

Thursday, September 1, 2016

Dear Shannon,

Thank you for your interest in What Works Cities; we're excited to get started working together to help Portland expand your use of data and evidence to drive decision-making.

Mayor Hales, City Commissioners, and senior leadership teams have crafted an ambitious agenda for the City of Portland that includes economic and workforce development, orderly and sustainable growth to accommodate a booming population, improving equity, and broadening access to opportunity. The What Works Cities team, having reviewed Portland's WWC statement of interest and self-assessment, and having conducted an on-site workshop with leadership and staff, have identified three opportunities for which WWC can assist Portland in advancing its goals:

- **Open Data (Partner: GovEx and Sunlight):** In a cross-bureau collaborative initiative, Portland will make municipal data more consumable, readily available, and useful for decision making by developing the policies and processes to initiate and sustain a comprehensive effort to inventory, prioritize, release, and maintain public data, incorporating best practices on data governance into the City's open data program. This program will tightly integrate with the City's performance management process, supplying a common platform for the exchange and analysis of municipal data across bureaus.
- **Performance Management (Partner: GovEx):** Portland will work towards greater equity, opportunity, and liveability in the city by building on the Government Accountability, Transparency, and Results (GATR) program, using best practices from across the country to improve the underlying performance management fundamentals, and expanding opportunities for analysis by sourcing data from a shared open data platform.
- **Low Cost Evaluation (Partner: BIT):** Portland will increase the effectiveness of the City's day-to-day operations and aid departmental decision making by integrating low-cost evaluation into the planning of new initiatives as well as improvements to existing practice.

In addition to these goals, What Works Cities will work with the Portland team to celebrate the success of this partnership by taking advantage of key communication opportunities, as well as connect city staff to the larger What Works Community of Cities to continue building an important network of practitioners from across the country.

This document will outline the expectations and scopes of work for the agreement that will help Portland move closer to achieving its strategic goals. **Please review it carefully** and note that:

- [For scopes of work with technical assistance from the Sunlight Foundation/Behavioral Insights Team, we will begin work once we come to an agreement on the scopes of work listed below.]

- [For scopes of work with technical assistance from the Center for Government Excellence at Johns Hopkins University/Harvard Kennedy School Government Performance Lab, those institutions require a signed Memorandum of Understanding. Once we come to agreement on the language on the specific scopes of work below, we will connect you to our lead contract liaison at Johns Hopkins University who will review the necessary terms and conditions with your contract lead.]

Thank you and we look forward to working with you.

Best,

Zachary Markovits
Director of City Programs, What Works Cities

Statement of Work for Portland

We're looking forward to formalize our engagement with the City of Portland. The sections below outline the services that What Works Cities (WWC) will provide as well as the activities and expectations for the City.

Collaborating Institutions

As a part of this agreement you will be actively working with a set of technical assistance experts from the following institutions:

Johns Hopkins University's Center for Government Excellence (GovEx) helps governments build capacity for decision making that is rooted in evidence, transparent accountability, and citizen engagement. The center is part of the University's 21st Century Cities Initiative, a cross-disciplinary research effort for urban study and change. The center educates governments about best practices for the collection, measurement, and analysis of data, helping them to better assess job functions, improve service delivery, decrease waste, and engender public trust.

Results for America is a national nonprofit that strives to improve outcomes for young people, their families, and communities by shifting public resources toward practices, policies, and programs that use evidence and data to improve quality and get better results. Beyond scaling individual programs, Results for America seeks to drive broader systems-change so that "investing in what works" becomes the new norm for allocating public dollars. As the campaign managers behind What Works Cities, Results for America will ensure a world-class experience for all What Works cities and advance a nationwide dialogue on the need to invest in what works.

The Behavioral Insights Team (BIT), originally set up as a small group at the heart of UK government, is now a global organization that applies insights from academic research in behavioral science to improve public services. The Behavioral Insights Team works across a wide range of government policy areas around the world, devising new ways of making public services work better for the people they serve, and testing the impact using empirical research methods. Typically, BIT tackles small components of large issues, building up the impact over time and driving social change incrementally but quickly.

The Sunlight Foundation is a national, nonpartisan, nonprofit organization that uses the tools of civic tech, open data, policy analysis, and journalism to make government and politics more accountable and transparent to all. Sunlight's vision is to use technology to enable more complete, equitable, and effective democratic participation. The Sunlight Foundation actively monitors and supports existing open data initiatives, provides research, supports best practices, and offers support for new policy development. And, while Sunlight's work began in 2006 with a focus on the U.S. Congress, its open government work now takes place at the local, state, federal, and international levels.

General What Work Cities work items

Points of Contact. WWC consists of world-class practitioners and experts who will work with participating cities to deepen their use of data and evidence to improve residents' lives. Portland's liaison from Results for America, Molly Daniell, will ensure that Portland receives clear communication from all WWC partners and that the City has access to the WWC learning network. This network includes opportunities to share experiences and learn from and with city government peers. Portland will designate a primary point of contact to provide partnership coordination on behalf of the City as well as a separate point of contact for each scope of work.

Working Together. To ensure that the time of all parties is used efficiently, some collaboration may be done on site in Portland and much of it will be done via phone, video conference, and email. Portland agrees to provide personnel and staff time as determined necessary in consultation with the WWC Team.

Commitment to Publicity. WWC will work together with the City to pursue opportunities that highlight and celebrate the successes of the City and its leaders in the media. RFA will lead this coordinated media effort along with personnel in the City's office of communications or public affairs. The City agrees to actively seek out opportunities to publicize this partnership at least three times: upon the execution of any part of this statement of work, upon conclusion of all scopes of work, and one additional time throughout the course of the active technical assistance.

Participation in a Peer-Learning Network. WWC will provide the City opportunities to learn from peers, experts, and resources through the What Works Community of Cities (WWCC), a professional learning network comprised of cities that is designed to facilitate the ongoing learning of city sponsors and staff. Portland agrees to actively actively participate in both virtual and in-person WWCC opportunities and share learning and development programming to all city staff who would benefit from these opportunities.

Sustainability. WWC is committed to building a sustainable foundation for Portland to deepen its use of data and evidence long after the initial period of work is completed. At the conclusion of the technical assistance period, RFA will work with the City to develop and initiate a sustainable action plan. RFA will also ensure that the City is able to access ongoing support and training through the What Works Community of Cities.

Evaluation. WWC is regularly collecting and reviewing data about the initiative in order to improve its service to cities and maximize its impact in helping cities make lives better for residents. In doing so, WWC and its partners will, from time to time, come to Portland's main contact and leadership with questions and surveys about both the city and the WWC initiative.

Scope of Work #1: Open Data

Partners: City of Portland, the Center for Government Excellence (GovEx) and the Sunlight Foundation

Goal: In a cross-bureau collaborative initiative, Portland will make municipal data more consumable, readily available, and useful for decision making by developing the policies and processes to initiate and sustain a comprehensive effort to inventory, prioritize, release, and maintain public data, incorporating best practices on data governance and data portal requirements into the City's open data program. This program will tightly integrate with the City's performance management process, supplying a common platform for the exchange and analysis of municipal data across bureaus.

Outcomes:

- Establish a data governance team that will create open data processes, develop staff resources, and involve bureau decision makers in foundational and guiding decisions for the open data program (including a policy, the inventory and publication process, and risk management), ensuring close integration with the City's performance management program.
- Begin a comprehensive inventory of the city's data resources.
- Increase the use of the open data portal by the public and/or city employees.

Activities: Subject to all timelines contained in this Memorandum of Understanding being suggested timelines that may be modified by the City of Portland in accordance with the needs and schedules of the City of Portland starting within fourteen (14) days after the execution of the Agreement and concluding approximately 120 days thereafter, Portland will work with GovEx on a range of activities that will institute practices and a culture of open data, including:

Within 60 days after engagement begins, Portland will:

- Identify open data policy objectives, noting opportunities for their advancement through updates to relevant existing policies and development of new open data policy.
- Develop a plan for the data governance team, including membership and structure, key outcome indicators, and draft meeting agendas and schedules.
- Plan a policy development strategy, including identification of open data policy stakeholders and mapping of approval processes required for desired policy instrument(s) to be adopted.
- Work closely with appropriate city officials to develop initial drafts of desired policy instrument(s), using Sunlight policy guidelines as resources, modeling policy language and exemplary open data policies successfully implemented in other cities.

Within 90 days after engagement begins, Portland will:

- Convene an initial open data governance meeting.

- Work closely with the open data governance team in developing documentation, such as a data inventory, publishing process, or a communications plan.
- Review policy draft(s) with governance committee and other relevant stakeholders, aligning expectations and incorporating feedback as appropriate.
- Begin a data inventory with a select group of partner bureaus to pilot the process and build support more broadly within city government.

Within 120 days after engagement begins, Portland will:

- Select datasets from the inventory which are candidates for public release and prioritize them.
- Improve city staff awareness and use of the open data portal to increase internal analysis capacity.
- Build political support and internal buy-in needed for proposed policy and enact and implement new and/or updated policy instruments.
- Publicly announce open data advancements made during the What Works Cities project, including open data policy adoption, data inventory, and dataset release prioritization list.

Scope of Work #2: Performance Management

When Portland has completed the activities that are to be finalized within the first 60 days of the open data project, GovEx will begin working with Portland on performance management.

Partners: City of Portland and Center for Government Excellence (GovEx)

Goal: Portland will build on the GATR program, using best practices from across the country to improve the underlying performance management fundamentals, enhance the City's ability to examine cross-bureau metrics and report on progress, and expanding opportunities for analysis by sourcing data from a shared open data platform.

Outcomes: In order to achieve this goal, GovEx will work with Portland to:

- Strengthen the foundation of performance analytics in the city by strengthening existing strategic goals, metrics, tactics, timelines, and data management practices.
- Enhance the City's ability to use performance management as a citywide governance tools through targeted improvements on the "key ingredients" for success and creating space for evidence-driven, cross-departmental innovation.

Activities: Subject to all timelines contained in this Memorandum of Understanding being suggested timelines that may be modified by the City of Portland in accordance with the needs and schedules of

the City of Portland, during the performance management engagement, which will last an estimated 150 days, Portland and GovEx will work together on the following range of activities that will embed performance management into all relevant city departments and initiatives.

Within 60 days after the engagement begins, Portland will:

- Take stock of the existing data and performance environment, including policies, processes, strategic documents, measures, goals, and timelines.
- Examine best practices and ineffective practices from other jurisdictions which are relevant to the city's strategic focus.
- Identify, improve, and create cohesion between the city's planned or existing strategic goals, and Bureau metrics, tactics, and timelines, focusing on improving inter-Bureau communication and collaboration on shared issues.

Within 90 days after the engagement begins, Portland will:

- Publish a schedule for future GATR meetings in accordance with city leadership schedules, and hold at least one of those meetings before the end of the engagement.
- Build tools and mechanisms to explain to internal stakeholders how performance management, analysis, and open data practices fit together to aid their work.
- Identify opportunities for city employees to become better internal consumers of open data to inform their work.

Within 150 days after the engagement begins, Portland will:

- Enshrine the City's commitment to performance management into legislation, regulation, or policy using examples and templates from other jurisdictions.
- Inventory the existing analytics staff and suite of data management and analytical tools they use, producing a gaps analysis to help the city close those gaps with existing resources.
- Identify a process and mechanism to routinely share and/or publish analysis of key issues and city progress on key priorities (e.g., updates on website, mention in public remarks, updates in monthly newsletter, etc.) to stakeholders.

Scope of Work #3: Scope of Work: Low-cost Evaluation

Partners: City of Portland and the Behavioral Insights Team

Goal: Portland will increase the effectiveness of the City's day-to-day operations and aid departmental decision making by integrating low-cost evaluation into the planning of new initiatives as well as improvements to existing practice.

The work: In order to achieve this goal, BIT will work cooperatively with Portland to:

- Identify three areas that are suitable for low-cost evaluation (and which balance the need to see results reasonably quickly with the need to work on high-impact areas);
- Design appropriate evaluation methods;
- Build capacity among city staff so that they are able to lead one evaluation during this engagement and understand how to design and implement evaluations beyond the terms of this engagement;
- Support the implementation of the evaluation/ data collection period;
- Analyze the results to see whether (and to what extent) the specific services are working; and
- Ensure that key stakeholders, including department heads and senior staff, are informed about the process and support a sustained investment in low-cost evaluation.

Activities: Starting by September 1, 2016 and concluding by June 30, 2017, Portland will work with BIT to identify and conduct three evaluations and cultivate the right skills in the City to conduct further evaluations – either independently or with support from contractors – in the future. Note: Where there are sufficient analytical capabilities in-house and the staff with these skills can be dedicated to working with BIT for at least part of their time, BIT will be able to train staff on evaluation methodology and design. Sufficient analytical capability would include: being able to use statistical software packages such as R or STATA, and the ability to run multivariate regression analysis. If this capacity does not exist, BIT will train dedicated staff on how to work with academics or other evaluation specialists to select areas that are ripe for evaluation and to determine whether an evaluation strategy is robust.

By the start of the engagement, Portland will:

- **Identify staff with analytical skills who can be attached to the project** with a clear development objective for these staff members who will begin learning how to conduct low-cost evaluations in-house.

Within 40 days after the engagement begins, Portland will:

- **Work with BIT to schedule a workshop to refine Portland's key project goals and engage stakeholders** in a discussion of areas that could be evaluated and timelines to achieve this;
- **Agree on at least the first two evaluation areas**, identify a senior project champion and assign a project owner in each of the specific operational areas involved;
- **Identify key outcome indicators** that will be used in the first two evaluations;
- **Identify data that can be shared with BIT for the purposes of evaluation;**
- **Create an opportunity to publicly state Portland's commitment to low-cost evaluation;** it may be that this is a simple commitment to announce the results of the first evaluation when they come in; and
- **Obtain needed approvals on the ideas for the first two evaluation areas.** Note: this ensures that any needed approval processes can be initiated early in the process so that progress is not delayed.

Within 75 days after the engagement begins, Portland will:

- **Sign off on the detailed design and launch the first evaluation;**
- **Agree on the third evaluation area** and complete all steps above regarding sponsorship, project owners, data sharing and outcome measures;
- **Have a session scheduled to reflect and respond to the results for senior project champions** once the data collection and analysis of the first evaluation is complete; and
- **Establish a method to routinely identify opportunities for evaluation** and to build evaluation into any new initiative.

Within 90 days after the engagement begins, Portland will:

- **Complete the first evaluation** and communicate the results to senior sponsors;
- **Launch the second evaluation** with Portland analytical staff taking a larger role in shaping the design and managing the implementation;
- **Establish a go-live date for the final evaluation** with ownership for key analytical tasks being taken by Portland staff to ensure technical skills are sustainable; and
- **Present a trial design and analytical strategy** for the third evaluation that is primarily authored by City staff as part of their development objective and that will be reviewed by BIT.

Within 120 days of the official end date of the engagement, Portland will:

- **Complete all three evaluations**, communicate the results to senior project champions and agree to next steps to ensure the lessons learned from these evaluations are acted upon;
- **Identify at least three further opportunities for low-cost evaluation** that the City could benefit from in the future; and
- **Announce evaluation results publicly, and make information about evaluation of this kind** publicly available

Portland, with support from BIT, is responsible for the success of the Low-cost Evaluation project. The City will dedicate the personnel and staff time, determined necessary in consultation with BIT, to execute the activities outlined in this scope of work. The City will identify one dedicated individual who will serve as a liaison between Portland and BIT on a daily basis, and who will be responsible for ensuring that all deadlines are met on time, that the correct individuals are identified and collaborating with the City and BIT, and that any requested data and information is sent to BIT in a timely manner. The City will also dedicate time on a weekly basis from data owners and analysts, who will be responsible for collating, sharing, and analyzing data. The aim is to transfer skills to the City by having City staff take on increasingly leading roles in each subsequent evaluation. The City will support BIT's staff as BIT leads the first evaluation; the City will work jointly with BIT staff on all aspects of the second evaluation; and the City will lead the third evaluation, with BIT staff providing a supporting role. Success will require support and participation from agency heads or their designees, who will ensure that all involved parties are implementing the agreed upon evaluation designs, data owners and analysts, and free access to analyze or share data relevant to each evaluation.

In order to facilitate these activities BIT will provide Portland with technical assistance, resources, and tools. This includes specific deliverables at each stage of the work that can be reused in the future

(e.g. trial protocol documents that outline what BIT and Portland are doing, why and how BIT and Portland will analyze the results); a walk-through of the end-to-end process for running an evaluation in this way at the start of the work so all staff are aware of the steps BIT and Portland will go through; and coaching, guidance and support on site and virtually to ensure that the goal is reached and that City staff learn new skills that can be reused next time around.