

The National Employee Survey® (The NES®)

Navigating Today's Greatest Workplace Challenges

Your local government guide to driving employee satisfaction, increasing retention, and creating a positive organizational culture





The National Employee Survey® (The NES®) represents the opinions of more than 300,000 local government employees nationwide.



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Clocking Out for Good: How Staffing Shortages Impact Local Government

Employees are quitting in record numbers. How can local governments keep them around?

Local government has not recovered from the staffing issues that began during the pandemic. In fact, things have gotten worse. State and local governments had 450,000 fewer employees in January 2023 than the start of 2020, according to Route 50. The crisis has many organizations rethinking how they operate.

Allyson Brunette is one of the many who put in her two-weeks notice after nine years in local government. Pandemic-related staff shortages led to burnout that crept into her home life. She stopped doing all the things she liked - cooking, walking the dog, sleeping, and being, you know, hydrated.

"Even though I know I should stop mainlining coffee and have a glass of water, am I doing it? No," she said. Caffeine became essential to keeping up with an extraordinary workload at an extraordinary pace. The work itself didn't change, but the volume did.



Courtesy of Allyson Brunette

"It was affecting more than my 9-to-5. It was my whole 24 hours," she said. Eventually, Brunette left for good.

In local government, job applications dropped off an alarming 32 percent from 2020 to 2022, reports Route 50. While there have been steady increases, those numbers have yet to recover.



Why Workers Are Leaving Local Government

Benchmark data from National Research Center at Polco gives insights as to why. The National Employee Survey® (The NES®) measures the local government workplace based on employee opinions. This nationwide database shows what matters most to job satisfaction.

Survey results point to work-life balance, morale, and fair compensation for why people are quitting in local government.

According to The NES, a meager 39 percent of respondents believe they are fairly compensated for their level of performance. Only 55 percent feel appreciated for their work. And while 65 percent report positive staff morale, this means 35 percent reported fair or poor ratings.

Addressing these areas could help prevent burnout.

Unfortunately, local governments don't have the same agility as private businesses to curb dissatisfaction.

"Unlike the private sector where you can modify the work you take on to fit your team, the work isn't optional in local government," Brunette said. "It's either there, or it's not. There is a baseline level of services that you need to provide your residents, regardless of what your staffing levels look like."

Former city manager and CEO of local government executive recruitment firm Strategic Government Resources (SGR), Ron Holifield, has been busy. He and his team are working to fill a record-level of 100 positions due to a convergence of issues.







Source: The National Employee Survey® (The NES®)



In local government, Holifield said the staffing gaps come from the spike of boomers who traded in their loafers for pickelball sneakers and finally retired. Covid and partisan politics exacerbated the issue.





"They are tired of the political abuse, and they are tired of hatefulness among citizens with which they are treated," Holifield said. "We've basically been in fight-or-flight mode since Covid began, and so it's just wearying."



Holifield describes many government workers as people who "want off the treadmill, but they don't want to quit." Some employees, especially parents, are making backward moves for a lighter workload. Number two positions are unwilling or underprepared to take on more demanding roles, leaving more vacancies in upper management than a seedy roadside motel.

In a 2022 Politico interview, former White House Labor Secretary Marty Walsh said, "Everyone talks about the Great Resignation, and I think what we've seen there is not necessarily resigning from work but resigning from their jobs—a job that was not fulfilling enough for folks."

People are seeking more enrichment, more family time, or are taking the chance on entrepreneurship. That's what Brunette did. She started her own government consulting company and can now walk her dog any time she wants.





"If the pandemic has taught us nothing else, it's life expectancy is not a guarantee. I don't want to live for 65. I want to squeak some joy out of it in my 30s," she said.





As of 2023, the public sector is still 161,000 jobs short of where it was pre-pandemic.

The openings give private-sector employees leverage to ask for flexibility, better benefits, higher pay, and remote work. But some of these changes are at odds with how many governments typically operate.

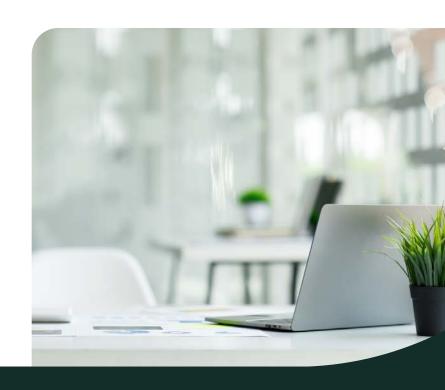
"Local governments that are not willing to change how they think or get outside of the box are going to have an increasingly difficult time recruiting," Holifield said. "Because the best and the brightest are just saying, 'No I am not willing to work the way my father did or my mother did. I am going to have a balanced life."

Surviving Local Government Staff Shortages

Government positions possess a valuable quality: a meaningful job experience. Eighty-four percent of The NES respondents feel positive about working for local government, and 86 percent said their values align with their work.

But meaning isn't enough with all the stress that comes along with government careers. Brunette and Holifield say local governments need to embrace change if they want to retain high-performing staff members and survive the Great Resignation.

"The whole system that has been based on longevity—accruing benefits over time—has been thrown out the window," Brunette said.





It's one reason why Holifield predicts flex scheduling and benefits are here to stay.

Flexible scheduling is exactly what it sounds like, a life without a rigid time clock. "Flex benefits" refers to different job perks for people at different phases in their life. For instance, parental leave isn't useful for empty nesters. But time off to take care of an aging parent is valuable.

Holifield also predicts more contract work, job sharing positions, and other creative solutions. Job sharing allows two or more people to tackle the same position so they can work fewer hours. Parents with kids can continue to work and take on a carpooling shift.

Beyond reshaping the job itself, Holifield strongly suggests local governments change the descriptions on their job postings to create more latitude.

"If you say 'must have' [on a job posting], you're putting artificial barriers in place, and you're gonna shrink the pool even further," he said.



How Data Can Help Employers Retain Local Government Staff



"Having a data-driven approach to identifying problems, and understanding what's important to folks, is valuable so you can increase that engagement before issues arise," said co-creator of The NES and **Polco's Principal Research Strategist, Michelle Kobayashi**. She's helped local governments leverage public and employee opinion for more than 30 years.



"Being preemptive instead of reactive is always better," she said.

To successfully improve retention, local government employers must first quantify the problems turnover causes. They must then find the source of the issue and develop a tailored retention strategy.

Employee surveys like The NES are effective in collecting the necessary data to create an informed plan. The survey unveils employees' feelings towards their job-the good and the bad.

"Some people will not do employee surveys because they are so afraid of results. But just because you don't measure dissatisfaction, doesn't mean it doesn't exist," Kobayashi said.

Kobayashi said governments often see surveys as an excuse for employees to complain or ask for more money. But they may be missing the point when money isn't the main driver behind job satisfaction in local government.

"I've found compensation is important, but often there are a lot of other levers that organizations can pull to increase employee engagement that doesn't rely on compensation," Kobayashi said. Those levers include adjusting job descriptions and allowing more overall flexibility with benefits, hours, and remote work. And considering how many government employees feel underappreciated, a little recognition could go a long way.





How Goodyear Became the Highest-Rated Workplace by Surveying Employees

Transforming the workplace by implementing changes based on employee feedback.

Understaffing, struggling operations, and low morale are a few of the challenges facing local government leaders today. It's difficult to know how to recover and create a productive workplace. But with consistent effort, strategic adjustments, and teamwork, change is possible.

Since 2014, Goodyear, Arizona, has conducted The National Employee Survey® (The NES®), an assessment that measures local government staff members' feelings about their jobs. Eight years ago, many of their results were below average. Communication was lacking, many felt meetings were ineffective, and there were very few coaching and mentoring opportunities, among other issues. But after diligent improvements and surveying employees every two years to track progress, Goodyear has become one of the highest-rated governments on all categories across The NES.

Establishing a Culture

Formally defining their workplace culture was an invaluable step in reaching their goals. Goodyear is one of the fastest-growing cities in the nation (with over 46% growth in the past decade), which meant new people were joining the City's staff of more than 700 employees.





"We were growing so fast with all of these new team members coming to the organization, and we didn't want our culture diluted," said **Human Resource Director Lyman Locket**, who has led The NES initiative since its first year. "We had core values at that time, but they were essentially just words on walls. We had a great culture, but it wasn't defined."





In 2018, the City's leadership started the Intentional Design of Goodyear's Culture, an initiative that defined, claimed, nurtured, and solidified the City's culture. The Intentional Design team landed on six core values: empathy, initiative, optimism, innovation, integrity, and adaptability. They also established the City's culture statement, "We care—We achieve—We celebrate."

From there, they spent three months engaging in discussions with every team member on what each of the values meant and the behaviors associated with that particular word. Locket said educating and creating a common language was critical to making changes. Human Resources developed leadership packages to share with the various managers so everyone received the same message.

As a result, positive responses for "my mission and vision makes me feel like my job is important" increased from 77% to 94%—the highest in the nation. Positive responses for "my values fit the values of the organization" and "I feel positive working for the City of Goodyear" also increased.

"There are many different areas of the survey that we felt confirmed that the work that we're doing has made big impacts," Locket said.



Making Changes Based on Employee Surveying

After the first survey in 2014, Goodyear planned a Leadership Summit that brought management together to dive into results and determine where they could make the most effective changes. The four focus areas they landed on included: timely communication, recognizing good work, career development opportunities, and managing low-performing employees, all of which were rated 65% or below at the time.



Goodyear also established a People Master Plan Committee that looked at opportunities to improve the employee experience. Goals were then outlined in their People Master Plan. Even pre-Covid, Goodyear offered flexible schedules like 4/10s or 9/80s, which satisfied employees' desire for more flexible schedules. Post-Covid, they added remote work days. Locket said they did a compensation study to make sure that Goodyear's salaries are competitive. And Goodyear also implemented various tools to improve performance development and communication.

One of these tools is Notes2Know, an online communication medium that helps organize inter- and cross-department communication. They also implemented a performance management system called Threads Culture.

Threads Culture rates staff on their performance as well as core values. The platform provides clear expectations for their employees. It also includes a recognition system, which allows anyone in the organization to give feedback to another employee. It's also where Goodyear employees report feedback and progress on goals for quarterly check-ins.

"The intention is for the supervisors to be able to see this information so they can address things more often and communicate back and forth with staff," said HR Analyst Kristin Zipprich. And while consistent face-to-face communication is encouraged, Zipprich said the process allows supervisors to recognize issues and high performance more often.





As a result of the new systems, positive responses on coaching and mentoring opportunities, recognizing high-performing employees, providing constructive feedback, and communicating expectations all improved 10% to 20% from 2016 to 2022.

Managing low-performing employees also increased from 36% to 73%, making Goodyear the highest-rated nationally for this metric.

Managing low-performing employees is a common issue among local governments, and is one of the lowest scoring questions on The NES, only 37% positive overall. Locket said the feedback system and defining clear expectations led to the improvements.

"When dealing with low-performing employees, everyone was on the same plane of understanding what the expectations were," Locket said.

Increased

10-20%

from 2016 to 2022

- Positive responses on coaching and mentoring opportunities
- Recognizing high-performing employees
- Providing constructive feedback
- Communicating expectations

Achieving a High Participation Rate

Goodyear's participation rate is equally as impressive as their results. In 2022, 90% of employees filled out the survey. Around 60% is average.

In 2018, they received about an 80% response rate, which is still extremely high. Locket said he was proud of that number, but the former City Manager, Julie Karins, had higher ambitions.

"When we were ready to do the next cycle, she said, 'No, we want 100%.' So our goal has been 100% since then," Locket said. "It has become an obsession with our organization. We want all of our employees to speak, and this is their opportunity to have a voice."



Goodyear



Average



Goodyear leadership also heavily promotes The NES. Some directors brought iPads to employees who worked out in the field and were harder to reach. And the first survey announcement comes directly from the City Manager, who puts her own voice into the messaging.

"It's an important initiative from the top of the organization," Locket said. "The voice of the employee and the survey itself is held in high regard."

After so many years, The NES became part of Goodyear's culture. "We report [response rate] out to each director and create competition by letting them know what percentage they completed in their department," Locket said. "It's a known goal throughout the organization."

Even though the survey takes place every other year, it's constantly discussed. New employees learn about it at orientations and are involved in all internal planning initiatives.

"We talk about it constantly, we create action plans with it, and we actually make changes based on the results," Zipprich said.

Moving Forward With Employee Engagement

Like years prior, Goodyear will take their most recent results to the leadership team to come up with next-steps. They will host another Leadership Summit to dissect the survey and make a plan that fits into the People Master Plan and culture initiative before they present ideas to Council.

"We are going to continue to work on how to achieve the ultimate employee experience. That's our goal. We tell our new employees that we want this to be the best place you ever worked," Locket said. "We work hard at it and we use The NES as a report card. We take it seriously."





Engagement:

The Secret Ingredient to Local Government Employee Retention





Many local governments struggle to fill vacancies and prevent turnover. This puts more work and responsibility on fewer people and causes services to suffer. But there is a solution! National Research Center at Polco has surveyed thousands of public sector employees about how they feel about their jobs with **The National Employee Survey® (The NES®)**. National results on The NES reveal areas of the government workplace that drive job satisfaction and matter most for retention.



Areas Local Government Workplaces Score the Highest

- 1. Maintaining a work environment that is free of drug or alcohol abuse
- 2. Valuing employees from diverse backgrounds
- 3. Maintaining a work environment that is free of violence or harassment



Areas Local Government Workplaces Score the Lowest

- 1. Connection between compensation and performance
- 2. Managing low-performing employees
- 3. Collaboration between departments



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National Local Government Workplace Approval Ratings

percent excellent + good



Quality of Community



Quality of Internal Services



Workplace Essential



Employee Development



Equity & Inclusion



Employee Engagement



Organizational Climate



Quality of Government

Key Drivers of Employee Engagement

I see a career path for me at this organization

The mission makes me feel my job is important

Overall staff morale in my work group

Treating all employees fairly

Confidence in the leadership of my supervisor

Key Drivers of Employee Retention

I see a career path for me at this organization

Protecting employees from hazards

Helping new employees feel connected and integrated

Confidence in the leadership of senior staff/leadership

Confidence in the leadership of my supervisor

Make your organization a great place to work. Attract and retain quality staff members with The National Employee Survey. Learn more at **polco.us/workplace-insights**



Novi Learns What Staff Members Need With The National Employee Survey

Novi officials surveyed employees to understand how staff members feel about their jobs. A few results surprised them.

Problem Addressed

The City of Novi, Michigan, was interested in an internal employee assessment before many local government employees left their jobs in 2021. But conducting an employee survey that year was good timing. Many people have reevaluated their relationship to work as a result of the pandemic. And the national staffing shortage has empowered employees to seek jobs with more flexibility, better benefits, and better pay.

Local governments, in particular, are having trouble recruiting younger people to take the place of the retiring workforce. As a result, there are around 160,000 fewer public sector workers today than pre-Covid. Local government has to adjust to these shifting perspectives to create a work environment that attracts and retains valuable staff members in a competitive market. To do so, it's vital that government leaders understand how employees feel about the workplace.

Solutions Used

The City used The National Employee Survey (The NES) by Polco to gather insights on staff opinions toward their work. The NES investigates employee job satisfaction and key characteristics of their work environment. Local governments and organizations all over the country conduct The NES, so anyone who completes the assessment can compare their results to the national average and see how they measure up.









"We wanted to do The NES to see where employees stand, and to get a baseline for our culture and hopefully try to start building on that," said **Victor Cardenas, Novi Assistant City Manager.**

All of the City of Novi employees were mailed a postcard with a link inviting them to take the anonymous survey online. Over 35% of employees responded, which is considered a healthy response rate. The data were weighted to give a more accurate portrait of the entire staff.

The NCS results revealed exceptional levels of employee satisfaction with the City of Novi workplace, with most ratings meeting or exceeding national averages. For instance, around 80% of employees said they are satisfied with their jobs, 95% said they have good friends at work, and 94% said the City provided a safe and secure work environment for people of all backgrounds. All three ratings are higher than the national average.

The results also showed that 96% of employees planned on working at the City for more than a year, surpassing the national benchmark. That positive statistic is meaningful since many Americans are currently changing careers and leaving their jobs.

The City also scored well above the national average for employee development. Novi is generous with their further education opportunities.

"It's something we hang our hat on in terms of how we support further education, so that was a good affirmation of our efforts," Cardenas said.

But the survey also uncovered a few areas where they could focus on improvement. Only 54% reported positive ratings for human resource services, and 65% said they feel positively about benefits overall, both lower than the national average. The survey results prompted officials to host focus groups to learn more about what could be done to improve services.



"We want to learn more—tell us why," Cardenas said. "We are starting to dig deeper and inviting more feedback."

Positive Outcomes



Novi received survey results on job satisfaction and areas of improvement from 179 employees. The results directly supported decision-making to enact changes and enhance employee retention.



The majority of Novi's workforce plans on working at the City for more than a year, surpassing the national benchmark.



The City identified the human resources department as an area for improvement and hosted focus groups to hear potential solutions from employees themselves.



Novi bolstered employee retention by increasing its 457 retirement benefits based on how many years employees have worked with the City.



Novi officials plan to conduct The NES every two years to gauge the City's progress in creating a healthy work environment for staff.

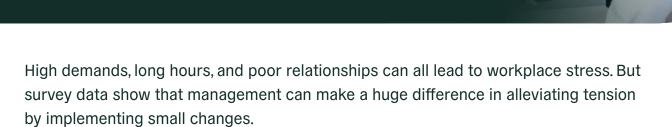


The City reached out to all departments to brainstorm potential solutions and address low-rated areas of job satisfaction, giving employees a much-needed opportunity to get involved.



How Local Government Leadership Can Alleviate Workplace Stress

When it comes to employee recognition, a little bit goes a long way.



The National Employee Survey® (The NES®) by Polco assesses local government workers' attitudes toward their jobs. Nationally, supervisors' ability to handle poor-performing employees was the lowest scoring metric at only 37% positive. On the flip side, 55% of respondents say they've been shown appreciation for their work.

Josh Briley, Ph.D, is a former staff psychologist for the Federal Bureau of Prisons and Veterans Health Administration. He is also a fellow and board member at the American Institute of Stress. He says that when high performers see colleagues texting all day while they pick up the slack for the same pay, work becomes demoralizing.

The NES results show not addressing poor performers is a pervasive problem in local government.

As a former manager in the federal government, Briley said there are many reasons why government managers avoid dealing with poor-performing employees. It costs money to hire new people, and it can be a lot of work. Plus, local governments have time-consuming disciplinary measures.

"The disciplinary procedures had good intentions when they were put in place," Briley said. "But the implementation is difficult and can create more stress and more friction. A lot of managers might think it's too much of a headache."





To understand their own organization better and enhance job satisfaction, Marco Island, Florida, conducted The NES. They scored higher than the national average in almost all aspects of supervisor-related questions, including over 20 points higher on managing low-performing employees.

A few factors contribute to their success. First, there are only about 225 full-time employees, so supervisors have close working relationships with their staff. And last year, Marco Island made an intentional effort to show recognition. Officials launched an employee of the month and "Caught in the Act" program, where staff members spotted doing a good job receive a \$50 gift card. They also conduct consistent evaluations with a formal process to address concerns.

"Those things seem to go a long way, and they are really easy to do," McNees said.

In fact, in terms of stress, acknowledgement is more valuable than pay. "Compensation does not relieve stress. If that were true, directors and department heads would be less stressed out than the people reporting to them," Briley said. "Don't get me wrong-everybody wants a better paycheck—but it's important for employees to feel recognized, even if it's not monetary compensation."

Marco Island also stresses the importance of teamwork. Leadership further analyzed their own operations with the book "Five Dysfunctions as a Team." They began building trust through a common language of understanding what works and what doesn't work.





But what happens when a supervisor fails to recognize their employees or make improvements?

"The manager and the agency absolutely need to look at how they're doing things, especially when they get surveys like [The NES] that show the vast majority of their employees are not happy," Briley said. "But really, whether we're stressed out or not has less to do with extrinsic factors than intrinsic factors."

Briley said stressed employees should remember why they took a job in government. If the answer is to help people, it's valuable to hold onto that drive when working in a frustrating system. He advises employees to keep a line of communication open with their supervisor. But the most valuable tip may be the hardest to implement.

"The main thing is to take responsibility for your own happiness," Briley said. "Don't give a poor-performing employee or your manager that much power over how you feel."





Is Remote Work Suited for Local Government?



Some governments are rolling out stricter requirements for in-person work now that issues around fairness and service quality are showing up. However, many government employees say they will quit if they are forced back into a traditional workplace. Now local governments must balance flexibility with efficiency and organizational culture.

The Pros and Cons of Remote Work in Local Government

Work-life balance and flexibility are tremendous benefits for employees, especially working parents and caretakers. Working from home allows local governments to reduce office space and save on building costs. Remote work options also help some employers retain much-needed staff.

The National Employee Survey (The NES) by Polco measures how public servants feel about their jobs. The NES represents the perspectives of tens of thousands of local government employees nationwide. The latest data show employee satisfaction with work-life balance improved by 4% from 2019 to 2023. Ratings for schedule flexibility also increased by 7% in the same time frame. National Research Center from Polco analysts point to remote work opportunities for these gains.

Survey results indicate government employees appreciate options to work from home. But recent history reveals the challenges as well.

"The most visible downsides are perceived equity and fairness issues with employees whose job does not lend itself to remote work. Yet they feel it is unfair that some employees get to do so," said Ron Holifield, CEO of Strategic Government Resources, a local government recruiting company.





Some in-office workers are demanding a premium to offset commuting costs.

Michelle Kobayashi, Principal Research Strategist at Polco, has helped local governments leverage employee and public opinion data for over 30 years. She says unfairness is mostly felt between people in different departments with the same job but different work-from-home options.

"An even more significant challenge is that a remote work environment, particularly a fully remote environment, creates real challenges in nurturing organizational culture and values," Holified said.

Culture building, mentoring, and onboarding new employees are much easier in person. Most people say video chats do not allow for the same connection as face-to-face interactions. A Gallup poll shows 32% of hybrid employees think virtual meetings are less effective than in-person meetings. In comparison, only about 17% prefer virtual meetings.

Some local government employers might react to the downsides of remote work by calling everyone back to the office. But there are better alternatives.

Compromises for Remote Work May Be the Best Answer

To address these concerns, Holifield suggests local governments consider schedule flexibility—giving employees more freedom, whether working from home or in the office. This means allowing employees to pick up kids from school, go to the doctor, attend school plays, and care for their parents.



"Most employees want flexibility rather than the isolation of remote work," he said. "In other words, if someone can work remotely when needed, while still spending substantial time in the office, you get the best of both worlds."





He also suggests local governments be more creative in job structure as well, such as shared positions or contract work. For example, many highly skilled government professionals quit after the pandemic due to burnout and increased public scrutiny. However, Holifield says many of those experienced employees were not ready to quit completely. Offering part-time work for these employees is a creative way for local governments to retain top talent in some capacity.

Kobayashi recommends governments pin down their remote work standards. Determine what roles are allowed to work from home and what aren't. And apply the same policies to all departments.

Holifield adds that governments also need to adjust to the gig economy. Today, some of the world's best workers prefer to contract project-to-project since they place so much value on managing their own schedules. This means bringing in surge or seasonal workers.

Holifield says governments already do this in parks and recreation departments with seasonal workers. But this should be extended to other parts of government. For example, organizations could hire temporary finance staff at the end of the year to close out the books. Governments could bring in a short-term Capital Improvement Program manager while implementing a streets bond election.

Holifield notes that all these moving parts mean local governments must put more effort into organizational culture.

"Most organizations already under-invest in culture and values. But the more flexible and creative you become, the more intense the need becomes to invest—or the wheels will come off," he said.





The National Employee Survey (The NES)

Ensure job satisfaction, increase employee engagement, and get a clear and accurate picture of workplace climate.



Measure the Employee Experience

Satisfied employees contribute to a positive work environment. The National Employee Survey® (The NES®) gives local governments insight into how staff members feel about their jobs. The data helps decision-makers achieve goals by identifying problem areas that need improvement. With The NES, leaders can build a better work-life culture, attract and retain valuable staff members, and enhance services. The NES also provides benchmark comparisons with other local governments across the US, giving context to results.

Also on Polco:

- Send followup surveys as needed
- Get expert-designed survey templates in the Polco Library
- Ensure anonymity while hearing from employees
- See detailed dashboards of results.
- Monitor changes over time
- Unlock unlimited use for your entire subscription year

Local Government Employers Use The NES to:

- Get employees involved in building a better work-life experience
- Identify areas for improvement
- Develop organizational strategic plans and refine processes
- Shape a collaborative workplace culture
- Improve employee engagement and staff morale
- Gain an understanding of internal processes





The NES Services



Expert Analysis

A data scientist conducts and analyzes your survey data.



Advanced Reporting

View your detailed report and dashboard of results on Polco.



Accurate Representation

Scientific survey methods best reflect the characteristics of your entire organization.



Benchmark Comparisons

Compare results with other organizations across the country.



The NES is a powerful tool that uses rigorous and statistically valid methods. Privacy also ensures employee anonymity to encourage candor. Results may be segmented by departments, tenure, exemption status, and more, providing a comprehensive picture of employee opinion. National Research Center (NRC) is the proprietary in-house data science laboratory at Polco.

Learn More

