Exceptional Council for Exceptional Times: Creating a Governance Culture of Civility and Purpose

Mayors & Council Members
Advanced Leadership Workshop
Friday, June 29, 2018

The Institute for Local Government

ILG is the non-profit research and education affiliate of
ILG’s Mission

- Promoting good government at the local level
- Practical, impartial and easy-to-use materials

Today’s Objectives

- Understand why governance matters and what it takes to become an exceptional council
- Learn strategies and techniques to help you become an exceptional council member and to help your team become an exceptional council
# Today’s Agenda

<table>
<thead>
<tr>
<th>Time</th>
<th>Session</th>
</tr>
</thead>
<tbody>
<tr>
<td>9:00AM</td>
<td>Welcome / Introductions / Learning Objectives / Why does Governance Matter?</td>
</tr>
<tr>
<td>9:45AM</td>
<td>Foundation for Exceptional Councils: Governance Mindset, Effective Councils &amp; Governance Tools</td>
</tr>
<tr>
<td>10:00AM</td>
<td>Positive Governance Culture, Civility &amp; Engaging the Public</td>
</tr>
<tr>
<td>10:45AM</td>
<td>Break</td>
</tr>
<tr>
<td>11:00AM</td>
<td>Roles &amp; Responsibilities</td>
</tr>
<tr>
<td>12:00PM</td>
<td>Networking Lunch</td>
</tr>
<tr>
<td>12:30PM</td>
<td>Welcome Back / Burning Questions</td>
</tr>
<tr>
<td>12:40PM</td>
<td>Unity of Purpose: Collaboration &amp; Coherence</td>
</tr>
<tr>
<td>1:00PM</td>
<td>Unity of Purpose: Commitment &amp; Consistency</td>
</tr>
<tr>
<td>1:30PM</td>
<td>Governance Tools, Policies &amp; Protocols</td>
</tr>
<tr>
<td>2:30PM</td>
<td>Reflections and Evaluation</td>
</tr>
<tr>
<td>2:50PM</td>
<td>Closing Remarks</td>
</tr>
<tr>
<td>3:00PM</td>
<td>Adjourn</td>
</tr>
</tbody>
</table>

---

**Who’s in the room today?**
Workshop Team

Red Gould
City Manager (retired)

Shelly Mayer
Redwood City, Councilmember

Mike Kasperczak
Mountain View, Former Mayor

Melissa Kuehne
Communications Manager
Institute for Local Government

Randi Kay Stephens
Associate Program Manager
Institute for Local Government

Why Does Governance Matter?
What brought you here to this session today?

Is there a specific challenge or issue in your council or community you are grappling with?
Please Participate

1. open smartphone browser
2. go to sift.ly
3. enter participant code 535J

Governance Mindset

- Strategic Focus
- Preparation
- Systems Thinking
- Manner

Governance Mindset
Effective Councils

- Unity of Purpose
- Roles & Responsibilities
- Positive Governance Culture
- Norms, Protocols & Policies

Governance Tools

- High-Performing Team
  - Team Building / Process & Goal Setting
  - Governance Handbook (documenting norms, policies, and protocols, including agenda management)
  - Continuing Education / Professional Development
  - Study Sessions
  - Self-Evaluation
Positive Governance Culture

Model Positive Civic Behavior

- Be respectful in what you do (actions)
- Be respectful in what you show (visual)
- Be respectful in what you say (verbal)

Civility
Council – City Manager Relationship

• Show respect for:
  • Fellow councilmembers
  • Community at large
  • Staff
  • Speakers
  • Press
  • Legislative process

Two Basic Rules

1. Count to “4” to get anything done.*

2. If I slam my colleagues or they slam me, refer to Rule #1.

*Note: 3 on a 5 member Council.
You can be a standout Councilmember and a solid team player too!

- City government is a **team sport**.
- It's all about **collaboration, persuasion** and **relationships**.

---

**Teamwork**

- Getting things done for the community as a team makes us all look good
- Accomplishments build relationships…which lead to other successes
Teamwork

How to get there --
• Play nice, be fair, be patient, be kind, no surprises
• Avoid squabbling and personal attacks
• Maintain a formal decorum and be respectful
• Refer to colleagues with their titles

Teamwork

• People vote for people and do business with people they like and trust
• Have to now build relationships with you and colleagues to achieve success…
• Civility is key!!!
Teamwork

Look for connections and intersections
• With your priorities
• With Councilmembers and City Manager (Relationships Matter)
• Work together to develop a support system (Brown Act caution)

Discuss your interests with the City Manager and the Mayor

It depends on how you do it...
• The terms that come to mind when dealing with your colleagues are dignity, civility, kindness, patience, support and inclusiveness.
• Never underestimate the power of a little civility and kindness.
Focus on Outcomes

- Be attentive
- Ask clarifying questions
- Let people know you are listening
- Separate people from the problem
- Focus on interests, not positions
- Invent options for mutual gain
- Insist of using objective criteria

An Overview of Public Engagement

**Who**
- Your agency’s targeted audience; keeping in mind the various populations who will be impacted by the decision at hand.

**What**
- A mix of engagement ‘elements’ (or activities) chosen after thoughtful analysis.

**Where**
- At locations that make sense given who you are trying to reach. (Go to them)

**When**
- Within a timeframe that allows for adequate planning, execution, analysis of data received so it is useful to the decision making body.

**How**
- Through intentional activities such as surveys, in person and/or online engagement; focus groups, tabling at community events, social media.
Why Engage the Public?

- Better identification of the public's values, ideas and recommendations
- More informed residents about issues and about local agencies
- Improved local agency decision-making and actions, with better impacts and outcomes
- More community buy-in and support, with less contentiousness
- Faster project implementation with less need to revisit
- More trust in each other and in local government

“Beyond the Usuals”

- Newcomer Communities
- Renters
- Young Adults
- Latino
- Asian and Pacific Islander
- African American
- Gay, Lesbian, Bisexual and Transgender
- People with Disabilities
- Low Income

And... Anyone who is busy: work, kids, etc.
IAP2’S PUBLIC PARTICIPATION SPECTRUM

The IAP2 Federation has developed the Spectrum to help groups define the public’s role in any public participation process. The IAP2 Spectrum is quickly becoming an international standard.

<table>
<thead>
<tr>
<th>INFORM</th>
<th>CONSULT</th>
<th>INVOLVE</th>
<th>COLLABORATE</th>
<th>EMPOWER</th>
</tr>
</thead>
<tbody>
<tr>
<td>To provide the public with balanced and objective information to assist them in understanding the problem, alternatives, opportunities and/or solutions.</td>
<td>To obtain public feedback on analyses, alternatives and/or decisions.</td>
<td>To work directly with the public throughout the process to ensure that public concerns and aspirations are consistently understood and considered.</td>
<td>To partner with the public in each aspect of the decision including the development of alternatives and the identification of the preferred solution.</td>
<td>To place final decision making in the hands of the public.</td>
</tr>
</tbody>
</table>

PUBLIC INVOLVEMENT GOAL

WE WILL KEEP YOU INFORMED

We will keep you informed, listen to and acknowledge concerns and aspirations, and provide feedback on how public input influenced the decision.

We will work with you to ensure that your concerns and aspirations are directly reflected in the alternatives developed and provide feedback on how public input influenced the decision.

We will look to you for advice and innovation in formulating solutions and incorporate your advice and recommendations into the decisions to the maximum extent possible.

We will implement what you decide.

Please Participate

1. open smartphone browser
2. go to sift.ly
3. enter participant code 585J
2015 ILG Survey

69% are concerned that local governments do not have sufficient staff, knowledge or financial resources for public engagement and that residents are not adequately informed.

83% worry that it is always the same people who participate and they tend to be extremists.

Populations not typically involved in local public meetings (top responses):
- Renters
- Low-income individuals
- Immigrants
- Latinos/Hispanics

Public Engagement Spectrum

<table>
<thead>
<tr>
<th>IN-PERSON</th>
<th>DIGITAL EFFORTS</th>
</tr>
</thead>
<tbody>
<tr>
<td>'Coffee' meetings w 1 or 2 stakeholders</td>
<td></td>
</tr>
<tr>
<td>Small group meetings (one stakeholder group for example)</td>
<td></td>
</tr>
<tr>
<td>House parties</td>
<td></td>
</tr>
<tr>
<td>Focus groups (informal)</td>
<td></td>
</tr>
<tr>
<td>Website</td>
<td></td>
</tr>
<tr>
<td>Newsletter</td>
<td></td>
</tr>
<tr>
<td>Blogs</td>
<td></td>
</tr>
<tr>
<td>Infographics</td>
<td></td>
</tr>
<tr>
<td>Visual simulations</td>
<td></td>
</tr>
<tr>
<td>Workshop</td>
<td></td>
</tr>
<tr>
<td>Townhall</td>
<td></td>
</tr>
<tr>
<td>Gallery Walk</td>
<td></td>
</tr>
<tr>
<td>Table Level Facilitated Groups (6-8 people per table)</td>
<td></td>
</tr>
<tr>
<td>Open Space</td>
<td></td>
</tr>
<tr>
<td>Conversation Cafe</td>
<td></td>
</tr>
<tr>
<td>Other dialogue techniques</td>
<td></td>
</tr>
<tr>
<td>Ideation</td>
<td></td>
</tr>
<tr>
<td>Prioritization</td>
<td></td>
</tr>
<tr>
<td>Mapping</td>
<td></td>
</tr>
<tr>
<td>Online forum</td>
<td></td>
</tr>
<tr>
<td>Trade off exercises</td>
<td></td>
</tr>
<tr>
<td>Survey</td>
<td></td>
</tr>
<tr>
<td>Poll</td>
<td></td>
</tr>
<tr>
<td>Budget challenge</td>
<td></td>
</tr>
</tbody>
</table>

www.ca-ilg.org
Inclusive Public Engagement – Tips

- Know Your Community
- Build Relationships with Key Leaders and Orgs
- Identify Issues of Concern
- Overcome Language Barriers
- Use Effective Media and Outreach Strategies
- Make Public Engagement Accessible, Enjoyable and Rewarding
- Make Meeting Processes and Materials Appropriate
- Build Community Leadership Capacity
- Enhance Staff Capacity
- Plan Collaboratively – Think Long Term

ILG Resources

- Public Engagement Resource Page: www.ca-ilg.org/engagement
- TIERs Public Engagement Framework: www.ca-ilg.org/TIERs
- Immigrant Engagement and Integration www.ca-ilg.org/immigrant-engagement-and-integration
BREAK TIME

Governance / Management Roles & Responsibilities
Exercise

• First Station – 10 minutes
• Second Station – 5 minutes
• Third Station – 5 minutes
• We will ring a bell to signal it is time to rotate

Discussion Questions

• What are the roles and responsibilities of individual councilmembers?
• What are the roles and responsibilities of the council as a whole?
• What are the roles and responsibilities of the city manager/executive staff?
Policy versus Management

“Greatness requires endless change and adaptation while preserving core values and purpose.”

Jim Collins “Good to Great”
Council-Manager Form of Government

- Under the council-manager form of government, elected officials are community leaders and policy makers who establish a vision for the city, town, or county and hire the manager to carry out policy.
- The manager is responsible for the overall performance of the city, township or county organization.
- Similar to the CEO reporting to a board of directors.
- City Managers seek the 3 E’s: Economy, Efficiency, and Equity in provision of city services.
City Manager – Council Relationship

- Council sets policy and overall direction
- City manager implements council policy and day-to-day operations and offers policy advice
- In discussions with Manager and Council, find that line and both stay within your area of responsibility

City Manager – Council Relationship

- Yes it is often more complicated
- But it is best if:
  - The Council is not seen as involved in staff and administrative matters
  - The City Manager is not seen as dominating public decisions
Councilmember Role

- You cross the line of responsibilities when you start to direct staff to work on your projects
- Unless your City Charter is different, the City Manager, City Attorney, and perhaps the City Clerk, are your only employees
- The Council directs the City Manager and they directs staff - simple chain of command

Councilmember Role

- Encourage a close relationship and meet with your Manager periodically
- Your manager can be your greatest asset in reaching your goals
- Want to get things done? Ask the Manager, not the staff
- Hold the City Manager accountable for Council goals
- If there is conflict around an individual Councilmember's request, then the Manager needs to work on resolving the conflict
- Do not publicly criticize the City Manager or staff - take up your disappointments privately
## Mayor’s Role

<table>
<thead>
<tr>
<th>Topic</th>
<th>Details</th>
</tr>
</thead>
<tbody>
<tr>
<td>Don’t forget about the Mayor</td>
<td></td>
</tr>
<tr>
<td>Meet with the Mayor frequently to discuss your ideas and concerns</td>
<td></td>
</tr>
<tr>
<td>Mayor works closely with the City Manager to move the City Council goals forward, anticipate upcoming issues and manage the action of the council meeting</td>
<td></td>
</tr>
<tr>
<td>All of this can happen more smoothly if the Mayor understands your concerns</td>
<td></td>
</tr>
<tr>
<td>Remember the Brown Act applies to the Mayor as well!</td>
<td></td>
</tr>
</tbody>
</table>

## Manager Goals

<table>
<thead>
<tr>
<th>Topic</th>
<th>Details</th>
</tr>
</thead>
<tbody>
<tr>
<td>Make the Council as a whole productive and successful</td>
<td></td>
</tr>
<tr>
<td>Help each Councilmember to succeed</td>
<td></td>
</tr>
<tr>
<td>Meet the Council’s goals and the city looks good</td>
<td></td>
</tr>
<tr>
<td>Help to keep the Council together and making progress</td>
<td></td>
</tr>
<tr>
<td>Guide and develop staff and organizational culture</td>
<td></td>
</tr>
</tbody>
</table>
Greatest Challenges to the Manager and Governing Board Relationship

- Lack of respect for the council-manager form of government; role differentiation; micromanagement.
- Difficult financial conditions and budget reductions.
- Organizational impact of controversial issues.
- Conflict between councilmembers and “outlier” councilmember(s).
- Need for elected boards to set priorities and understand workload impacts and limited resources.
- Demands of individual council and board members (versus receiving direction from the council majority); bullying conduct by elected official.

Council – City Manager Communications

- What does the City Manager need from Council to be successful?
- What does the Council need from the City Manager for the Council to fulfill their policy role?
- What are each other’s preferred communication methods?
What Are Your Burning Questions?

Unity of Purpose
“The Four Cs”

Collaboration  Coherence

Commitment  Consistency

Reflect on a time you had a great experience with your council peers or in (civic life?)
Collaboration

• What does it look like?
• What are the characteristics?
• What are the obstacles?
• How to overcome obstacles?

Coherence
Coherence

- Strategic goals
- Stick to the plan but remain flexible
- Avoiding mission creep

What is it?
Examples
Where am I?
What about my council?
• What types of distractions does your council face?
• When distracted, how do you keep to your original council approved goals (if your agency has them)?
• How do you and your council govern amidst distractions?

Commitment & Consistency

Consistent action creates consistent results
- Christine Karl
“The Four Cs”

Collaboration  Coherence
Commitment  Consistency

Governance Tools
Policies & Protocols

High-Performing Team

Team Building / Priority & Goal Setting
Governance Handbook (documenting norms, policies, and protocols, ensuring agenda management)
Continuing Education / Professional Development
Study Sessions
Self-Evaluation
Council Goal Setting

Encourage Council to work with the City Manager to establish goals for the year.
• City staff should support them
• Quarterly updates
• Budget priorities follow goals

Establish Clear Measures for Success

• Achievable
• Measureable
• Motivating
• Regular review of policy effectiveness and implementation practices
Periodic Reviews of Council Norms

Confirm or modify Council norms
• Review the agreements made previously and check in on how they are working
• Determine tune-ups needed
• Consensus on agreements

What Norms Will Help the Governance Process Work Best?

1. What norms are important for the Council-to-Council working relationship to be most effective?
2. What will make the Council - City Manager relationship most effective?
   o Communications with staff
   o Roles
   o Treating each other with mutual respect
Examples of Norms

For Council/City Manager Relationships:
• Be respectful and agree to disagree at times
• Keep each other informed through two-way communications
• Staff to provide all viable alternatives and information to help Council make the best possible decisions
• Council will work through the City Manager, or through department heads as the City Manager directs – but no lower than department head

For Councilmember Relationships:
• Be respectful and agree to disagree at times
• Respect that we all want to effectuate positive change
• Communicate with each other, while respecting the Brown Act – avoid surprising our colleagues
• Support the Council’s decisions once made

Examples of Council Norms

- Work together as a body, modeling teamwork and civility for our community
- Communicate through the City Manager
- Demonstrate honesty and integrity in every action
- Share information and avoid surprises
- Disagree agreeably and professionally
- Work for the common good, not personal interest
- Respect the proper roles of elected officials and City staff in ensuring open and effective government
- Prepare in advance of Council meetings and be familiar with issues on the agenda
- Work for win-win -- strive for consensus and seek common ground
- Honor “discussion” before “decisions” – reserving making formal motions until initial discussions have taken place
- Approach the business of governing in a professional manner – conducting business in a way that brings honor to the institution of government
Study Sessions

• An opportunity to bring special or difficult topics to the council for open discussion in a public setting
• Allow policy-makers to reflect on issues and raise concerns before an item is fully developed into a policy or plan
• Are purposeful, do not require a vote, and are an opportunity to learn and share insight/perspectives on challenges or issues

Self – Evaluation
Continuing Education / Professional Development

- [www.cacities.org/Education-Events/Calendar.aspx](www.cacities.org/Education-Events/Calendar.aspx)
- [www.ca-ilg.org](www.ca-ilg.org)
- [www.icma.org/cal-icma](www.icma.org/cal-icma)

Reflections
## Reflections

<table>
<thead>
<tr>
<th>You</th>
<th>Council</th>
</tr>
</thead>
<tbody>
<tr>
<td>What will you start doing?</td>
<td>What will your council start doing?</td>
</tr>
<tr>
<td>What will you stop doing?</td>
<td>What will your council stop doing?</td>
</tr>
<tr>
<td>What will you continue doing?</td>
<td>What will your council continue doing?</td>
</tr>
</tbody>
</table>

**Please Participate**

1. open smartphone browser
2. go to **sift.ly**
3. enter participant code **585J**
Reminder:
Today’s Learning Objectives

• Understand why governance matters and what it takes to become an exceptional council

• Learn strategies and techniques to help you become an exceptional council member and to help your team become an exceptional council
Stay in Touch!

- Melissa Kuehne, mkuehne@ca-ilg.org, 916-658-8202

- Randi Kay Stephens, rstephens@ca-ilg.org, 916-658-8207