

Metro Council Retreat
January 26, 2005
Tigard Chamber of Commerce, 12345 S.W. Main Street,
Tigard

Agenda

Lunch (12:00 PM – for those who placed an order)

Desired Outcomes

- Council considers shift in Metro's role in regional initiatives and commits to an approach.
- Council considers council process as revised, makes changes if necessary, and commits to rules of engagement for the council.
- Councilors discuss and commit to their roles and responsibilities within the council process.
- Council understands management's approach and commitment to supporting council decision-making and provides feedback.
- Council discusses and provides further direction on "revisioning 2040" project.

Discuss Metro's role in regional problem solving (1:00 PM - DLB)

Discuss Council Process (1:30 PM – DLB/MW)

- Three elements of success: 1) design, 2) training, 3) management
- Issues / Projects
- Project work plans
- Methods for project assignments
- Councilor role in regional initiatives

Staff Support to Regional Initiatives (2:30 - MJ)

- Role of staff
- Process Management

Revisiting 2040 – Approach and Work Program (3:00 – MJ)

Adjourn (4:00)

Metro Council's Approach to Regional Cooperation and Problem-Solving

Overview Discussion Draft ~ January 5, 2004

Regional problem-solving initiatives are broad based, multi-party, consensus building projects that result in a strategy or plan that is clearly articulated and implemented by participating organizations. For example, regional habitat protection will require many different organizations, representing different perspectives and playing different roles, to work together in support of a clear strategy if the region is to successfully protect its natural areas. Similarly, economic development requires the actions of many in fields as diverse as health care, education, transportation planning, and marketing, if the region will successfully enhance its economy.

The primary objective of a regional problem solving initiative is to create a solution or strategy that has strong buy-in from, and is implemented by, a broad spectrum of interests and organizations. "Ownership" among diverse interests and collaboration among "doers" are essential to success. The test for inclusiveness is: is everyone that is part of the solution at the table? The Metro Council serves two primary functions in regional problem solving initiatives:

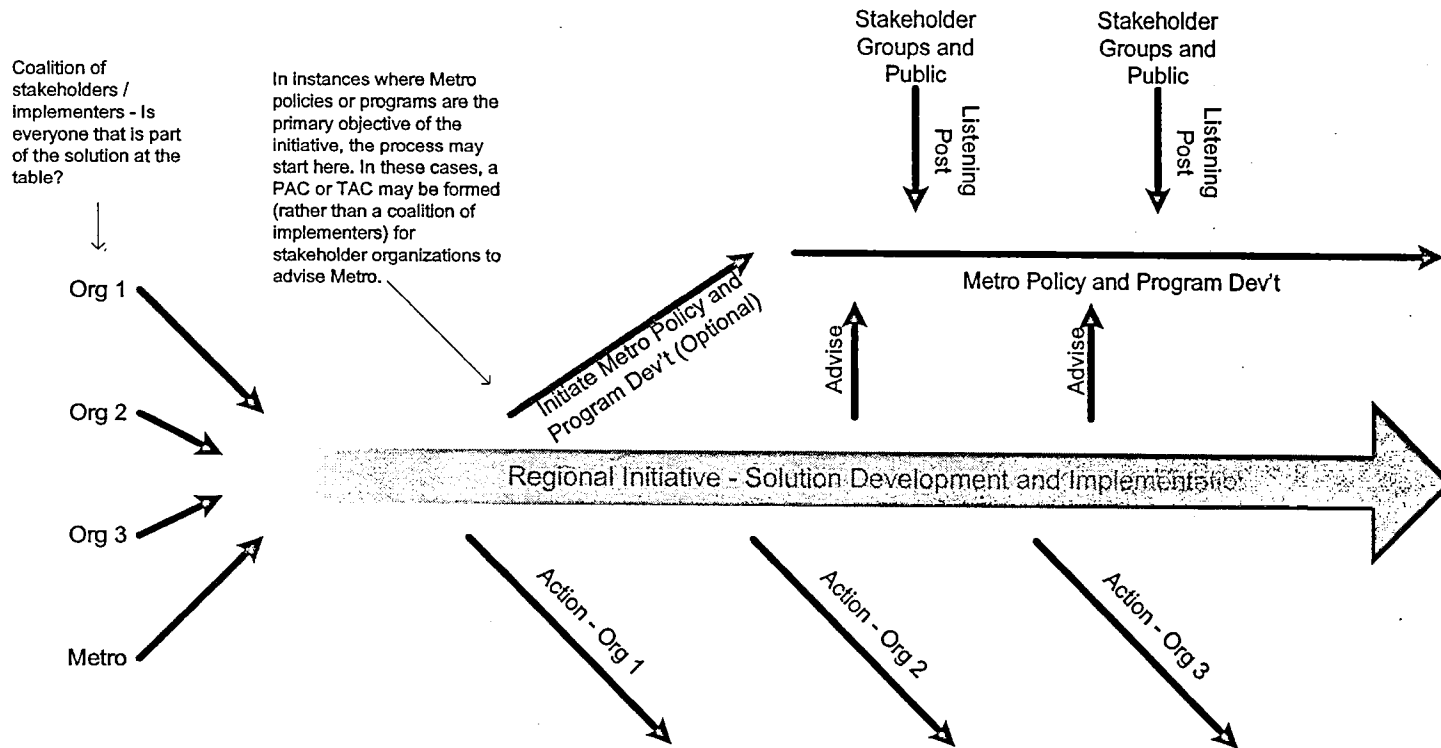
1. Metro Council convenes, manages, participates in, and / or provides technical support to broad based regional initiatives, and;
2. Metro Council develops legislation and/or programs that help implement regional strategies and solutions (Metro policy and program development).

In many cases, Metro Council serves both of these functions in combination. In these instances, Metro's policy and program development process takes place within the context of a broader regional problem solving initiative (See diagrams on following pages). There are cases, however, when Metro participates in a problem solving initiative that does not lead to Metro legislation or a new Metro program. Metro may play many roles in such an initiative: as convener, facilitator, process manager, technical support provider, or merely to provide the regional public perspective.

There are also cases where Metro legislation, operating policy, or programs are the primary objective of an initiative. In such cases, Metro's policy and program development process takes place outside the context of a broader regional problem solving initiative. A broadly representative PAC or TAC may be formed to advise Metro and provide ongoing stakeholder involvement.

Metro policy and program development IS NOT a substitute for a broad based regional initiative. Metro cannot address significant regional issues by itself. The regional solutions framework creates buy-in, "informed consent" for action, and a broad coalition for implementation. Metro's policy and program development process should only be used in conjunction with a broad regional solutions initiative, or when Metro policy or programs are the primary objective of an initiative.

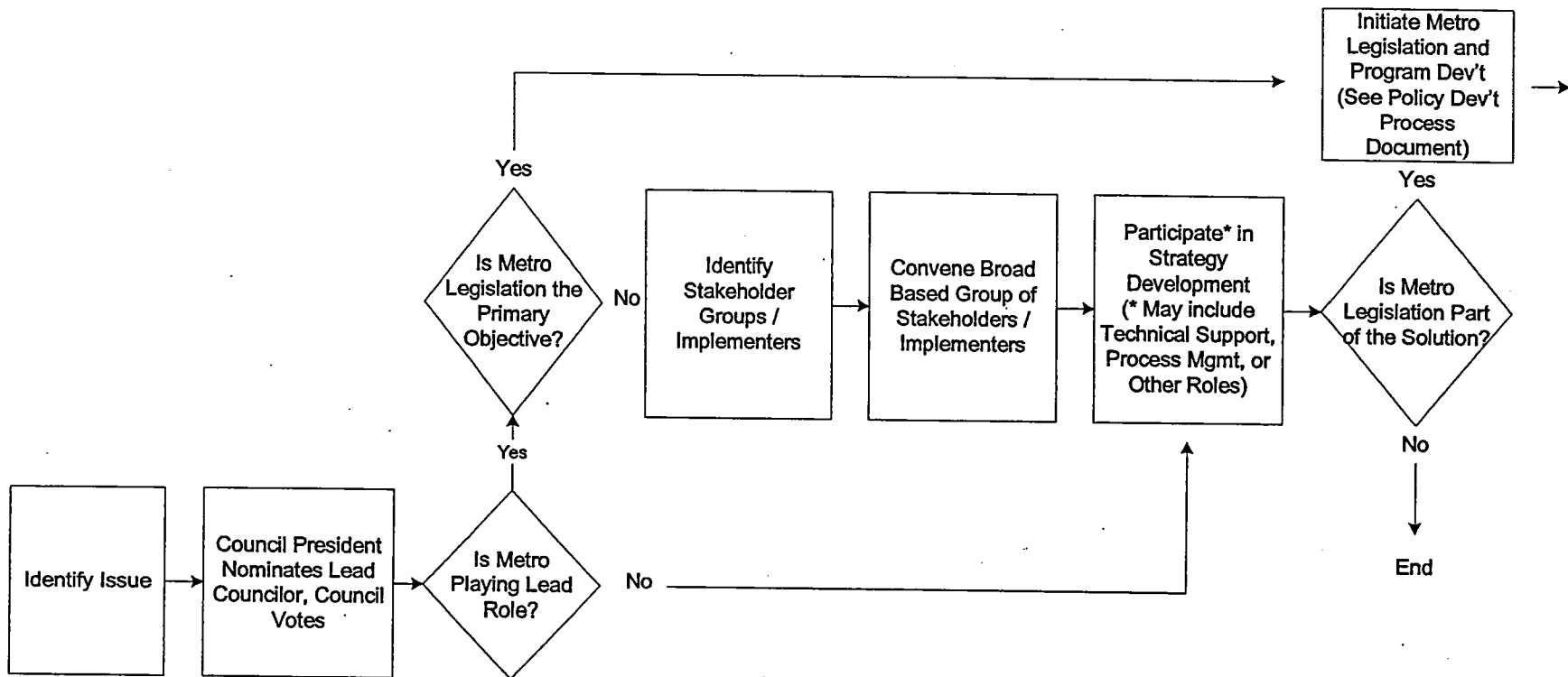
Regional Initiatives and Metro's Policy and Program Development



Optional Roles for Metro

- Convener
- Legislation or Program Provider
- Technical Support
- Lead Role - Issue "Owner"
- Process Manager and Facilitator
- Funder
- Communications and Media Relations

Regional Initiatives - Solutions Development and Implementation Flow Chart for Metro Participation



**Metro Council
Regional Problem Solving
&
Policy / Program Development**

Council Procedures and Practices

Revised January 5, 2005

This document describes the process by which the Metro Council supports regional problem solving initiatives and develops policies and programs. The objective of this document, and the processes described here, is to help councilors do their jobs as regional policy-makers, as members of a group, and as representatives of their districts. The policy and program development process typically takes place as part of Metro's participation in a broader regional initiative.

Principles

- Metro facilitates broadly participatory initiatives that build a solid base of support behind regional solutions. Solutions are implemented by a coalition of participating organizations.
- Skilled, responsive, and unbiased staff support is in place to support regional problem solving initiatives and to provide policy options to Metro's legislative processes.
- Interested public and stakeholder groups have meaningful opportunities to provide input into regional problem solving and into Metro Council's policy making process at appropriate points and without undue time burden.
- Staff get necessary policy guidance from Councilors and also a "sense of the Council" as a whole.
- Councilors have opportunities for meaningful policy discussions that lead to closure on issues.
- Councilors have opportunity to be "policy entrepreneurs" and develop new ideas as individual legislators.
- The policy making process is efficient, transparent, credible, and leads to actual results which benefit the citizenry.

Project Stages

Identification

In some cases, a regional initiative or policy-making project will arise as a matter of course, such as an RFP for transfer stations, which requires some policy guidance. In these cases staff will already be devoted to the project in the normal course of business. In other cases, policy ideas and regional initiatives germinate with, or are received by, individual Councilors. A new regional initiative or policy idea may be suggested by staff, citizens, advisory bodies, civic groups, or other groups.

Councilors choose the ideas that they deem worthy of consideration. If staff analysis is required, they bring the policy concept to the Chief Operating Officer for assignment of appropriate staff. The Chief Operating Officer determines the level of staff commitment required. If the idea requires only a moderate staff commitment, the COO may assign staff to do some initial development and analysis. If the idea would require a large commitment of staff time, the COO asks the Council President to put the idea on the agenda for a Council work session as a "project proposal" so that the council can consider whether committing resources is merited.

Projects will be defined by the councilor that is bringing the project forward, or by the Council President. The definition will include a description of the problem or issue being addressed, and an indication of the outcome desired (the condition that would signal that the project objective has been accomplished and the project is completed). Projects are of limited time scope.

The Council President will nominate a councilor to be the "lead councilor" on the project, and one or more additional councilors, as "councilor liaisons." A majority vote of the council is required to commit budgetary resources to move a project forward.

Only projects that 1) require council oversight (cannot be managed by staff without councilor involvement), and 2) that require a sustained commitment of time and attention (exceed the capacity for the council as a whole to oversee) or require a single councilor as a point of contact for outside stakeholders will be considered as a project for the process described in this document. While the Metro Council oversees management in a broad sense, the council does not manage routine programmatic decisions of management and staff.

Formulation

Project Managers and Work Plans

If project or issue development is approved by the council, the Chief Operating Officer will identify a "project manager" who will serve as the primary staff contact and lead the staff team working on the project. The project manager will work with

the lead councilor and councilor liaison(s) to develop a work plan for the project. Work plans will be approved by the council. The work plan will identify:

- The project stakeholders, especially those in a position to implement an element of the solution.
- An approximate timeline and the frequency of meetings, and who will be involved in the meetings.
- Listening posts. Times, or periods of time, when outside stakeholder groups and the public will be invited to provide input into any Metro legislation.
- Major milestones and any identifiable interim decisions that will need to be made by Council.
- A list of deliverables expected from the project.
- Communications and intergovernmental relations issues, strategies and requirements.
- Approximate dates of Council work session and formal Council session discussions.
- Estimated date for project completion.
- Budget, including staff resources

Work plans will be maintained by project managers and will be available at all times for council review. The councilors assigned to the policy idea or project have a strong obligation back to the other councilors to get feedback on issues pertaining to the development of the project. The councilors so delegated have a responsibility to be “honest brokers” with their colleagues in providing an unbiased sense of the council. The councilors work through the COO for access to the appropriate staff and are not managers of staff themselves. The COO remains gatekeeper in this respect but the gate is always open to the greatest extent possible.

Convening the Implementers

Most significant regional issues will require a broad spectrum of organizations to develop and implement a viable solution. Depending on the issue, Metro may be the “convener,” of the regional initiative, the facilitator, a technical assistance provider, or merely take a seat at the table.

When Metro is the convener, project manager, and facilitator, Metro’s job will be to create a consensus behind a strategy that is implemented by many different organizations. The guiding question in determining who should participate is: are all of those who will be responsible for a portion of the solution at the table?

Councilor Liaison Meetings

When a regional solution requires a new Metro program or policy, the lead councilor and councilor liaisons will probably need to meet with staff to develop specific legislation. The project manager is responsible for meeting agendas, with approval of the lead councilor. Councilor Liaison meetings are chaired by the lead councilor, who may delegate the role of meeting facilitation to the project manager.

Listening Posts

Listening posts are opportunities for the public and stakeholders to discuss issues and pending legislation with the Metro Council. Listening posts may be held as part of a regular work session. Listening posts will be well-publicized. Other means of outreach will include the Internet, hot lines, etc. Lead councilors and council liaisons may also, from time to time, choose to invite key stakeholders to participate in council liaison meetings (?)

Council Work Sessions

Projects will be brought to council work session to provide information updates to councilors, and to get decisions at key junctures in the project's development. In the latter case, the project manager will clearly identify the nature of the decision required of the council. The Council President will actively facilitate the council discussion towards a decision. The Council President may delegate the role of facilitator to the lead councilor. If necessary, the council will vote on the question, in order to provide clear policy direction for further staff development.

Advocacy and Legitimization

For regional problem-solving initiatives that involve Metro Council legislation, a policy idea is developed by stakeholders and staff, discussed by councilors (both at work sessions and informally), and councilors communicate with stakeholders and the public (the rollout strategy) until the policy idea is ready to be considered as a resolution. Only after these steps does the Council President schedule the project or idea for a vote in a formal council session. It may take a single work session or dozens of work sessions plus the external public involvement mechanisms before a policy idea is brought to a formal session. The Council President and delegated councilors will always keep their colleagues informed of the schedule and any updates to the work plan.

Designated councilors, with support from the Office of Public Affairs, develop a rollout strategy. The designated councilors work with their colleagues to implement the strategy. The role of the Office of Public Affairs is to help councilors be successful in the public arena and keep them focused outward to the appropriate constituencies and media outlets.

Metro staff are to consider themselves public servants working for the Council through the C.O.O., not as advocates for an outside organization or their own personal point of view.

Implementation

Once enacted, the Chief Operating Officer directs the staff to implement the policy.

Evaluation

The Chief Operating Officer ensures that individual councilors, or the council as a whole, receive staff briefings on the status of program implementation.

Roles

Council President

The Council President has ultimate responsibility for the fairness and integrity of the regional solutions and policy development process itself (the content of policy itself is reserved to the council as a whole). The Council President will meet one-on-one with each of the councilors, at least monthly if possible, to get feedback on project and policy direction and the flow of legislation.

Rights and Responsibilities

- Design the regional solutions and council policy development process and make sure it is managed effectively.
- Effectively manage work session discussions and facilitate closure on policy questions.
- Work with the Deputy President and the Senior Advisor to the Council President to ensure that the regional solutions and council policy development process is functioning well.
- Work with lead councilors to schedule “listening posts.”
- Develop and approve work session and council session agendas.
- Identify projects and nominate councilor liaisons and lead councilor to each.

Role of the Deputy President

The Deputy President assists the Council President in overseeing the policy development process. The Senior Advisor to the Council President assists the Deputy Council President in these duties.

Rights and Responsibilities

- Check in with council colleagues or occasionally attend council liaison meetings to stay appraised of project progress
- Identify potential synergies or strategic opportunities between different projects and bring the lead councilors for the issue together to discuss them.
- Promote communication among councilors.
- Manage discussion in council meetings in the Council President's absence.
- Participate in work session schedule management.

Senior Advisor To The President

The Senior Advisor To The President assists the Council President in managing the policy development process. This includes helping the President gather feedback from the councilors on policy direction, helping make sure councilors understand the status of projects, and assisting the President in troubleshooting the regional solutions and policy development process.

Metro Policy Advisory Committee (MPAC)

The President assigns three councilors (usually but not necessarily including himself) as non-voting delegates to the Metro Policy Advisory Committee. These designated councilors, and the Council President, will meet with planning department staff to strategize the issues that are going before MPAC as well as those items' development and progress through other bodies. This group of three will also discuss timing and preparation of staff presentations. The Council President and the designated councilors are responsible for keeping the other councilors appraised of the schedule for presenting projects to MPAC and elsewhere. The Council President and delegates undertake that in this role they represent a sense of the council rather than themselves as individuals. They acknowledge they have a responsibility back to the group of seven. Councilors should be clear when they are speaking to M.P.A.C. as individuals and when they are speaking on behalf of the Council.

Lead Councilors

The Council President nominates a councilor as "lead councilor" on a project. The lead councilor serves as a primary contact for staff, stakeholders, and council colleagues. In this role, the lead councilor represents the council as a whole, and has a responsibility to fairly represent the views and interests of the council. The Council President may also designate "councilor liaisons" that participate in the policy development process.

Lead councilors and council liaisons are nominated by the Council President and confirmed by a majority vote of the council.

Rights and Responsibilities

- Submit a work plan for the council's consideration.
- Keep council colleagues updated on the project's progress and involve council in all major policy choices.
- In cases where the council has voted on or clearly indicated a policy direction, represent that position in council liaison meetings. In cases where the council has not voted, communicate with council colleagues to get a sense of the council as a whole, and represent this (in addition to personal views) in council liaison meetings.
- Ensure that staff work proceeds as directed by council. Be a conduit for the council as a whole in providing policy guidance to staff.
- When speaking to outside groups on behalf of the council as a whole, represent the council's position (to the degree that it has taken one). When presenting a personal opinion, clearly indicate it as such.
- Work with the project manager to ensure that meetings reach their objectives.
- Councilors are encouraged (though not required) to keep the lead councilor apprised of their current thinking and position on the issue.
- Work with the Council President to schedule "listening posts."
- Request work session and council session time as indicated in the project's work plan.

Project Managers

Each project will have a staff person assigned as project manager by the Chief Operating Officer. Project managers are responsible for supporting the policy development process. This includes developing a work plan for the project, ensuring that technical staff work is completed, providing decision support to councilors and other process participants (as appropriate), and scheduling and managing council liaison meetings. Process skills—that is skills related to facilitation, meeting management, and project management—are as important to a project manager as technical skills and knowledge of the issue area. Metro will provide training for project managers.

Rights and Responsibilities

- Support lead councilors and council liaisons in identifying and convening stakeholders, especially those that have a role in a solution.
- Provide project management, facilitation, technical support, and other staff support to the regional initiative, as is appropriate for the particular issue and project. Staff is to perform this function in an unbiased manner as public

servants rather than as advocates for a particular pre-determined point of view held by the staff member.

- Maintain a work plan for the project that includes stakeholder meetings, “listening posts,” council liaison meetings, work sessions, and other elements as identified in the “work plan” section of this document.
- Coordinate work being completed on the project.
- Establish a regular meeting schedule for council liaison meetings and ensure that scheduling is managed appropriately.
- Facilitate council liaison meetings, as requested by the lead councilor on the project, to ensure that meeting objectives are met.
- Frame issues to clearly illustrate the full range of council policy options.
- Present status reports to council as requested.
- Councilor requests for staff work large enough to impact existing work programs are referred to a department director or the Chief Operating Officer.

Solutions Support Team

A Solutions Support Team will be available to consult with project managers on meeting management, the design of decision support processes and materials, facilitation, project management, and other issues of process management and decision support.

The Senior Advisor to the Council President and the Public Affairs and Intergovernmental Relations Manager (and PA & IR staff) will, to the degree they are available, participate in the policy support team. PA and IR staff will focus particularly on strategies for managing communications with and participation by outside groups.

Other Solutions Support Team members will be selected based on skills needed and availability for the assignment.

Outside Stakeholders and the Public

The work plan for a project will identify key decision points when stakeholder input is critical (listening posts). Public meetings will be held and stakeholders will be invited to provide input at those junctures. This is in addition to whatever stakeholder involvement is employed in the regional problem solving initiative itself.

Roll-out Process

Objective: Marshall staff expertise in support of council policy objectives; position individual councilors and council as a whole externally with coherent and sustained strategy and message(s) that promote those objectives.

Step One

Designated councilors meet with staff of the Office of Public Affairs to:

1. Assess current state of affairs
2. Identify desired outcome (end not means) of the change.
3. Describe future state of affairs if policy is successful.

Step Two

Staff performs the following technical assessment and presents to designated councilors.

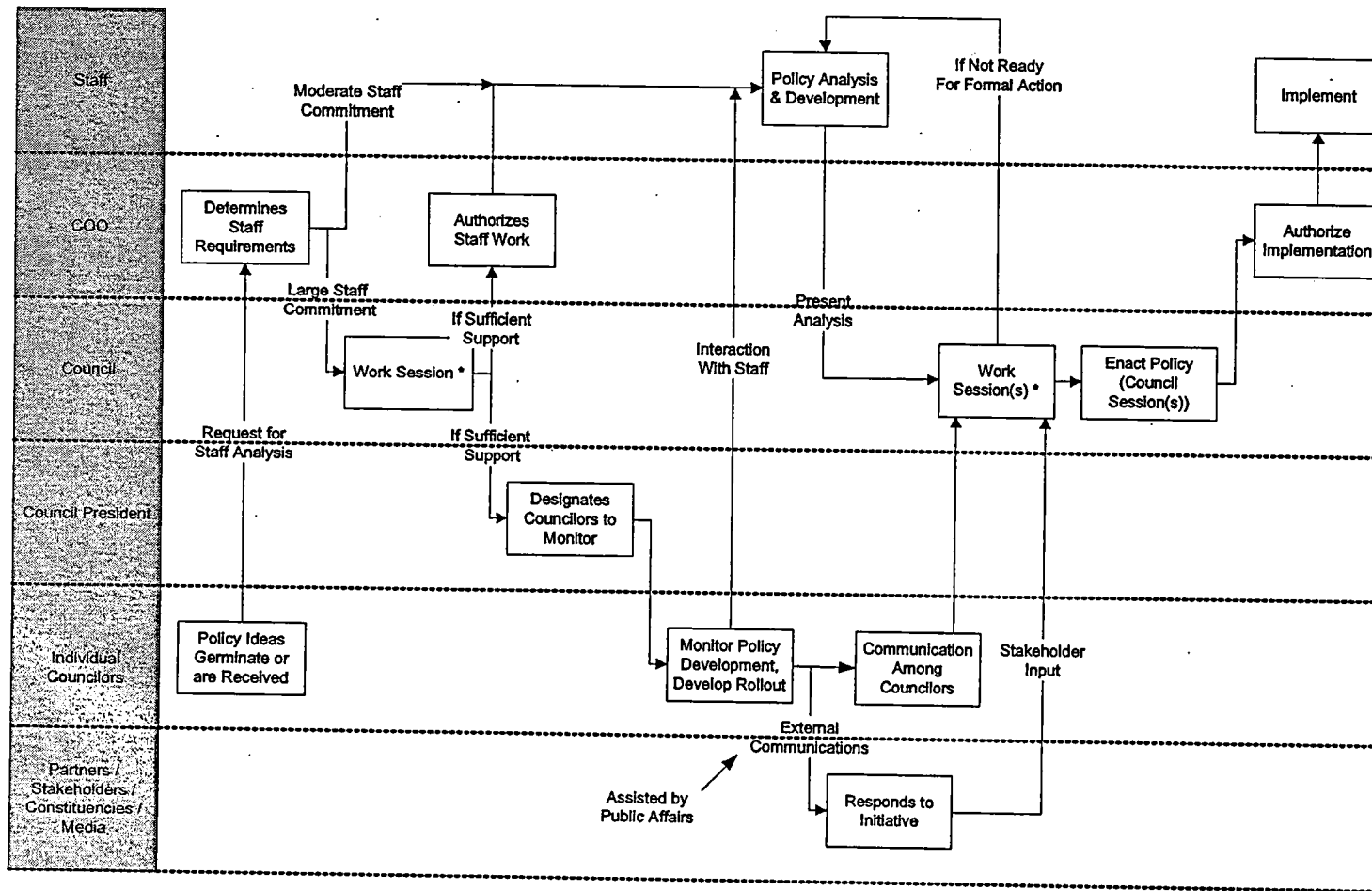
1. Audience (potential supporters / detractors)
2. Message(s) development, tailored as appropriate.
3. Timing.
4. Task assignments for who carries messages where, surrogates, etc.
5. Collateral documents—packets, info sheets, graphics, etc.
6. Link to Councilor calendars via assistants or agenda via the Council President
7. Scan for external factors and distractions.
8. Scan for internal factors including workload, etc.

Universal Flow

The universal flow related to messaging proceeds in six steps. No step can be skipped.

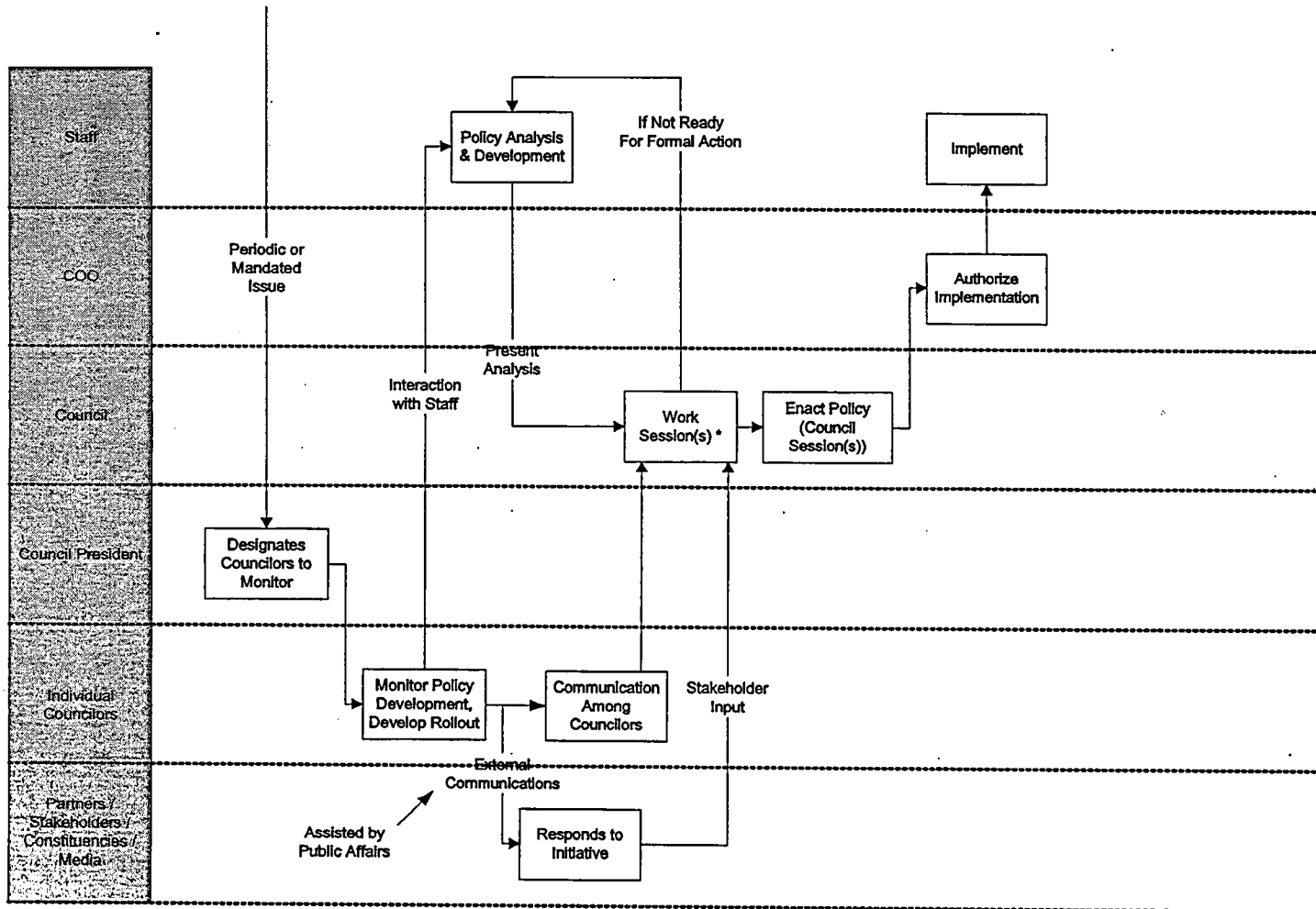
1. Awareness (information)
2. Information with reasons/arguments
3. Education (how people use the information)
4. reinforcement (opportunity to voice opinions)
5. Behavior modification / feedback (rewards for voicing opinion)
6. Attitude change (result of rewards)

Metro Council Policy Development Process: New Policy Idea December 31, 2003



* May also include informal discussions among councilors.

Metro Council Policy Development Process
Periodic or Mandated Work
 December 31, 2003



* May also include informal discussions among councilors.