

# Charter Transition: Officers and Disciplines Project

## Project Charter

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### OVERVIEW

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**Project Charter** This document outlines the officers and disciplines project, part of the work of the Charter Transition Team to ensure organizational readiness for the transition to the new form of government and implement the organizational structure approved by Council in Resolution 37635. This document may evolve and can be used as starting point for the workplans for each of the four discipline conversations, outlined in Addendum A.

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**Project Sponsor** Mike Jordan is the Project Sponsor. The sponsor will provide leadership, has decision-making authority over the scope and sequencing of the project deliverables and connecting the deliverables with the strategic outcomes of the City, and is ultimately responsible for the project's success.

The Project Sponsor connects the project with the intent and desired outcomes of City Council approved resolution 37635. The Project Sponsor defines the project's success, leads the change management strategy, manages principal stakeholder engagement, and regularly reports to the community through the Governance Transition Advisory Committee. The Project Sponsor ensures the project is leading with the City's core values and advocates for the resources necessary to complete this work.

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### SCOPE OF WORK

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#### *Overview and Goal*

**Project Scope and Desired Outcomes** The goal of the *Officers and Disciplines project* is to prepare for the addition of four new officer positions to the city organization: communications, engagement, equity and climate and sustainability, per the adopted organizational chart in Resolution 37635. **The project will identify what it means to deliver the service across the enterprise; identify what the core roles, competencies, and authorities of these new officers can and should be; explore their role on the citywide leadership team, their role relative to other citywide leadership cohorts and their relationship to practitioners citywide, and; discuss/establish plans for the successful execution of the relative disciplines at an enterprise scale, including potential structural and process changes.** The project will aim toward an organization that works better, is more focused, more flexible, and collaborates better across the entire enterprise.

#### *Summary: Questions to ask and answer*

- What does it mean to deliver the service across the enterprise? What are desired outcomes for internal and external stakeholders?
  - What is the role of the officer in delivering it successfully? How will we deliver those services?
  - What are the officers' authorities and relationships to practitioners?
  - Are changes to the process or structure needed?
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## Background

At some point in 2024 or 2025 (depending on the discipline), the city expects to hire a new officer for each of the disciplines, who will be housed in the City Administrator’s office. When the officer is on board, their job will be to continue to evolve how the city delivers on their discipline in partnership with city leadership, including the elected Mayor and Council. This project is setting the stage for that new person, moving the conversations that are in many cases already happening, forward.

Each of the projects is at a different place and will look a little different. For each of them, it will be important to right size each of the component efforts to ensure that what we set out to do is achievable, manageable by the project, and clearly communicated to stakeholders. Given that the service delivery is spread across the organization, it is also critical for the people responsible for doing the work in the future organizational structure are connected, involved, heard, and listened to throughout this project. Therefore, this project will be informed by change management best practices.

## Deliverables and Timelines

Deliverables may include a workplan; stakeholder surveys; recommendations about the role, authority, and relationships of the officers; and reports out and recommendations to the steering committee about the status of the work. Each project will start with a current state assessment before moving into a risk assessment and then the desired outcomes conversation; this front-end assessment of each of the disciplines may well guide us in how broad and deep the projects are as well as what the tolerance for, and risk of, major changes are.

The initial work planning will be shared with ELT and the DCAs at a May 23<sup>rd</sup> retreat, with the goal of developing a shared vision for the future state with these leadership cohorts as well as an outline of a plan on how to achieve that future state. Overall, the work will need to stay connected with the budget timelines for this fiscal year (fall BMP, as appropriate) and next fiscal year (FY 25-26; see schedule, below).

## Fiscal Constraints

Finally, the city is existing in a fiscally constrained environment. The steering committee and city council may well request a budget neutral or budget reduction-based set of proposals. There is the potential for reducing or reallocating staffing levels.

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Equity and Guiding Principles	<ul style="list-style-type: none"><li>• Focus on the city core values and the desired outcomes of the Transition Team</li><li>• Uphold and advance the city’s values of equity and anti-racism in the development and filling of the officer roles and the allocation of resources and updated processes across the organization.</li><li>• Work to build an anti-racist organization and not to carry forward policies, practices, and traits that are rooted in systems of oppression and white supremacy.</li><li>• Engage stakeholders meaningfully, listen to and incorporate feedback, ensure clear two-way communication.</li></ul>
Schedule	The schedule will largely be driven by the city budget process. Potential opportunities for Council action around budget are the fall BMP, the spring BMP, and the FY 25-26 budget

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process, which will kick off in mid-2024. Since the engagement and equity officers are not funded in the FY 24-25 budget, funding them will require an act of Council. The communications officer may be funded in FY 24-25 (to update after Mayor's proposed) and the climate and sustainability officer will likely be transferred from BPS to the CA's office (to update after Mayor's proposed). It is also important to note that the FY 25-26 budget process will span two forms of government and two city councils, both of whom will need to be engaged.

Each of the disciplines will be on a different timeline, as established by the project and the project manager in the individual project workplans. Generally speaking, the overall schedule is as follows:

### Spring, 2024:

- Complete overall project charter, identify project managers and consultant resources.
- Discuss with newly appointed leadership teams (CA, ACA and DCAs)
- Onboard discipline project managers and consultants (as needed), develop plan for coordination, begin drafting workplans; get grounded in current available information and ongoing work.
- Discuss draft workplans at May ELT retreat, continue refining plan and approach.
- Convene SMEs as needed.

### Summer, 2024

- Engage DCAs
- Engage internal stakeholders, particularly around equity and engagement.
- Key up decisions as appropriate, particularly around sustainability (each will be on a different timeline)

### Fall, 2024

- Conduct external stakeholder engagement around equity and engagement.
- Key up decisions as appropriate, particularly around communication (each will be on a different timeline)

### Winter, 2024 into 2025

- Key up decisions as appropriate (each will be on a different timeline)
- Include officers project in new Council onboarding, as appropriate.
- Officers recruited, hired, and begin work (each will be on a different timeline)

For each project, the discipline project managers will work with the steering committee to be clear when proposals will need to be ready for inclusion in the budget process, whether it is a BMP or the overall FY budget.

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### Opportunities

There are many opportunities presented by this project, and by undertaking this project now (spring 2024), prior to the transition to the new form of government, including:

- Prepare adequately for the addition of new officers, new positions for the City of Portland
  - Build on existing work that has been taking place across the organization and with community partners.
  - Learn from other jurisdictions about best practices we can apply here in Portland.
  - Effectively implement Resolution 37635, passed by Portland City Council on November 1, 2023, and in service of the ballot measure from November 2022 that mandated a change in the form of government.
  - More effectively coordinate and collaborate across the enterprise in these four key disciplines, which are deeply connected to our city core values.
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- Engage stakeholders to weigh in on the best way to deliver services in these four disciplines in the new form of government.
  - Learn transferrable lessons for other enterprise-wide functions and how to best deliver them in the future as well.
  - Develop clearly defined roles and responsibilities across the City in these key disciplines
  - Improve City service delivery and outcomes for community members in these key disciplines.
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## Major Project Risks

There are also risks to this work, which should be explored in more depth in each project, and each project should develop mitigation strategies where appropriate. Some risks include:

- Failure to implement the approved organizational chart.
  - Lack of buy-in from key stakeholders
  - Divided leadership or lack of leadership support
  - Disconnect between the four conversations yields more silos.
  - If we cannot figure out how to deliver on these key disciplines, we'll risk running afoul of core values and desired outcomes of the charter commission
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## ROLES AND STAKEHOLDERS

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The interim City Administrator (CA), the interim Deputy City Administrators (DCAs), the interim Assistant City Administrator (ACA) and Transition Project Manager will serve on the steering committee for this work. The Steering Committee will guide each of the discussions and ensure connectivity between them. They will also advise on governance/decision making authority and timing.

Steering Committee Members are:

## Leadership and Steering Committee

- Interim City Administrator: TBD
- Interim Assistant City Administrator: TBD
- Interim DCA of Budget and Finance: TBD
- Interim DCA of City Operations: TBD
- Interim DCA of Community and Economic Development: Donnie Oliveira
- Interim DCA of Public Safety: Mike Myers
- Interim DCA of Vibrant Communities: Sonia Schmanski
- Interim DCA of Public Works: TBD
- Transition Project Manager: Shoshanah Oppenheim

The Executive Leadership Team (ELT) will contribute to this work through a May retreat advising on scopes and workplans for each project. ELT members may also serve as “kitchen cabinet” members, per their interest, to support each of the projects. As leaders, this cohort will be a valuable advisory body.

The steering committee and ELT will have a role of imprinting the enterprise view onto the discussion – this is a substantive role in addition to a governing role – as we build out the DCA/ACA roles and responsibilities and begin to signal this to people as to how the future organization will operate in the future state.

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Shoshanah Oppenheim is the Transition Project Manager is responsible for the successful delivery of the voter approved charter changes. The transition project manager will contribute to the scope of the project serve on the steering committee and provide strategic oversight and guidance.

Becky Tillson, strategic projects manager, is the overall Project Manager for the comprehensive effort to examine and establish four citywide disciplines: equity, communications, engagement and sustainability. The role of the project manager is to guide and coordinate with and among the discipline specific project managers, as well as keep the stakeholders and project sponsors current on the work. The Project Manager is responsible for developing the project scope, deliverables schedule and managing the budget.

Each area will have a dedicated discipline project manager, and some will partner with outside consultants:

**Team and Resources**

- Communications: Shaina Hobbs; TBD (consultant)
- Engagement: Jamey Duhamel; TBD (consultant)
- Equity: Jennifer Chang; NEX Strategies and Kearns & West (consultants)
- Sustainability: Vivian Satterfield, Becky Tillson

The discipline project managers will develop and execute workplans for their area of focus. They will meet regularly with the steering committee, with one another and with the overall project manager. The discipline project managers will be accountable to the project sponsor and steering committee and will work within the scope established in this charter as they map out specific project plans for their discipline.

The consultants will support the discipline project managers as needed and per the contracts/scopes of work for each.

Budget for the consultant support will come from the Charter Transition Budget with contributions from the key stakeholders, including the Office of Equity and Human Rights, and Unified Communications (TBD).

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**Governance**

This project spans two forms of government. Decisions that involve moving or adding staff, as budgetary decisions, rests with existing City Council in 2024 and with the future elected officials and executives in 2025. As the Council elected in 2024 will have final decision-making authority on the FY 25-26 budget, they will be onboarded to the project and engaged. The interim CA, the Transition DCAs and ACA will serve as the steering committee for the project facilitating decisions leading elements of the project and keeping the Mayor current and involved as necessary.

Decisions around process, policy, or enhanced coordination can be made by the steering committee and elevated to Council at the committee’s discretion.

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**Stakeholders**

Each of the discipline workplans (see addendum A), will include a list of stakeholders and a stakeholder engagement plan. The long-term durability and buy in for the outcomes of this

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work depend largely on appropriate engagement of stakeholders. Each discipline will identify their own stakeholders in addition to the list below.:

- Elected officials and their teams (current and future)
- ELT, BOLT, Deputy Directors
- Office of Equity and Human Rights leaders and team members
- Office of Community and Civic Life leaders and team members
- Bureau of Planning and Sustainability leaders and team members
- Equity Managers
- Practitioners in each of the disciplines
- Community advisory bodies connected to the disciplines
- Neighborhood Associations
- Government Transition Advisory Committee (GTAC)
- Others...

It will be important for each project to identify stakeholders, champions, detractors, impacted customers and more, and bring them to the table as appropriate. The projects may do research, take in and assess data, talk with stakeholders, conduct surveys, synthesize information, and more, and engagement can focus on the desired outcome for work in each discipline. It will also be important to differentiate stakeholders and decision makers; decision making it outlined in the governance section, above. Broad engagement during the initial phases of this work will be important.

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### Addendum A: Draft Workplan Outline

#### *Project Workplans*

Each of the projects will develop a project management plan, including at minimum the following:

- *Needs assessment/environmental review*: Have conversations taken place with relevant stakeholders as to the enterprise needs in the future? If so, where are they? How are things currently being delivered? What is working and what is not? What is the current state of the discipline across the city? What are the benefits and risks of the current configuration? Is there an appetite for change and if so, how much?
- *The Why: Desired Future State/Desired Outcomes for this discipline (these are questions to ask in the workplan and answer through stakeholder engagement)*
  - *Desired Outcomes of the process*: What deliverables are we working toward in this project?
  - *Desired Outcomes for the disciplines*: What outcomes are we working toward with this discipline? What are the desired characteristics of an officer? What are the outstanding questions that need to be answered about the officer, logistically? How do we want to center city core values, enterprise-wide coordination? What are some alternative paths or tactics to get to the desired outcomes (re-organization, process improvements, etc.)?
    - *FOR EXAMPLE: What does delivery of equity as a service look like in the city of the future? What are the roles, authorities and relationships of an officer to achieve those outcomes? Are there process or structure implications for practitioners?*
- *Risk Assessment*: What are the key risks and opportunities that might arise from this particular project? How can we mitigate risks from the start? We need to be careful about what we promise – and set clear

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expectations from the start about how far we are going to take these conversations. Much of the decision making belongs to the future council and the officers themselves, not to this project.

- *Equity statement*: How will this project help advance our equity and anti-racism goals? What are some pitfalls to avoid and opportunities to maximize?
- *Stakeholder/constituency identification*: Who are the internal stakeholders for this conversation, including leadership, decision makers, practitioners and people who engage with the practitioners? Who are the external stakeholders for this conversation, including interested community groups/patterns/cohorts and people who engage with the practitioners?
  - Connected to change management – how do you identify stakeholders, detractors, supporters, etc. and bring them to the table. Stakeholder matrix could be an early deliverable from the PMs.
- *Engagement plan*: What is the plan to engage with internal and external stakeholders? Is there existing information we can draw from or is a new query to employees/community called for? Is there interest in directing the process or participating in it? Is this an engagement or more of an informational opportunity? This includes opportunities to engage with current and future (post-election) council members and in collaboration with the other components of the transition team.
  - *Note*: The GTAC is a good place to start for external engagement discussions.
  - *Summer*: internal stakeholder engagement and developing plan for external engagement
  - *Fall/Winter*: executing the external community engagement
- *Change Management Plan*: How will this effort coordinate with ongoing transition team and citywide change management efforts to support and empower employees through change?
  - *Hiring Plan*: Recruitments, rather than direct appointments, to build trust and accountability
- *Enterprise focus*: How will this project ensure an enterprise-wide focus? In analysis, stakeholder engagement, decision making and recommendation development?

## Addendum B: Discipline Specific Questions

### Equity

- Equity will have no position or person (director will stay where they are; FTE and budget next FY likely)
- Do we want to go in with the assumption that there will be a centralized team and authority and collaboration or de-centralized?
  - Yes we want to assume that coordinated, efficient, effective delivery of equitable outcomes
  - We are proceeding with implementing Council direction via the Nov 1 ordinance and vision thereof. Open to recommendations.
  - Think about the dual accountability concept (bureau director/DCA and equity officer)
  - Value and need for someone to hold us accountable, set standards, etc.
- Role of equity managers and practitioners in the project

### Sustainability

- Sustainability FTE and funding TBD (could happen in the fall BMP in 2024 or in the Mayor's proposed)
- How much do we want to link the ongoing work about the commission?
- Value and need for someone to hold us accountable, set standards, etc.

### Communications

- Communications timeline might have to be different due to sunseting funding, decision package, staff moving under the Comms Officers, etc. TBD
- We may be close to a resolution – is that acceptable? Assume yes.
- Do we want to go straight centralization? Assume no.

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- Interest from Mayor's office in expanding the scope beyond internal comms to external comms and media relations/proactivity (this is a gap)
- Value and need for someone to hold us accountable, set standards, etc.

### Engagement

- Engagement will have no position or person (director will stay where they are; FTE and budget next FY likely)
- Civic Life moving forward on planning especially around districts and associations
- Is there value in stating now what this project IS NOT? For example, this is not about *whether* an officer will exist. Data? Council Operations? Neighborhood Associations and Districts? Funding neutral? Role of NAs (they have an actual coded relationship with the city) – is this part of the scope? Do we want to say we are not changing code? ABCs? Project specific engagement?
- Value and need for someone to hold us accountable, set standards, etc.
- Contracts will be in place with district coalitions April 2024. The RFP, ONI code revisions and other work from Civic Life are ongoing simultaneously. These efforts will have implications for one another and are interrelated.