work inside or outside an office, implementing program requirements or public function	37.55%	353
Other (please specify)	12.55%	118
	Answered	940
	Skipped	10

Question 3

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

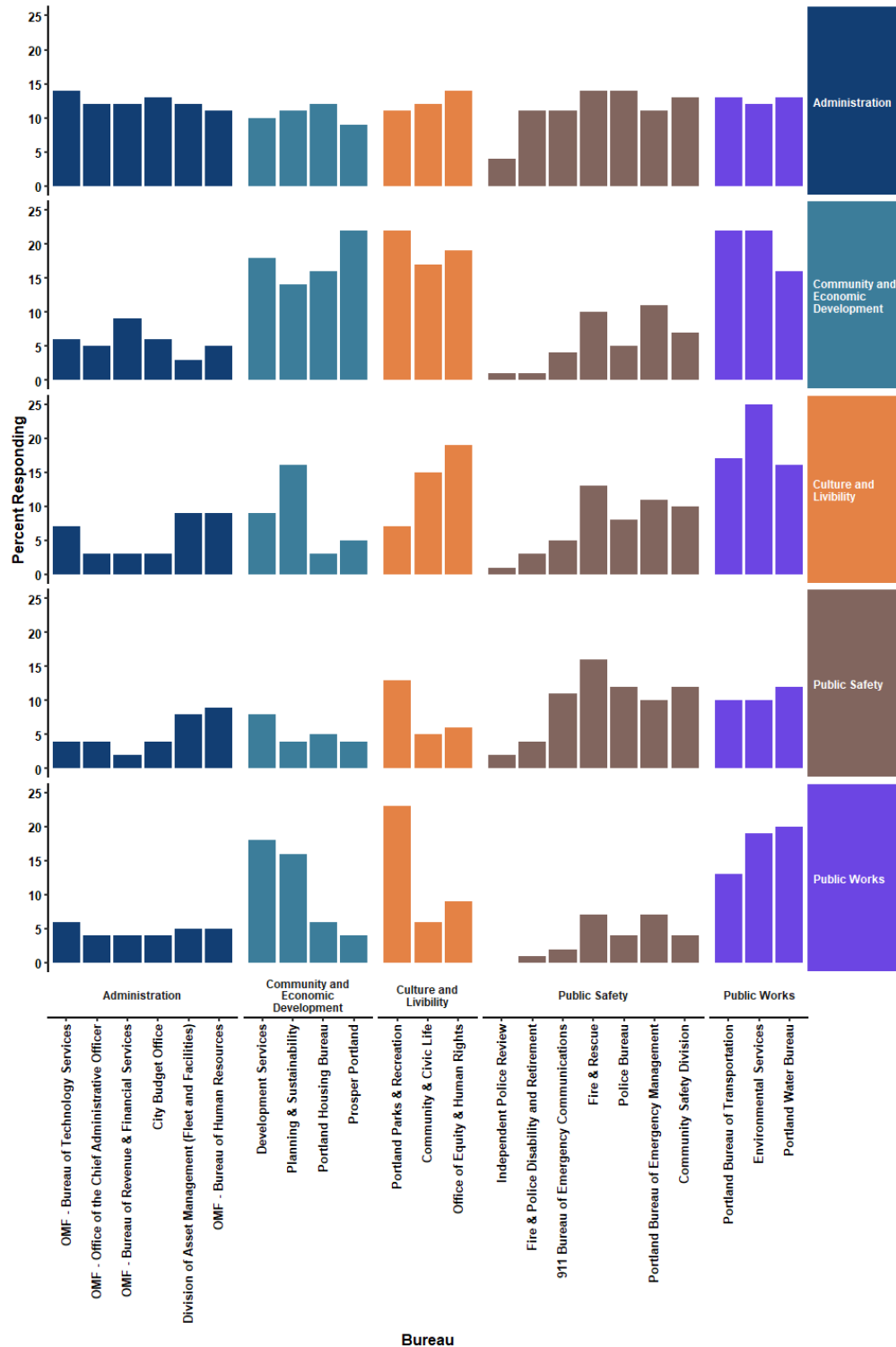*Answer 1: Required to complete my work and works well.*
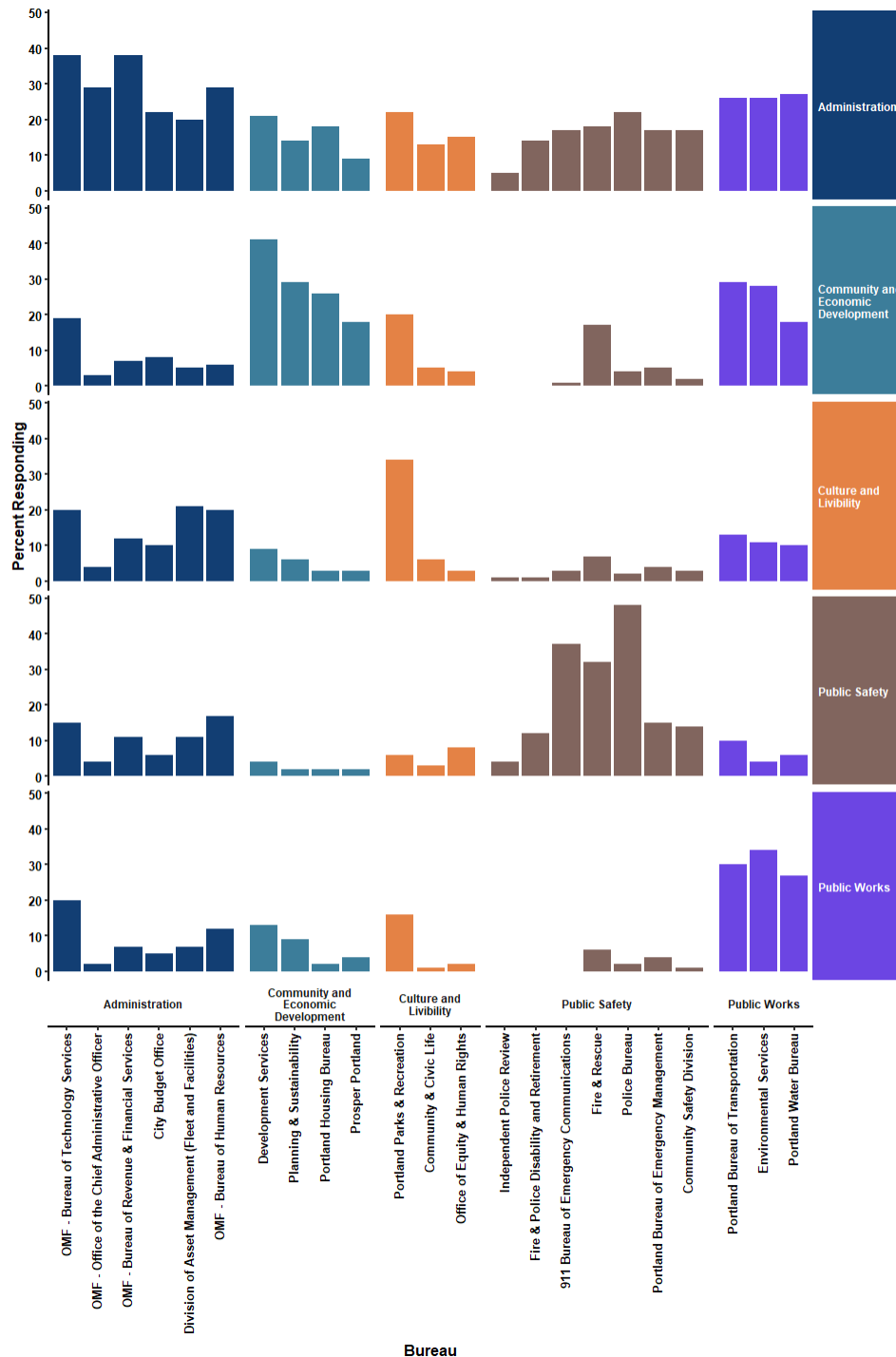
Question 3: For the bureaus you collaborate with most often, check all the reasons that apply for why you collaborate.

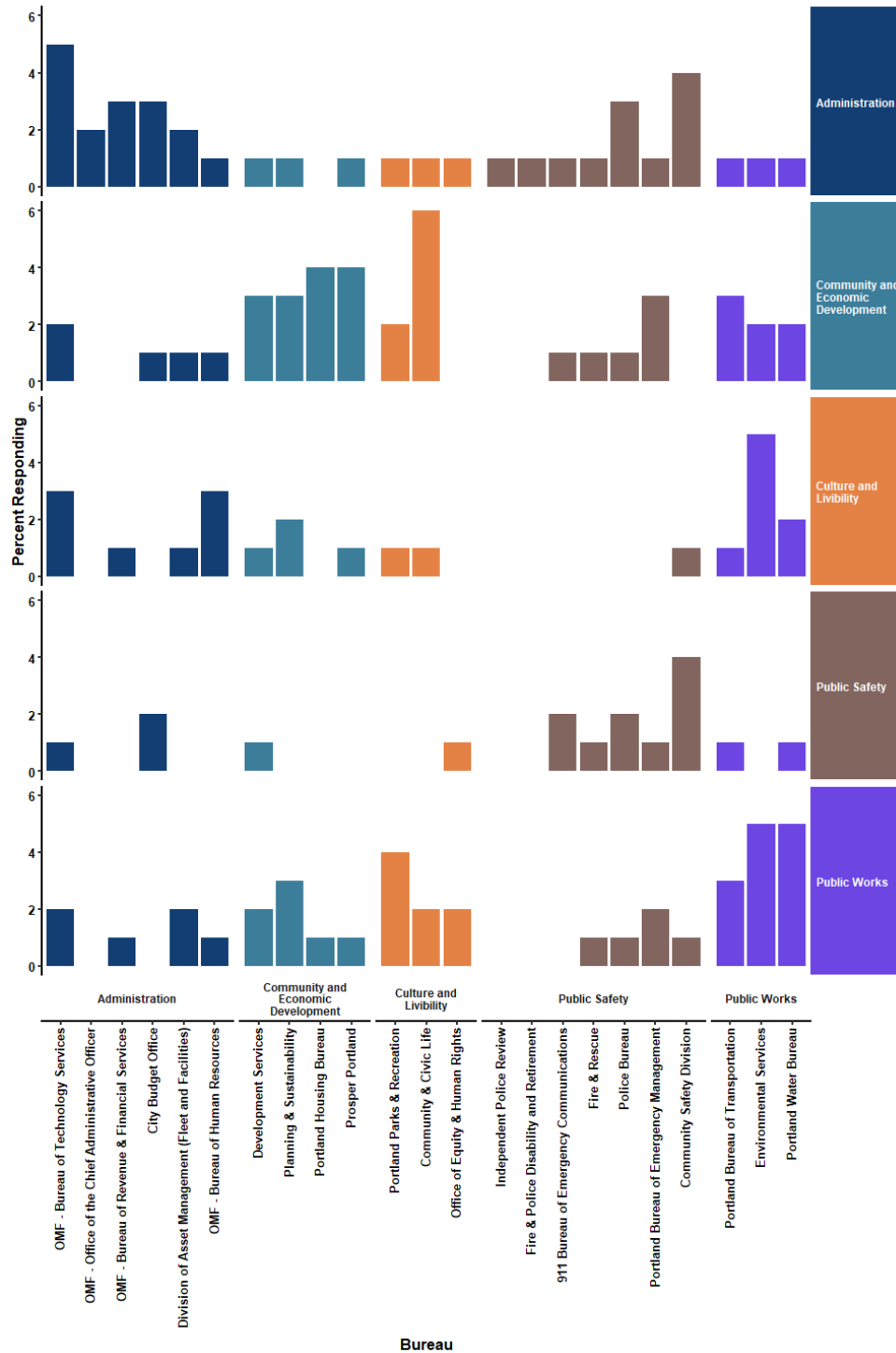*Answer 2: Required to complete my work and does not work well.*
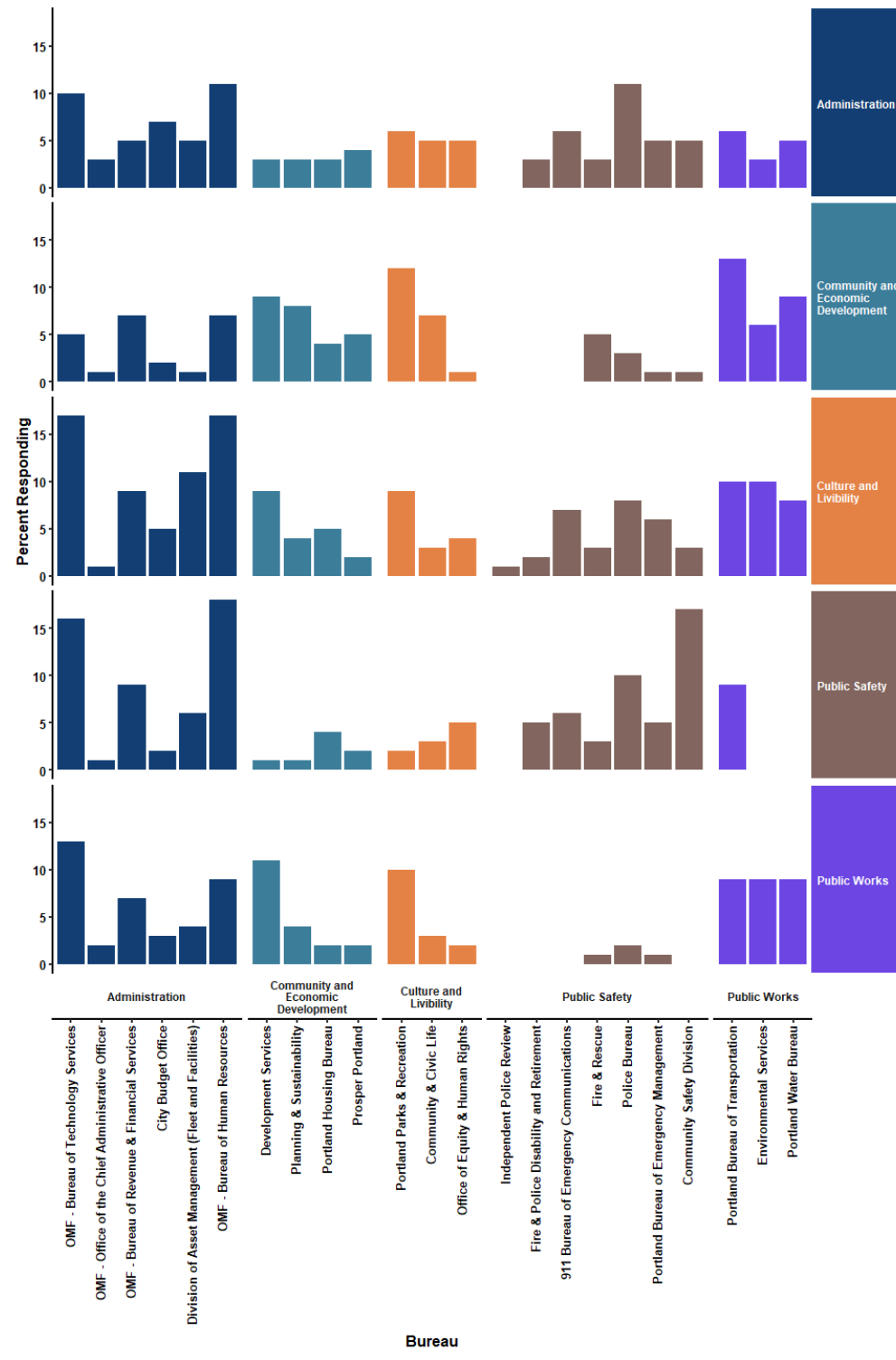
Question 3: For the bureaus you collaborate with most often, check all the reasons that apply for why you collaborate.

*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)
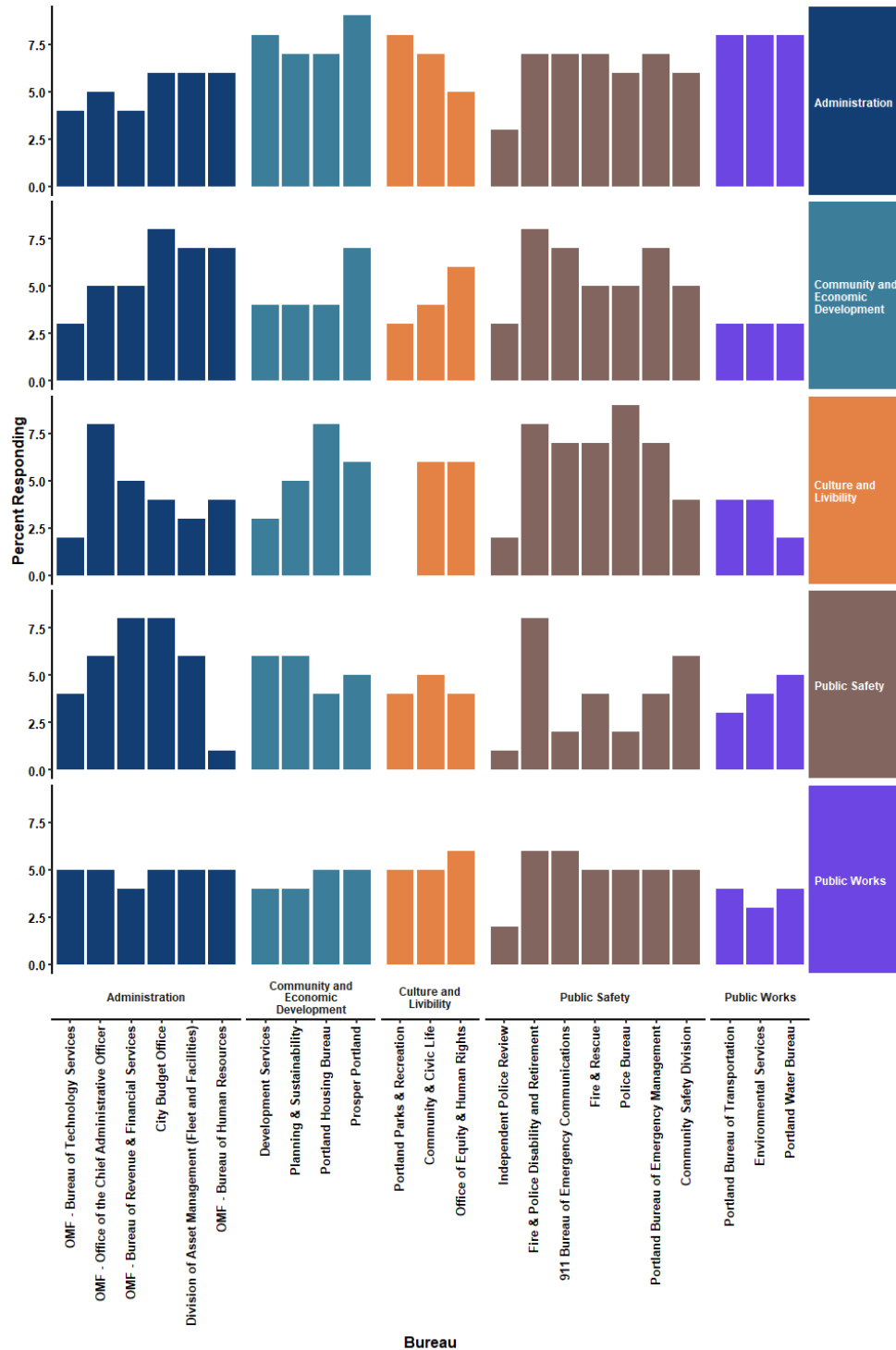
Additional Analysis for Question 3

The following summarized analysis is intended to help programmatic assessment teams identify the patterns and relationships within the data.

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.
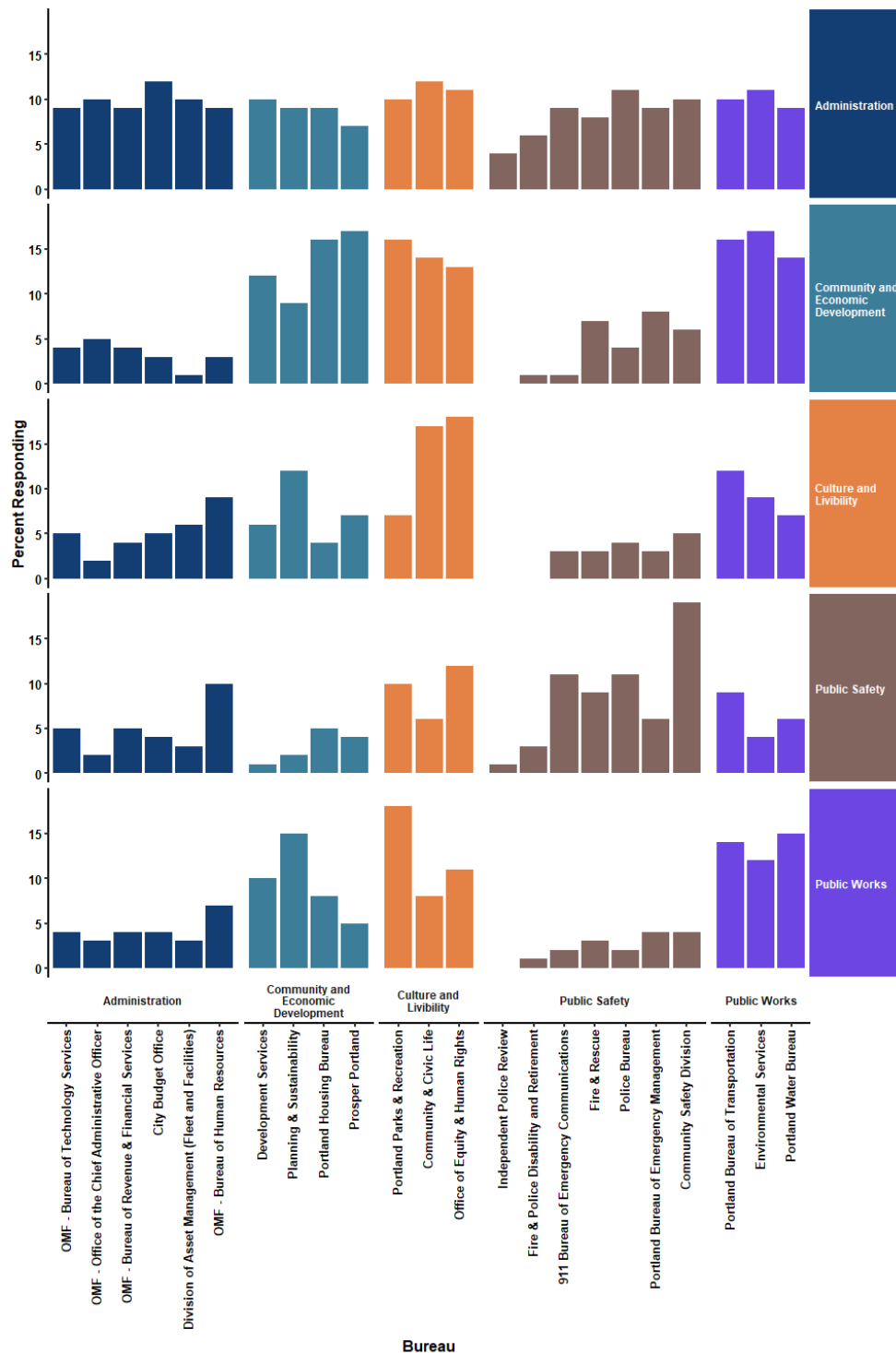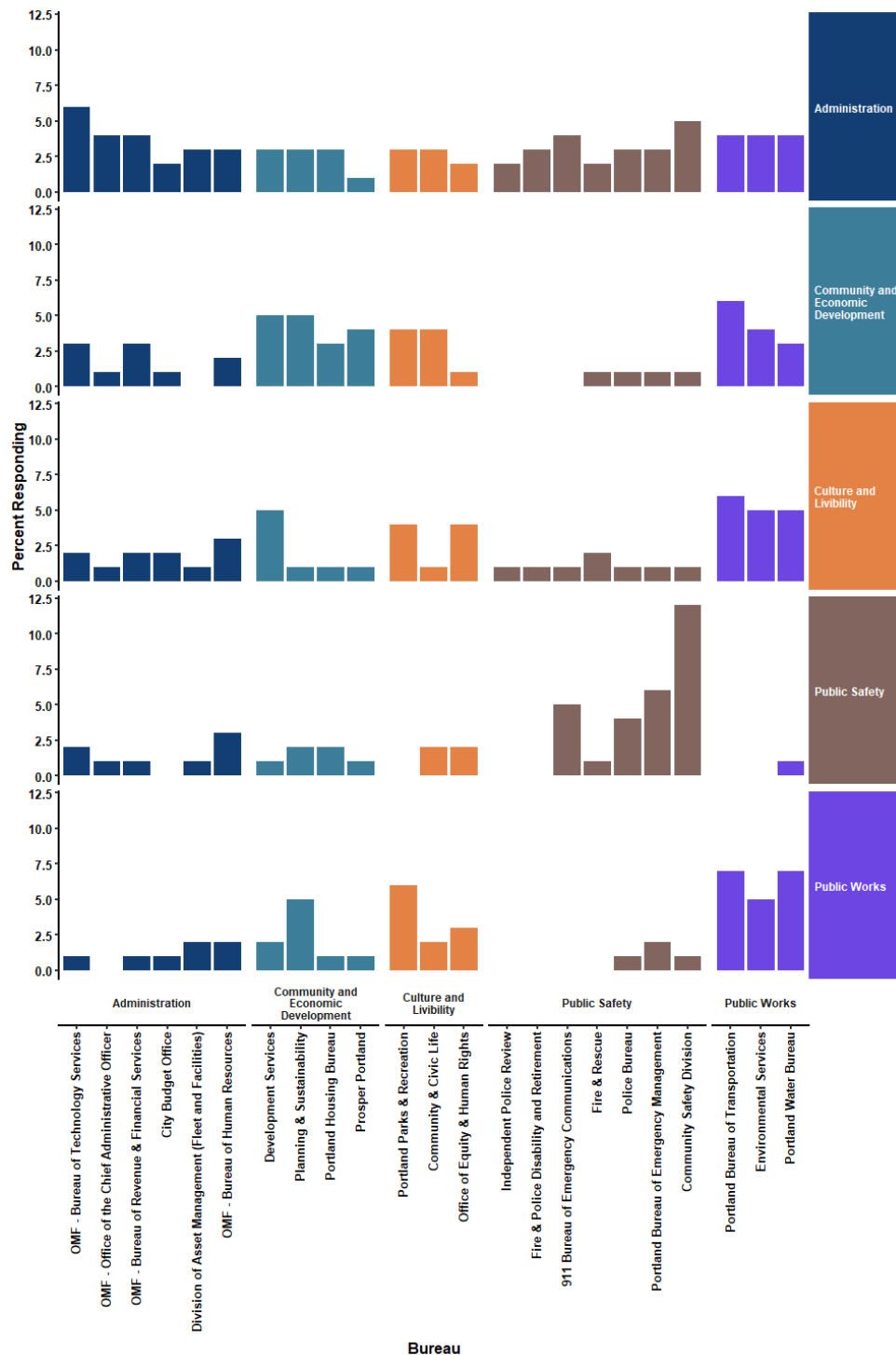
Question 4

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.
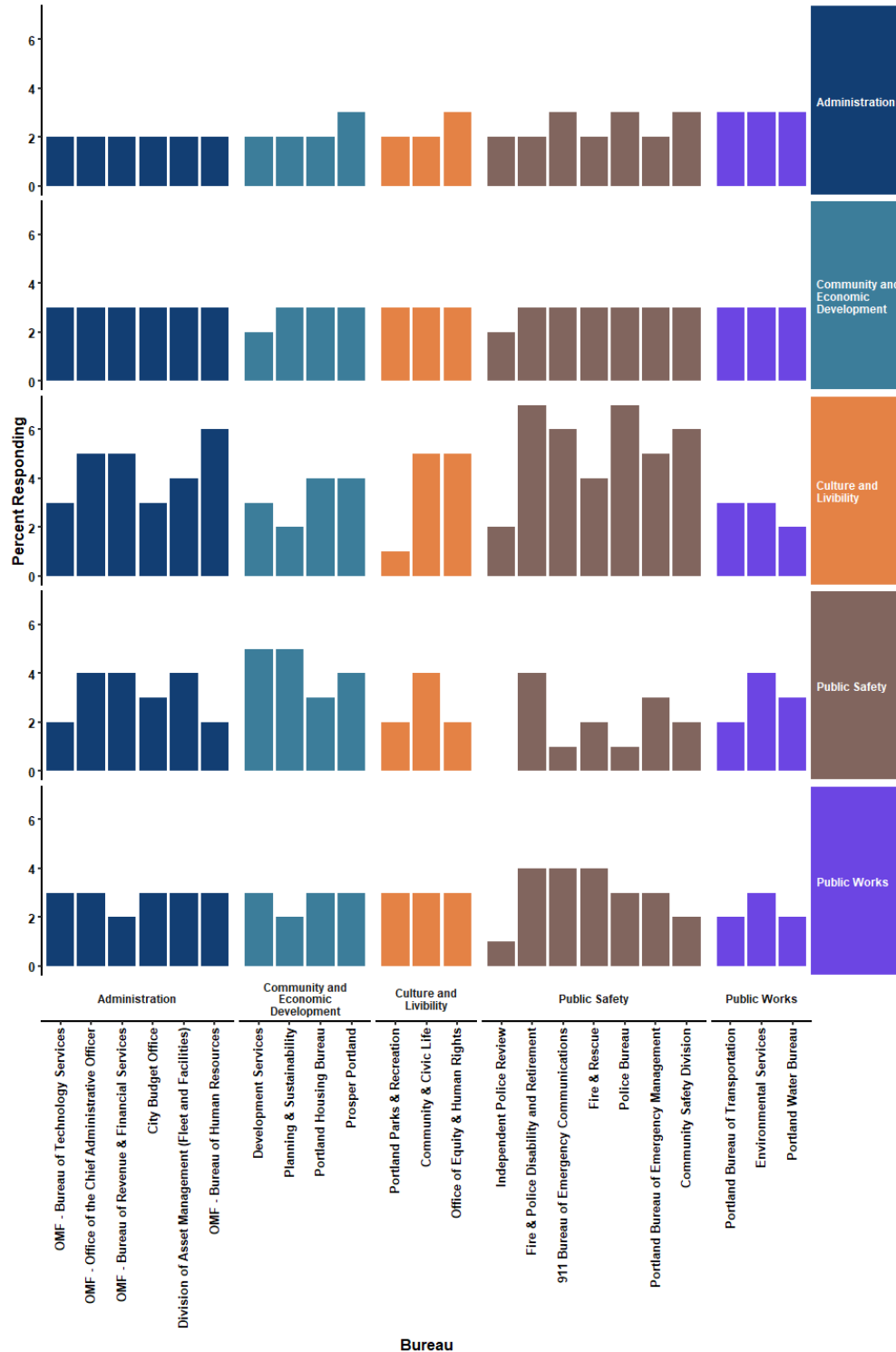
Answer 1: It is important to the success of my work.
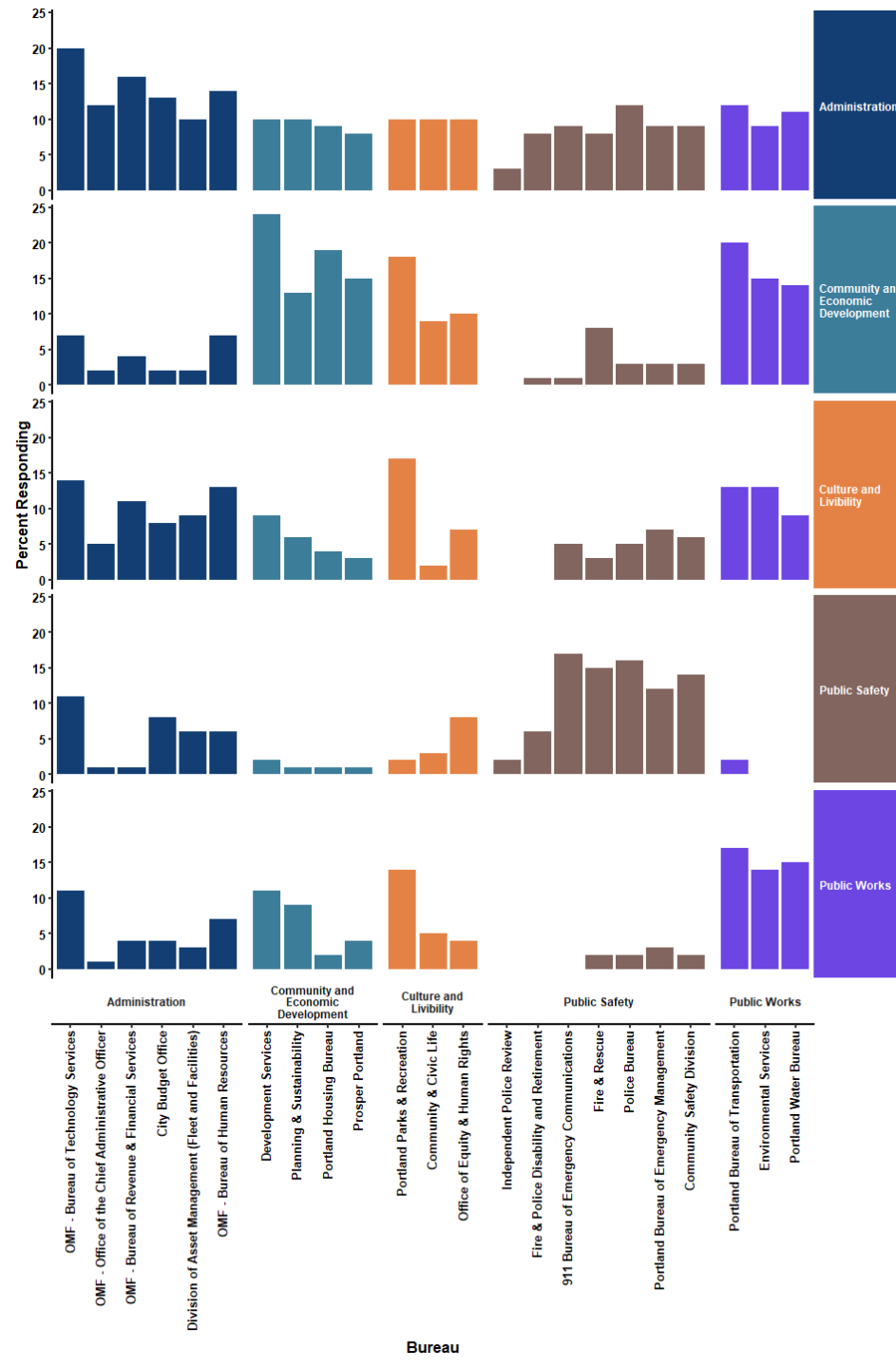
Question 4: If you want to collaborate with other bureaus more often then you currently are, which of the following reasons apply (check all that apply.

Answer 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)

The following summarized analysis is intended to help programmatic assessment teams identify the patterns and relationships within the data.

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.

- The percentages of people who answered this question are so low, meaningful conclusions are not recommended.
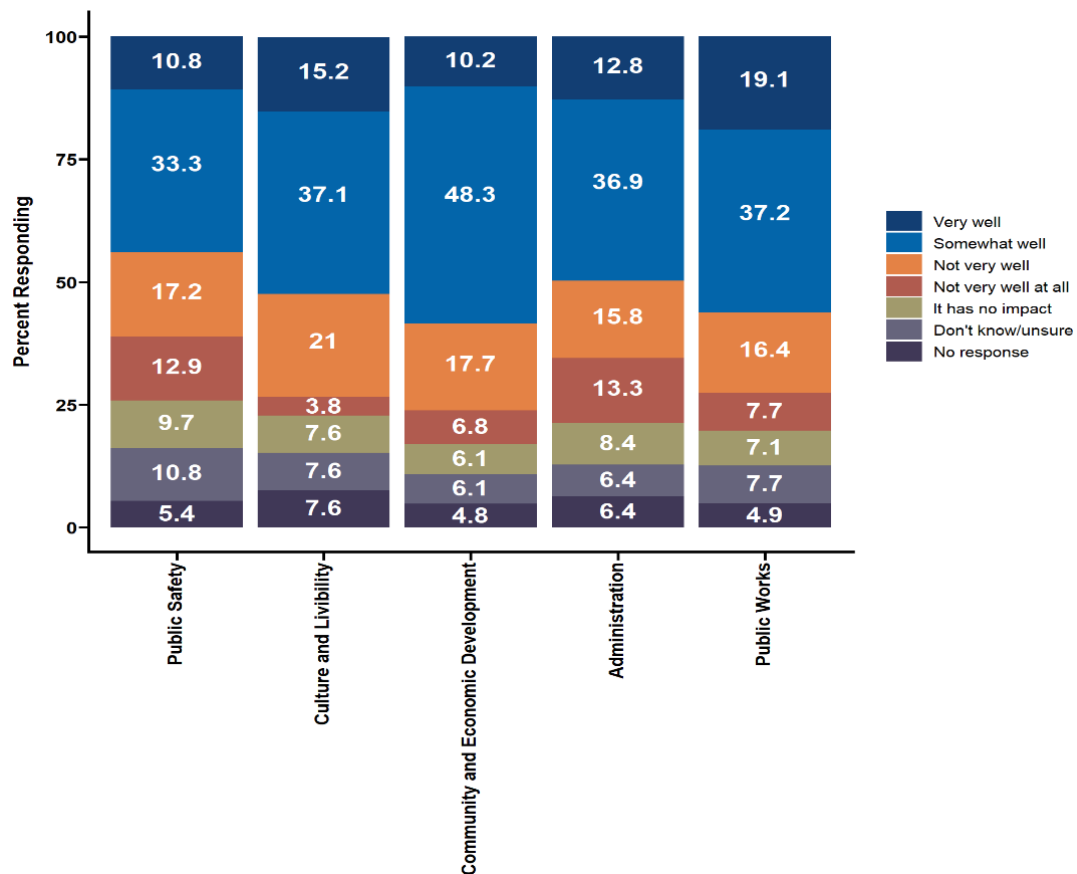
Question 5

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?
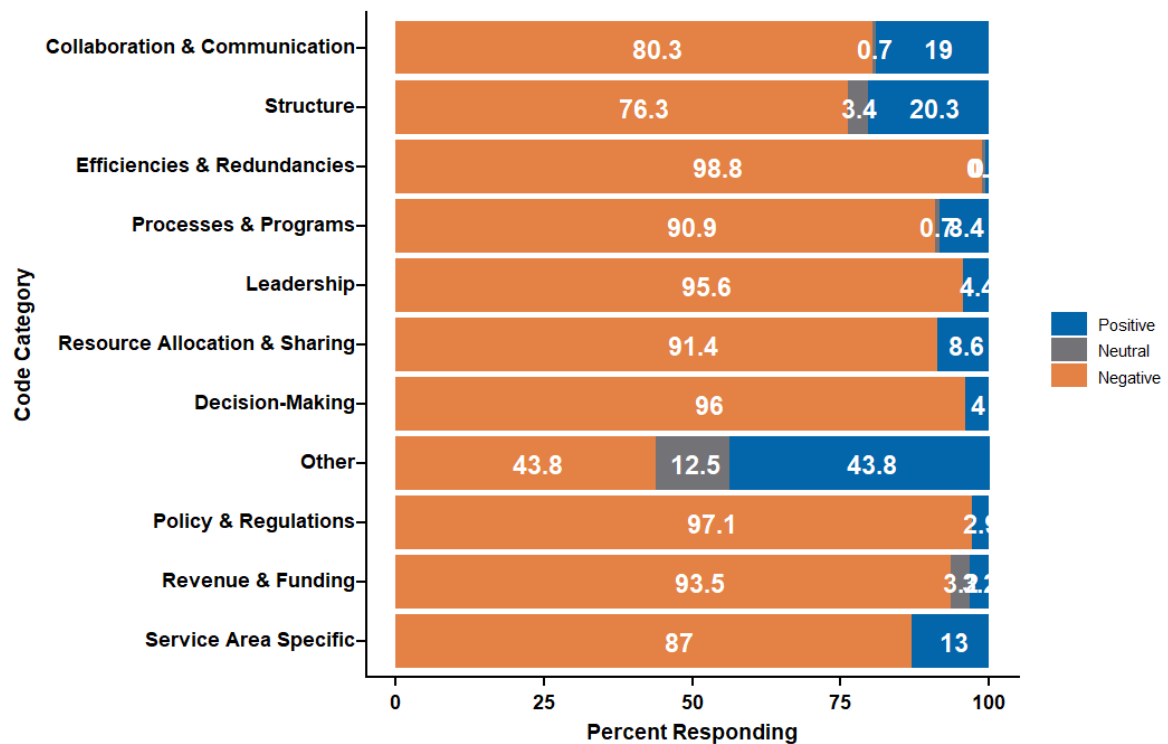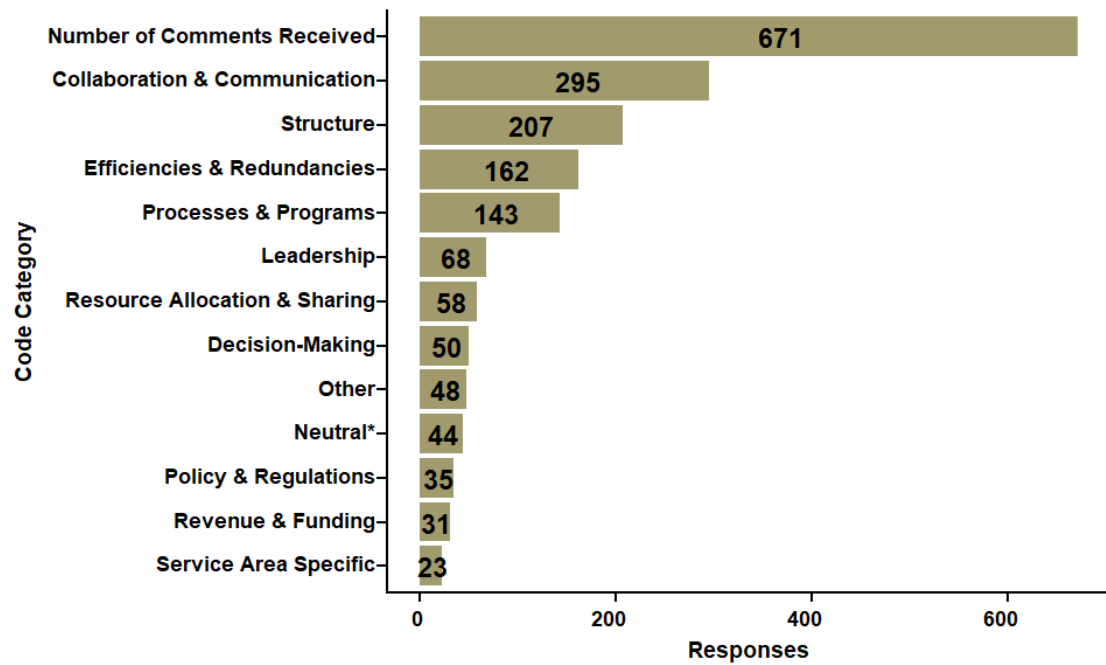
Citywide results

Service Area Result

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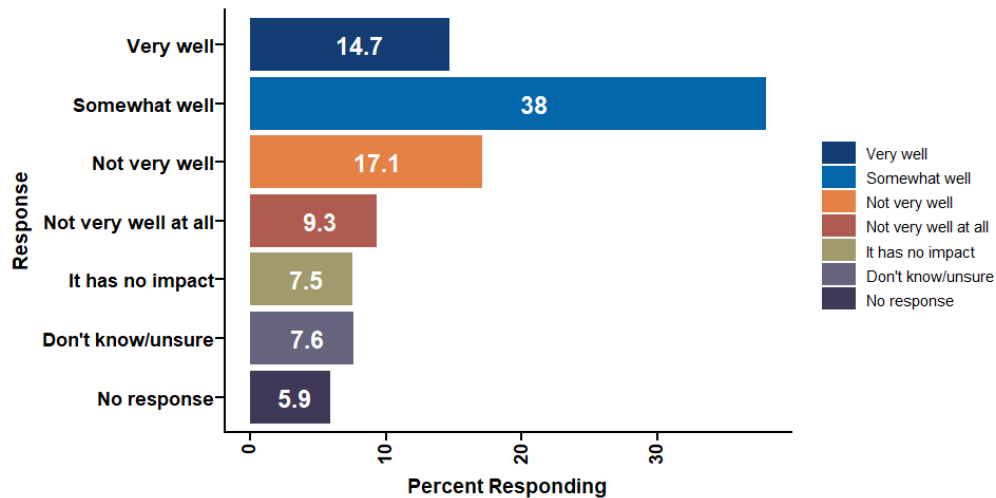
Question 6

Question #6: If you answered question 5, please explain why you feel this way.

Additional analysis for Questions 5 & 6

- The codes that may be most relevant to the programmatic assessment questions in phase 1 are Communication & Collaboration, Structure, Efficiencies & Redundancies, Processes & Programs, 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, and Structure.

Examples of comments received:

"The new groupings make a lot more sense and I look forward to greater collaboration with BDS & BPS especially."

"Other bureaus refer enforcement cases to me even though I have no direct involvement and have difficulty answering technical questions. They should have their own enforcement division."

"We have good working relationship with bureaus who do related work -- Prosper, Housing, BPS, development services, BES, parks"

"The lack of continuity and centralization of functions makes it difficult to apply program changes across large areas of the city. Any changes or attempted improvements are undercut by a system of siloed approaches and cultures that are disjointed."
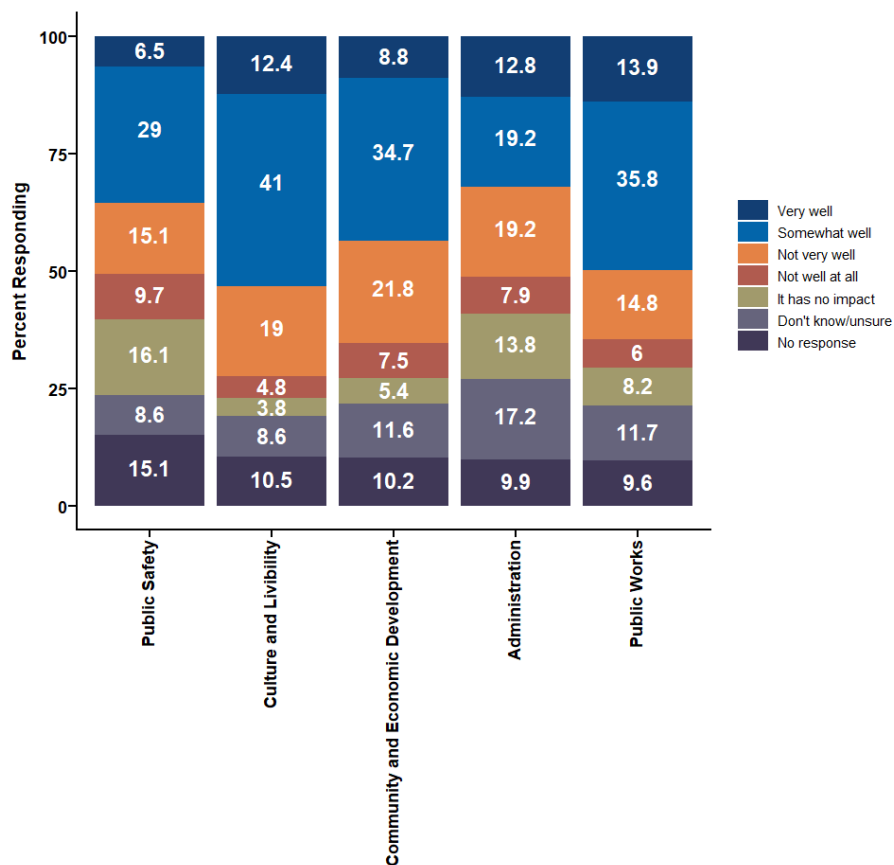
Question 7

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?
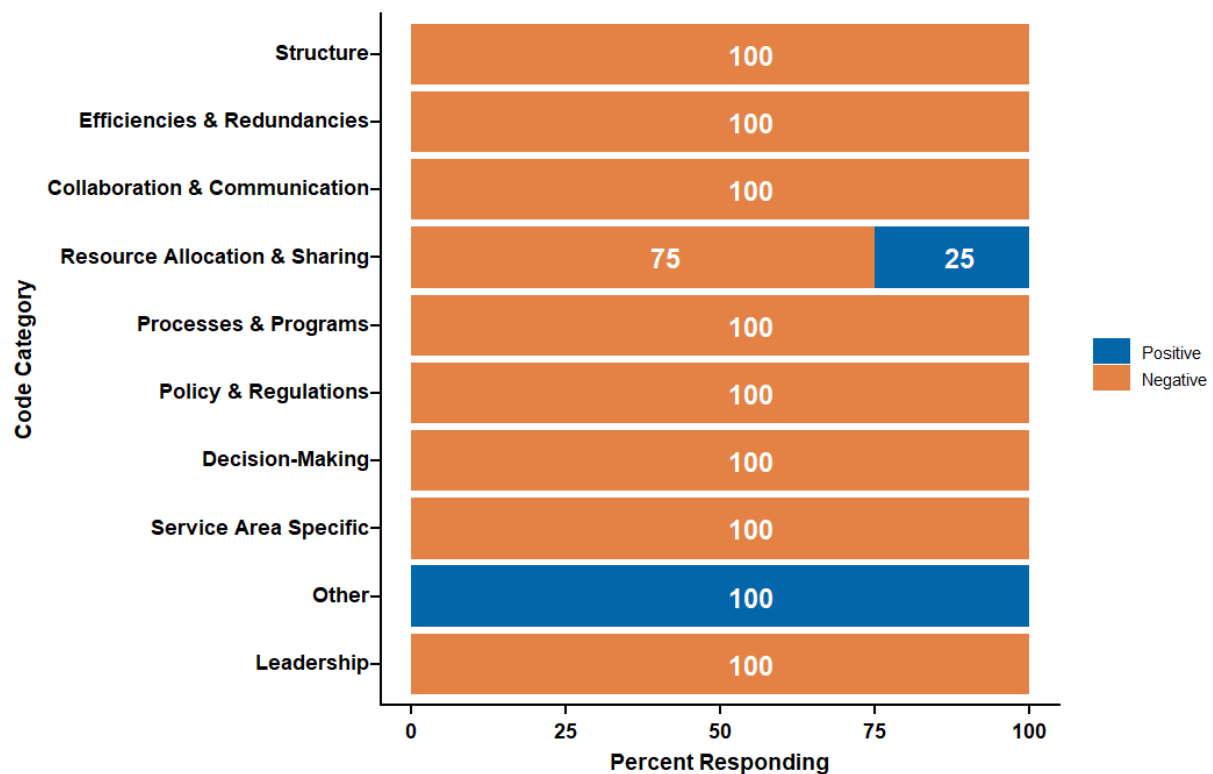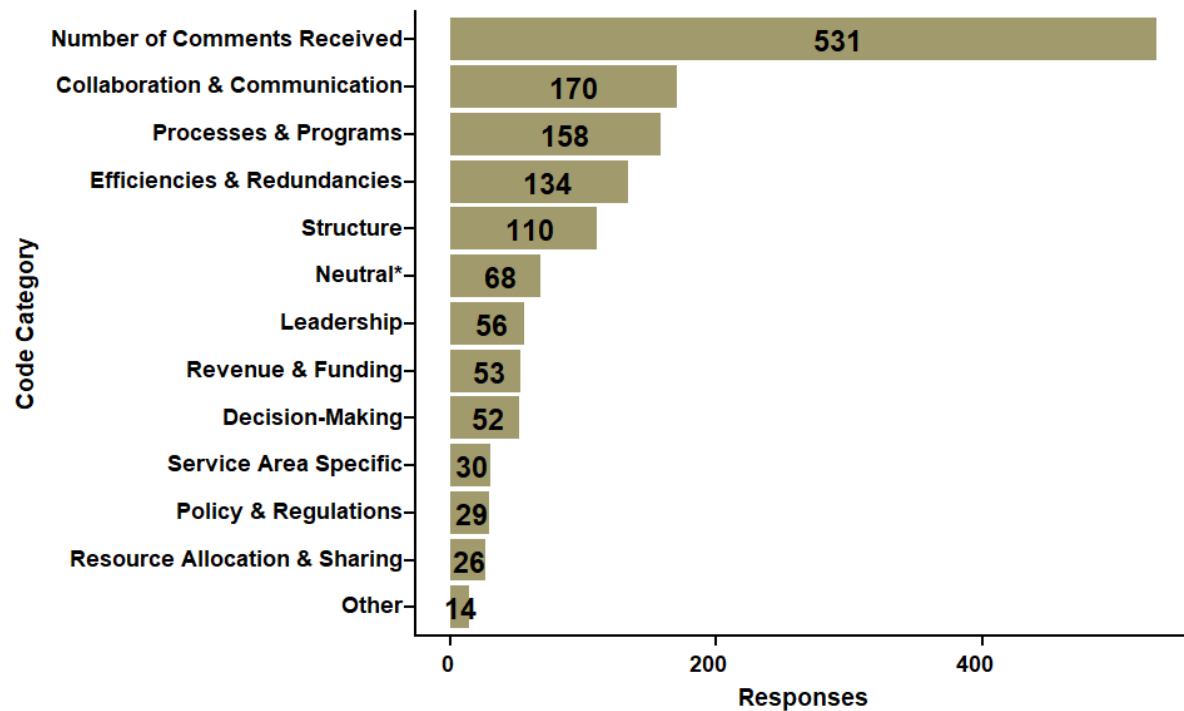
Citywide results
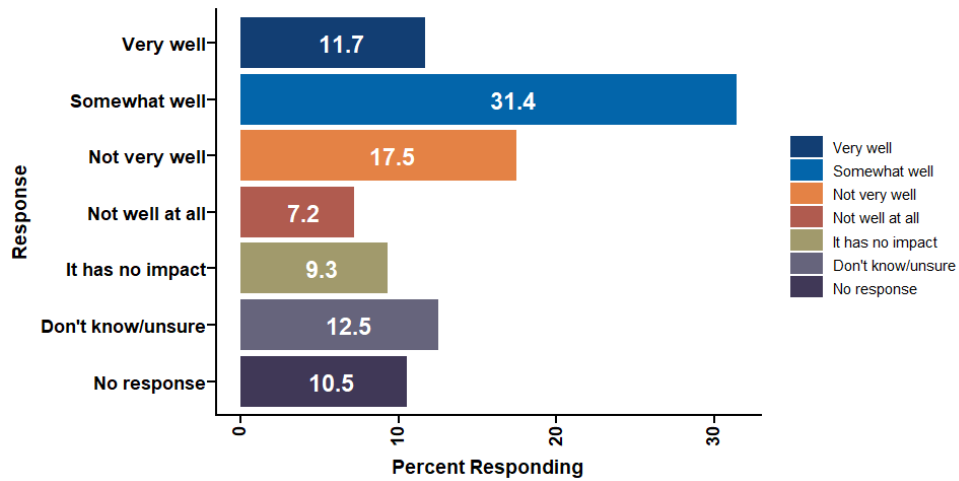
Service Area Results

Question 8

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

- The codes that may be most relevant to the programmatic assessment questions in phase 1 are Communication & Collaboration, Structure, Efficiencies & Redundancies, Processes & Programs, 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.

Examples of comments received:

"The city budget was 5.17B, and typically 5% of any company's budget is 5-6%. That means $258+M dollars should be getting spent on IT annually at the City. Because of the siloed nature of bureau budgets and purchasing outside OMF-BTS, it creates two issues. 1) the city has no visibility where duplication of spend is happening 2) Bureaus have limited visibility in IT market trends, service pricing, etc. IT is a real cost. In addition, IT has an ever expanding footprint in our day to day business operations. The City should also understand that our IT footprint has more applications for the public good. Siloed bureaus do not promote programs that could bring IT related features/services to our community members."

"I am a Portland resident, and despite the high tax burden, and high costs for city services such as water, we do not excel in nearly any category of government service. There is tremendous duplication of effort throughout city government, and too much focus on pet projects rather than delivering basic services such as safety, sanitation, and infrastructure."

"I train people who directly work with the public daily and this structure allows me to focus my attention just on the people who will have the most outward impact."

Question 9

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
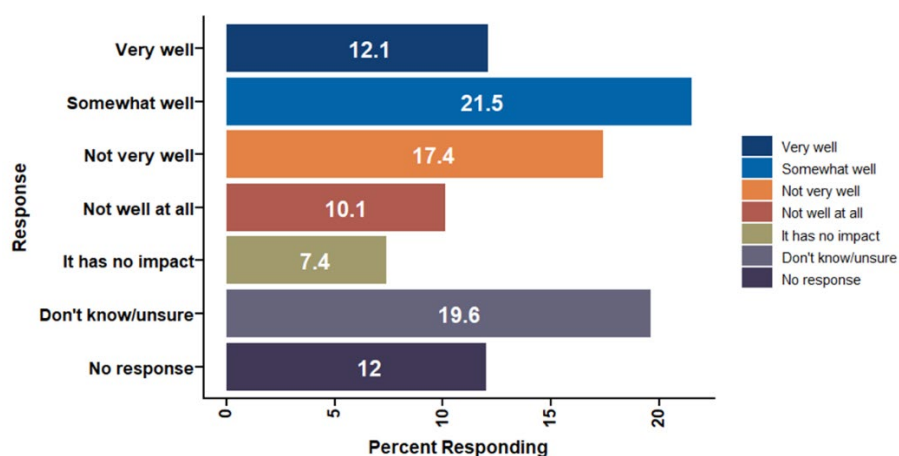
Service Area Results
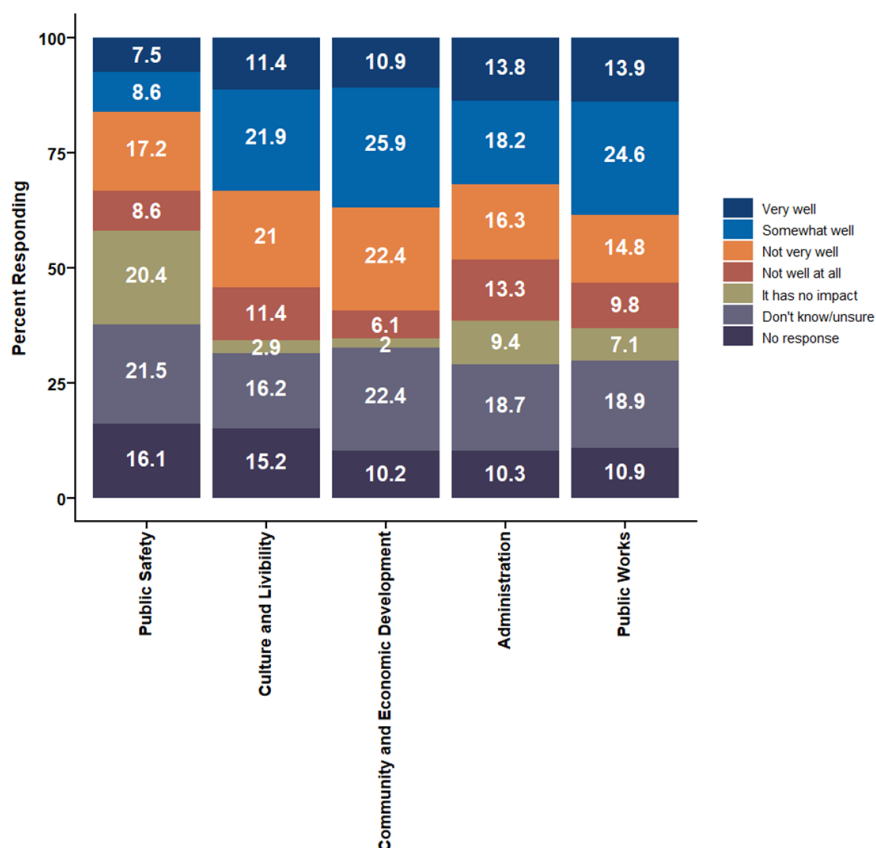
Question 10

Question #10: If you answered question 9, please explain why you feel this way.

Additional analysis for Questions 9 & 10

- The codes that may be most relevant to the programmatic assessment questions in phase 1 are Structure, Consistency, Program Practices, and Service Area or Bureau Specific. See comment codes descriptions in the appendices for more details.
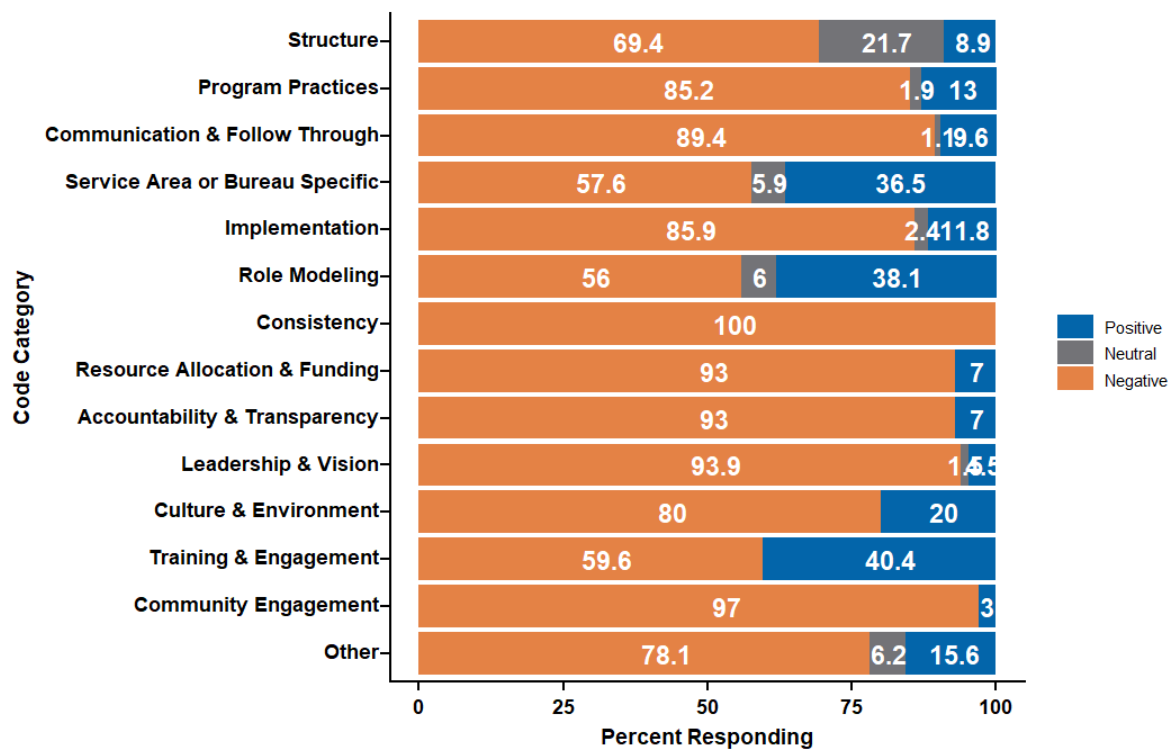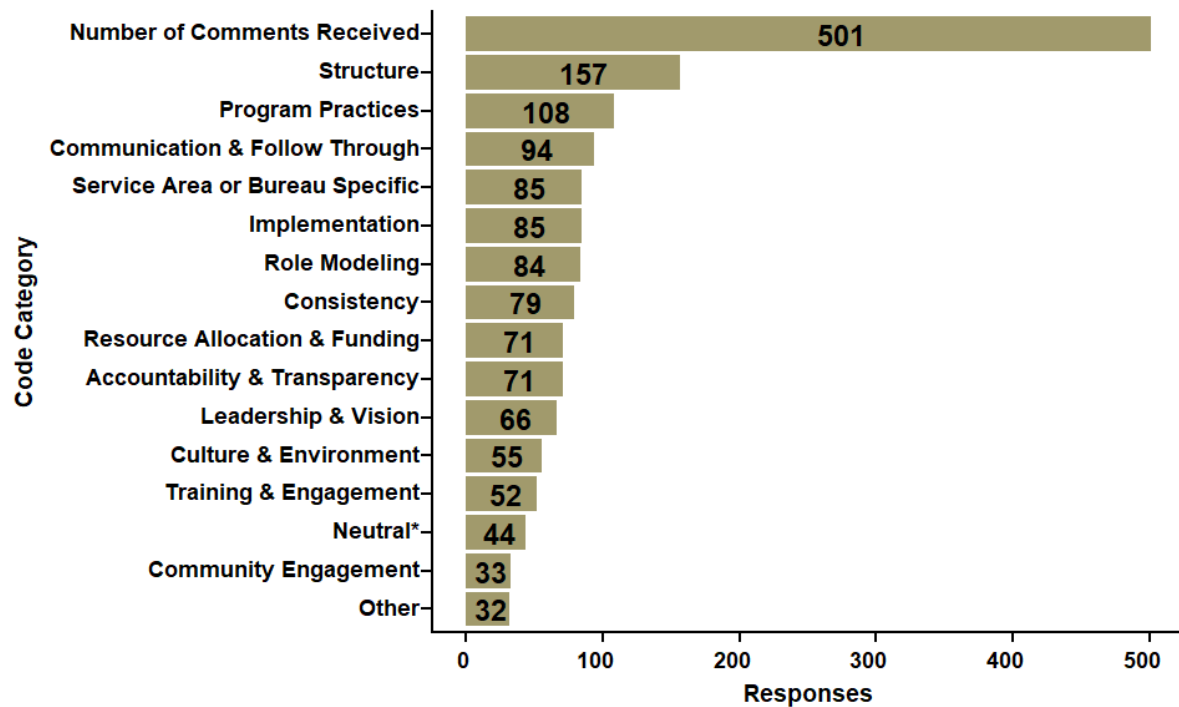- A higher percentage of people were neutral about how the structure affected the City's ability to uphold its core values.
- The comments contain a variety of opinions about how high-level structures could improve or change, but most comments received in all codes related more to process improvements 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 or Bureau Specific.

Examples of comments received:

"I believe to meet our core values, it requires consistency among the Bureaus and sharing of resources, strategies, approaches to anti-racism. Our current structure is a hinderance to both of these."

"The organization-wide inconsistency affects the City's ability to uphold all of its policies, including the core values. The City would benefit from a more consolidated centralized authority, with clear lines of delegation."

"In contrast to most cities and agencies, the City of Portland does an excellent job trying to confront issues of equity, racism, inclusion, and public service. But again, drastic measures may not be the answer if it sacrifices current progress."

"Our current organizational structure rarely has a negative impact on our work at Parks, but when it does it can be difficult to justify given the stated core values."

Appendices

Data Methodology

Raw data was downloaded from SurveyMonkey in .csv format on three dates: April 13th, 2023; April 21st, 2023; and April 28th, 2023. The. csvs were loaded into R (version 4.2.3) and then cleaned and reformatted for three purposes:

1. To perform analyses on the multiple-choice question data.
2. To pull out open-ended responses for manual coding in Excel.
3. And to perform analyses on coded open-ended data.

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 in order 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 located 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

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.
   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.