

Future vision

Leadership and strategic thinking: fundamentals to secure your community's future

COMMUNITY (insert the name of your community)
FESTIVAL 2000 — What will you celebrate or lament on this occasion? The answer will be determined by you, the elected and appointed municipal officials in office during the '90s, and the visions, imagination, commitment, and boldness you demonstrate as leaders and thinkers.

by Carl H. Neu Jr.

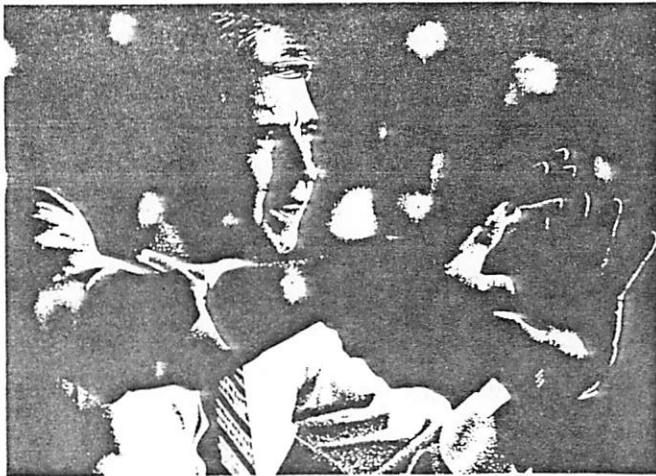
The challenges and opportunities facing all local governments, especially municipalities, are growing in number and complexity. Concurrently, people (our citizens) are tuning out or rebelling through actions such as tax and term limitations. There is a

national mood of disillusionment with government which is seen as ignoring the concerns of average citizens. A majority of U.S. cities are experiencing chronic fiscal problems exacerbated by flat (or declining) economic activity. Municipalities are in intense conflict with

state governments and other jurisdictions such as counties and schools over tax dollars, unfunded mandates, legislation restructuring revenue generation, etc. Problems accelerate; popular support and resources decline.

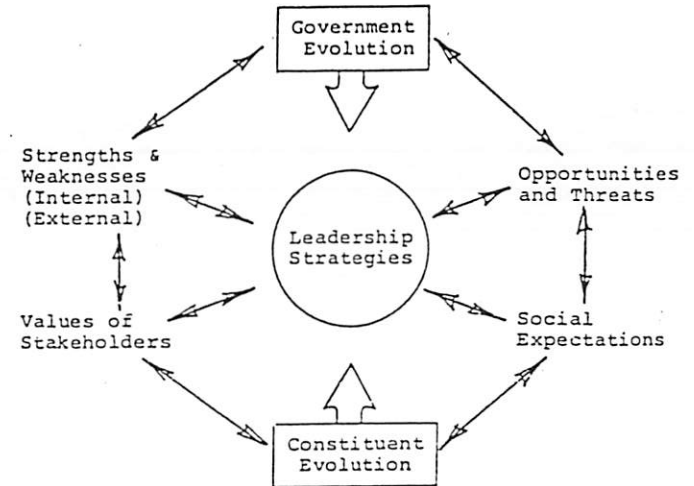
The only way out of this thicket of conflict and confusion is strong direction and decisive action based upon sound thinking, perspective, and a full appreciation of options and constraints which must be managed or overcome as we navigate our communities through the '90s into the 21st Century.

In a way, governance during the '90s is an "iceberg" phenomenon. What we see "above the water line" are all the challenges and problems, but the real substance of the matter is that which lies "below the water line": leadership and strategic-think-



for page 1 see end.

STRATEGIC PERSPECTIVE (One View)



7.

ing processes profound and effective enough to shape the destiny of our communities as if they were legacies responsibly and lovingly crafted by public officials and community leaders.

As Thomas A. Cronin, a professor at Colorado College, states:

"We do know that leadership is all about making things happen that might not otherwise happen and preventing things from happening that ordinarily might happen. It is the process of getting people to work together to achieve common goals and aspirations. Leadership is a process that helps people transform intentions into positive action, visions into reality."

The only means by which leadership as described by Cronin can be achieved is through *commitment*; to accept accountability for shaping the future of a community, combined with a process capable of expanding one's mental horizons and understanding to a level essential to achieving effective leadership. The process is strategic thinking or planning. I prefer to focus on strategic thinking because it reflects a particular way of seeing and interacting with information, issues, events, and people while "planning" seems to direct attention toward documents and specific projects. Two working terms that have caught on are: (1) community-based strategic planning or (2) citizen-based community problem solving. In either case, the objective is to expand a community's—and its governing body's—ability to address its future in the most effective and knowledgeable ways possible.

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Reasons for strategic thinking/planning

Communities are turning to strategic thinking and planning for one or more of the following reasons:

1. To shape a better future through anticipatory management. Communities buffeted by the forces of change can see their energies and

In today's rapidly changing communities, problem solving is no longer sufficient. Problem anticipation and prevention, combined with assertive action for the attainment of specific goals, is absolutely essential.

resources sapped by jumping from one crisis to another. Strategic thinking/planning seeks to replace crisis with forethought and a blueprint of desired long-term outcomes that provide the rationale for current policy, budgeting, and service delivery/capital expenditures priorities. In the rapidly changing conditions most communities are experiencing, problem solving is no longer sufficient. Problem anticipation and prevention, combined with assertive action for the attainment of specific goals, is absolutely essential.

2. To expand resource availability. Less than one-fourth of all U.S. metropolitan areas are experiencing appreciable growth (more than two percent annually). Over 71.5 percent of all cities are now less capable of meeting their financial needs than they were even a few years ago, and citizens are unsympathetic to appreciable tax increases. The simple truth of the '90s is that most cities can expect flat-line revenue performance with

appreciable growth in service levels and capital expenditure demands.

Cities can no longer fund their futures relying on past and present revenue generation approaches. Strategic thinking and planning enables communities to target selectively revenue expansion opportunities achievable through economic development/redevelopment, fee-based income, joint venturing, and civic entrepreneurship (identifying and serving precisely defined market segments who desire or will pay for tailored services).

Cities can reorient their thinking toward being consumer-oriented service delivery organizations capable of defining and meeting precise service demands which can be fee based. Tax dollars then become the funding mechanism for "base line" essential services. Too many communities can't expand their imaginations enough to break out of the tax-limited world that demands they do "more with less." Ultimately, this mentality leads to the management of scarcity rather than focusing on what can be done to achieve abundance—generating and combining all of a community's resources commensurate with needs and demands.

3. Restore a sense of community. American cities and towns have atomized into diverse players and interests capable of nullifying each other and any communitywide agenda. This trend has been reinforced by a growing sense of futility many Americans have about their ability to influence the direction of any "political institution" whether it be the nation, state, or their immediate local governments. So they drop out and concentrate their energies to narrowly defined areas of interest—neighborhood, job, ethnic group, or self.

Research data indicate low voter turnout is not due to apathy; rather, citizens see little capacity to influence government. Yet, Americans seek involvement and empowerment, as

(continued on page 8)

Leadership

evidenced in the work place and even the Naisbitt *megatrend*: participatory democracy. In the extreme case, this trend can erupt into a ballot-box rebellion as it has in the California "mega-referenda" elections.

Citizen-based strategic planning, such as Canon City's Vision process (see pages 11-14) or Loveland's Agenda for the '90s, is a deliberate effort to reestablish a sense (and practice) of community that assertively encourages all citizens to become involved in setting the directions their community is taking. The twin mechanisms of collaborative problem identification/solving and consensus-based decision making are used to achieve strategic thinking, a renewed sense of community based upon direct citizen involvement, and the dispersing of power back to the grass-roots individual citizen level and away from so-called interest groups and power brokers.

Governance is effective only when it reflects popular support underpinned by a sense of community.

4. Sorting out relationship issues with other governmental and private-sector agencies. Just as "no man is an island," so is no local government entity. Cities, towns, counties, school districts, special districts, and state government are intertwined and interdependent in ways that now need to be sorted out and reestablished to reflect the realities of the '90s and the absolute-

Citizen-based strategic planning is a deliberate effort to reestablish a sense (and practice) of community that assertively encourages all citizens to become involved in setting the directions their community is taking.

ly most effective use of public dollars. Citizens see "community" as the space in which they carry out their daily existence, and they expect all those jurisdictions of legal and political convenience "to get their acts together" in a way that makes their community, and their daily lives, work in a user-friendly, hassle-free way.

To do this, a precise definition of mission, roles, and relationships is required to permit each entity to function in a manner that contributes to an array of essential governmental services without duplication or waste. Just as the individual players on a well-organized sports team operate in perfect coordination and harmony, so too must local government jurisdictions.

The era of jurisdictional exclusivity and redundancy is over. Cities depend upon schools to en-

rich their economic development programs and combat drug and youth-related crime. Schools need a strong economic base capable of ensuring jobs for graduates and funding for programs.


Also, institutional roles change. Schools are becoming the focal point for delivery of county and city-sponsored social, child-care, public health, counseling and nutrition programs needed by the various family unit structures in today's complex society. Schools no longer serve to educate only; they are the location where service delivery for many local-government programs occurs on a personal basis, irrespective of which jurisdiction is accountable for the service.

Public-private partnerships and privatization are popular and highly effective mechanisms for bringing a community's total resources to bear in addressing community needs. Strategic thinking and planning provide the comprehension and perspective essential to productive intergovernmental and public-private relationships that yield beneficial outcomes for a community and its citizens.

5. Team-building for council and staff. Some councils and staffs use strategic planning as a means for improving teamwork by clarifying mission, roles, working relationships, and specific communications and decision-making approaches to be followed in defining and implementing community goals and service delivery levels/plans. Such efforts clarify purpose and focus the energies and priorities of council and staff toward specific outcomes to be achieved for the benefit of the community through coordinated action, hard work, and responsible behavior rather than "touchy-feely" exercises and exploring inner motivations.

Approaches to strategic thinking/planning

There are three basic approaches to strategic thinking and planning,



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each of which can be effective if applied appropriately.

1. Council-directed strategic planning. This approach is the most frequently used because it is efficient and supports the concept of representative government—i.e., council accurately reflects and is knowledgeable about the views and opinions of the community. The city council establishes its collective vision for the future of the community, develops appropriate strategic plans and goals in support of that vision, and provides staff with implementation guidelines and budgetary policies to fulfill the plan.

Typically, this type of strategic thinking and planning takes place at a "weekend retreat," usually facilitated by a consultant.

2. Council-staff directed strategic planning. This process is similar to the one outlined above but places a greater emphasis on staff participation and council-staff interaction during the visioning and goal-setting process. It provides an opportunity for council-staff dialogues and sharing of opinions not readily available in regular council meetings or work sessions. Frequently, councils using this approach take the proposed strategic plan to the community for public input and recommendations.

3. Community-wide informed-consent strategic planning. This approach brings together various leadership elements of the community to frame a common vision for the community and a strategic plan that will guide the efforts of the community toward the attainment of that vision.

This process has been highly popular in those instances where a concerted effort is made to involve all elements of the community, no matter how divergent they may be. The effort can take as long as a year or more to accomplish, but it does offer citizens an opportunity to participate directly in defining the community's future and goals for

community-based projects and undertakings. Usually, this process involves:

- A high degree of community education as to major issues facing the community and the possible options open to it.

- Conducting numerous forums permitting the participation of diverse groups and individuals so that their views can be presented and appreciated.

- Careful staffing of options for their presentation back to the community for evaluation and refinement.

- Consultation services to facilitate communitywide communications and decision-making efforts.

- Facilitation to ensure that all voices in the community have an equal opportunity to present their views, to be respected and appreciated, and to have a role in defining the content of the final community vision and supporting strategic plans.

- Extensive communications so that all parties involved are thoroughly knowledgeable as to what issues are being considered, the options available for addressing these issues, and all other factors that must be taken into consideration for developing a highly productive vision and plan that has a realistic probability of achievement.

A commitment to strategic thinking/planning is an invitation to the community, council, and staff to engage in an active exploration and anticipation of the future and the challenges to be addressed.

- Establishing the means to maintain communitywide enthusiasm in support of the vision and implementation plans to achieve that vision.

- Establishing constructive liaison and collaboration with other governmental and private entities whose participation in the implementation of the strategic plan is essential.

Specific steps for strategic thinking/planning

There are numerous ways to initiate and conduct a strategic thinking/planning (visioning) process. A checklist of common steps includes:

1. Define the reasons for doing it and the processes to be used. A commitment to strategic think-

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Leadership

ing/planning is an invitation to the community, council, and staff to engage in an active exploration and anticipation of the future and the challenges to be addressed. It involves developing consensus and the discipline to implement that consensus without falling to the temptations of short-term political expediency and pressures from specific groups or individuals with agendas inconsistent with the communitywide consensus.

There needs to be a clear understanding of why a strategic thinking/planning effort is being undertaken and the specific approaches to be followed.

2. Define products or benefits. There should be a clear expectation among all parties involved as to what the strategic thinking/planning effort should produce for the community. Possible products include a vision statement, a mission statement, specific goals, and the strategies and operational plans for attaining those goals.

3. Define who should be involved and who is responsible for coordinating the effort. The three strategic planning approaches presented earlier involve different groups of participants ranging from councilmembers to the entire community. Also, the specific roles to be given to participants should be clarified so arguments don't arise. Some participants may have to be part of the consensus decisions; others may be in advisory or facilitator roles.

Coordination is essential, especially for communitywide efforts. In such cases, a steering committee to oversee and orchestrate the process is recommended.

4. Publicize the effort as appropriate. A communitywide visioning process usually needs a theme such as "Vision 2000 and Beyond," a definite schedule of events and meetings, a budget, etc. A council-directed process may involve a weekend retreat with fol-

low-up staff work to prepare vision, mission, and goal statements that are communicated throughout the community as the council's goals and priorities. A communitywide effort requires extensive publicity and on-going communications that keep the community fully informed about the process and progress being made toward a community vision and implementation plans.

5. Facilitate the process. Strategic thinking/planning is an activity dissimilar from normal council-staff-community activities which tend to focus on specific agendas, problems, and other short-term routine matters. When a group is to engage in a strategic thinking/planning effort, it needs to reorient its perspectives and conduct dialogues that yield enlightenment and informed consensus rather than legislative/administrative "win-lose" decisions. A facilitator can guide the process, enhance communications, defuse conflicts, and guide problem solving and decision making.

6. Publicize the outcomes. Any strategic thinking/planning effort should yield, at a minimum:

- A thorough understanding of forces and issues affecting the community and its future—factors and issues to which the genius and power of leadership must be applied lest the community's future be left to happenstance. This activity frequently is referred to as an "environmental scan," but it is much more. It permits identification of those "things that might not ordinarily happen" and "those things which might happen (but may not be desired outcomes)" referenced in Cronin's definition of leadership.

- A vision of what the community wants to be through conscious decision making and dedicated effort.

- A mission statement particularly for the municipal government. What is the purpose of the municipal government—to provide services and enforce regulations or

Extensive publicity is required to keep the community fully informed about the progress being made toward a community vision and implementation plans.

to facilitate a communitywide effort and sharing of resources to achieve the vision? These two concepts are distinctly different.

- Specific goals and implementation strategies for achieving the vision. These goals and strategies provide leadership guidelines for developing operating plans, programs, budgets, etc., so that the community's efforts and resources are focused (rather than dispersed) on achieving the vision.

- Specific management action plans (MAPs) that direct departmental activities and link them to other community and private sector participants as appropriate for fulfilling the vision.

- Monitoring and evaluating the process and outcomes. Tracking results is essential to ensure the effort is working and course corrections are made when warranted or needed.

Good futures don't just happen. They are the result of leaders who define desired futures and invent the ways to make them become reality by involving people, setting definite goals and priorities, and creating the backbone to achieve what the wishbone wants. When Celebration 2000 occurs, many communities will celebrate tangible outcomes and achievements. But the real cause for celebration should be the spirit, will, and foresight certain people demonstrated when they stepped up to the challenge of leadership and made your Community 2000 happen through strategic thinking, planning, and hard work. □

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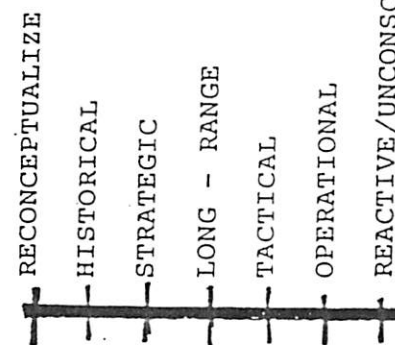


MAJOR

LEADERSHIP CHALLENGES
FOR THE 1990's

1. SEARCH FOR SIMPLICITY.
2. PARTICIPATORY DEMOCRACY - CITIZEN INVOLVEMENT.
3. INCREASED/NEW SERVICES DEMANDS.
4. SOCIAL ISSUE - INFRASTRUCTURE CONFLICTS.
5. FUNDAMENTAL SHIFTS IN
 - * OPERATIONS - CAPITAL
 - * TAX LIMITATIONS (LEGAL AND PSYCHOLOGICAL)
 - * REDUCED SUBSIDIES
 - * TAX COMPETITION
 - * FEE - BASED REVENUES (SEGMENTATION)
 - * DE FACTO "EQUITY" PARTNERSHIPS
 - * ATTITUDE OF MANAGING SCARCITY
6. MANY "POLITICAL ISSUES" REALLY ARE DILEMMAS.
7. SEARCH FOR COMMUNITY/COOPERATION
8. "BOTTOMS UP" DECISION MAKING.
9. SHIFT IN MISSION/ROLES (MAKING THINGS HAPPEN!)
10. ECONOMIC VITALITY.
11. SOLID WASTE UTILITIES.
12. DEPRIVATIZING WATER.
13. GOVERNANCE - MANAGEMENT STRESS/TENSIONS.
14. PERFORMANCE THROUGH PARTNERSHIPS.

LEVELS OF LEADERSHIP
CONSCIOUSNESS



A Time of Assessment and Reexamination

1. Do we have a clear mission statement?
2. What is our vision ?
3. What are the emerging trends and issues affecting the future?
4. Have we consciously chosen a leadership perspective and commitment?
5. Have we defined roles and relationships for effective governance and administration?
6. Do we have goals, strategies, and action plans to manage issues effectively?
7. Do we have sufficient momentum and commitment to achieve inspired performance and leadership/management excellence?
8. Do we demonstrate a sense of stewardship that clearly accepts accountability for the future ?

GOVERNANCE

IDENTIFYING ISSUES, DEVELOPING SOLUTIONS, MOBILIZING COMMITMENT, ALLOCATING RESOURCES, AND ENSURING EFFECTIVE IMPLEMENTATION OF PROPOSED SOLUTIONS.

LEADERSHIP - A PERFORMING ART

"WE DO KNOW THAT LEADERSHIP IS ALL ABOUT MAKING THINGS HAPPEN THAT MIGHT NOT OTHERWISE HAPPEN AND PREVENTING THINGS FROM HAPPENING THAT ORDINARILY MIGHT HAPPEN. IT IS THE PROCESS OF GETTING PEOPLE TO ACHIEVE COMMON GOALS AND ASPIRATIONS. LEADERSHIP IS A PROCESS THAT HELPS PEOPLE TRANSFORM INTENTIONS INTO POSITIVE ACTION, VISIONS INTO REALITY".

Thomas A Cronnin
The Christian Science Monitor
February 16, 1990.

**LOCAL GOVERNANCE:
A PROCESS OF INTEGRATION FOR PERFORMANCE**

By Carl H. Neu, Jr.
Management Consultant and Former Council Member
Lakewood, Colorado

The problems and challenges faced today by many communities will not go away with slogans, wishful thinking, or applying many of the remedies that worked in the past. Strategic issues and forces that vie to shape the destinies of our communities are sufficiently complex and relentless to defy traditional leadership approaches based on experience and street wisdom. Many elected officials and professional managers wisely caught on to this point and turned to strategic planning and goal-setting as practical tools to bring direction to their communities. In fact, in 1982, I co-authored an article* that advocated governance as a process for:

- . Developing a vision of the future
- . Setting community direction and goals
- . Anticipating issues which may affect the community
- . Focusing and solving problems facing the community
- . Providing a policy framework for municipal operations.
- . Monitoring staff performance.
- . Mobilizing community support.
- . Inspiring others to become a part of the city's future

This governance process focused upon the importance of vision, priorities, and popular support. But two new factors are emerging which, if ignored, can contribute to a governing body's progressive inability to master the forces which shape the community's future.

The first factor is the changing nature of the challenges and issues facing local governments. The second factor is the changing role of the governing body both in terms of function (the WHAT of governance) and the means necessary to carry out that function (the HOW of governance).

The nature of the challenges and issues facing local government has changed in several ways:

*"Municipal Governance Challenges of the 1980's," by Carl H. Neu and Lyle Sumek.

1. Many issues have become so complex and ambiguous that the "best and most acceptable" way to manage or resolve them eludes the organization. Examples are mega-issues such as air quality, water, economical mass transit, annexation planning, and reversing the steady deterioration of infrastructure (especially streets).
2. Intergovernmental collaboration and public-private cooperation have become vital components in resolving many issues, especially regional issues.
3. The public has become impatient with government's seeming inability or unwillingness to deal with significant issues that affect quality of life and the community's sense of well-being. Simultaneously, they generally oppose efforts to raise taxes or expand government powers.
4. Closely tied to Items 1 and 3 is a basic change occurring in the economics of the local government enterprise. A greater portion of funds are being absorbed by capital investments designed to benefit and enrich the future. The resulting pressure on operating budgets has led to an expansion of non tax revenues and searches for new tax sources. This trend is aggravated by the growing unpopularity of property taxes and a resultant overdependence on sales taxes.
5. Significant "financial gaps" are occurring from:
 - a. The failure of revenue growth to keep pace with service delivery costs and capital demands
 - b. Declining external revenue sources from federal and state governments
 - c. Emerging "civic wars" and tax base cannibalism among jurisdictional entities
6. Breakdowns in old state-city, county-city, and city-city relationships and agreements are occurring without a deliberate concurrent effort to forge new arrangements.
7. Issue complexity has caused a growing dependence of elected officials upon highly professional staffs and outside experts that, on occasion, intimidate both the elected officials and general public with the forcefulness of their convictions.

All of the above factors plus many more, as shown in Figure 1, represent "forces" impinging upon the organization.

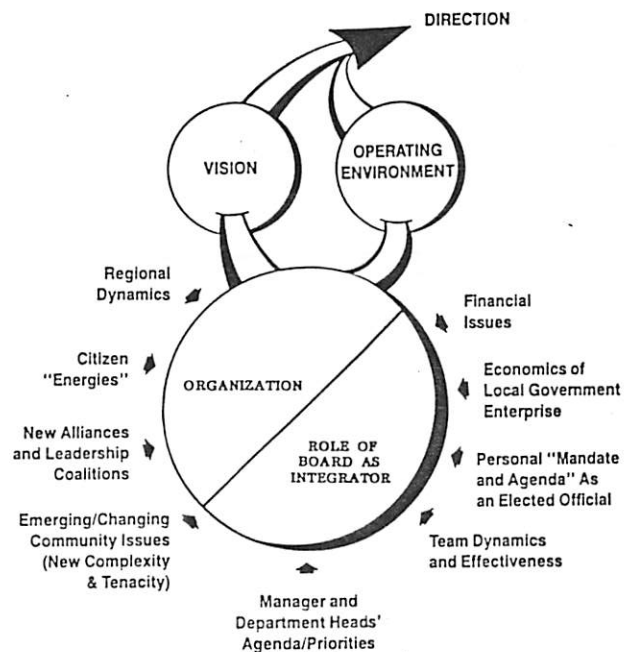


Figure 1: Local Government Equilibrium

Any one or a combination of these forces can knock the organization off equilibrium and send it hurtling aimlessly into the future. Similarly, the forces may compete with or seek to overpower each other. The results of the latter would be changes in organizational behavior and decision-making that yield poor results, and inefficient utilization of resources. Also, this can create the perception that the decision makers are being left behind by events and other players usurping the leadership process.

The predominant role of the governing body now is to take all these "incoming forces" and integrate them into a propelling force that moves the organization forward in a planned and purposeful direction. In county governance, the WHAT of the commissioners' role is to:

- . Recognize fully the presense, purpose, and potential power of each force
- . Achieve a position of balance among the various forces through a process of integration that takes the county in a direction carefully chosen by the board
- . Maximize the capacity of the county to move in the desired direction at a pace that satisfies citizen expectations and adequately meets the challenges facing the county

In local government, the HOW of governance frequently is more important than the WHAT. The manner in which the governing body's role is carried out through performance has to be examined from two perspectives:

1. The governing body functioning as a productive decision-making entity
2. The contribution of each commissioner

Governance is a process of focused leadership that first develops a vision of what the community can/should be; and, secondly, initiates and maintains the actions and popular support necessary to translate that vision into reality. Governance is more than responsive representation; it also is responsible stewardship that protects the quality and vitality of a community in a manner that values its future and creates a sense of expanding well-being among its citizens.

For this reason, the board must recognize, respect, and integrate all the forces impinging upon, and trying to influence, the community's direction and priorities. It achieves this integration by:

1. Defining and communicating a vision of what the board wants the county to become as a result of its leadership actions.
2. Developing a full awareness and appreciation of the operating and economic/political environment in which that vision is to be fulfilled by board and community action.
3. Establishing direction through goals, budgets, and programs that both support attainment of the vision and objectively reflect the realities of the operating environment
4. Providing policies and decision-making guidelines to staffs, boards and commissions, and advisory groups that focus community energies and priorities toward achievement of the vision
5. Constant communication with all citizens to articulate the vision, attain community support and citizen involvement, and foster an atmosphere of trust and confidence in the community's elected leadership
6. Building leadership coalitions with other "power" groups within the community or region who, by combining their forces with the county's, make possible or accelerate attainment of key components of the vision

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The ability of the governing body to function effectively is affected directly by the personal behaviors and "mandate/agenda" of each member. It is logical to expect that each member will have a personal agenda of priority items he/she wishes accomplished. But the legitimacy of these items will be validated by the degree they support the board's collective vision and goals.

This necessitates negotiation, compromise, and cooperation to align the board's collective vision and each board member's personal agenda. Board-member behaviors that work toward and sustain consensus, therefore, become a vital part of the governance process. If individual members resort to behaviors that frustrate collective decisions based upon a process of majority rule, the board becomes vulnerable to having the community's direction set by one of the impinging forces shown in Figure 1. Governance is a process dependent upon team-oriented actions that empower the governing body to operate as a cohesive force capable of defining and achieving direction through combined effort and commitment. The latter are obtained through informed debate, constructive individual behaviors, and respect for the validity of the majority decision.

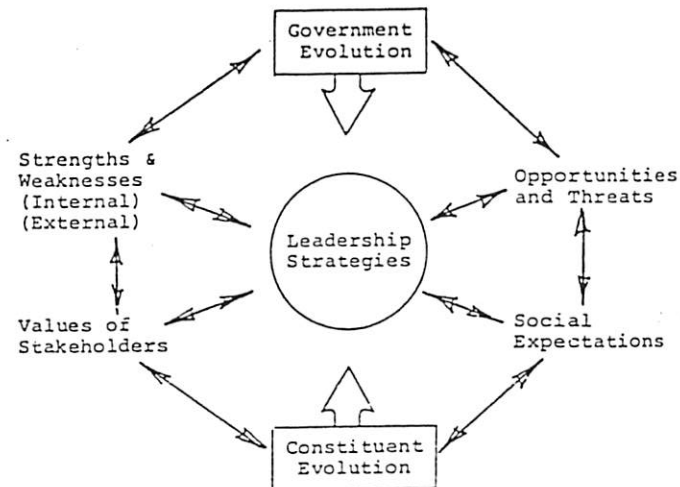
Local governance is a process for the integration of potentially conflicting energies that must be harnessed and aligned to go in directions that benefit the community's future. The role of integrator of these energies belongs to the board of commissioners. The quality of its performance in carrying out this role is determined by its ability to act as an effective governing body and the supportive contribution and behaviors of each board member.

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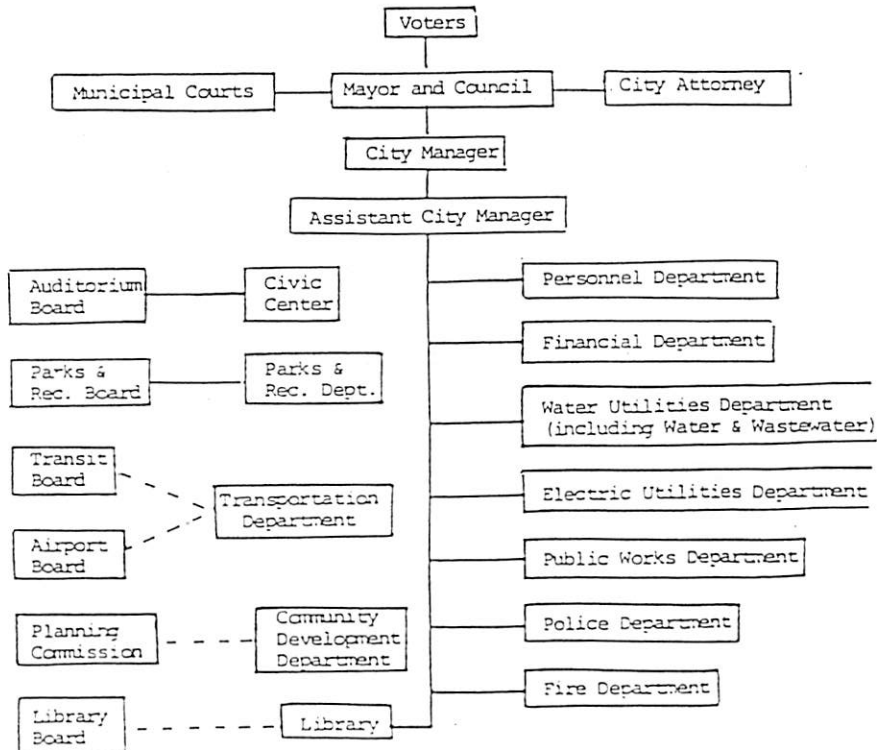
CITY OF WESTWOOD

Background

The City of Westwood is a city of 50,000 people. The council-city manager form of government has been operating successfully for many years. The mayor and city council are elected at large for two-year terms.

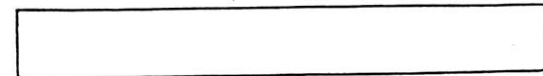
1. City Organization

The City of Westwood is organized as follows:



THE PLAYERS
(Crisis Meeting)

City Manager Ed Carter Mayor Major Benson City Attorney



Council-member LACEY

Council-member DEWEY

Council-member SPIERS

Council-member MASTERS

Council-member WRIGHT

Council-member MORENO

ARENA 4: Performance

Situation 1: Observation/Form (Individual)

1. Based upon what you have seen, how effective would you rate the city team?

Please circle your rating.

1 2 3 4 5

Ineffective

Effective

2. Identify factors and behaviors promoting council effectiveness:

3. Identify factors and behaviors blocking council effectiveness:

4. Identify potential consequences:

TEAM

1. HOW DO WE MAKE DECISIONS ?
2. HOW DO WE DEFINE ROLES & RELATIONSHIPS ?
3. HOW DO WE ADDRESS OUR DIFFERENCES ?
4. HOW DO WE ESTABLISH OUR GOALS ?
5. HOW DO WE EVALUATE OUR PERFORMANCE ?

GOVERNMENT AS A TEAM

1. Aspects of a Team

- . Goals
- . Sense of purpose
- . Clearly defined roles and relationships
- . Trust - communication
- . Life cycle (seasons)
- . Arenas
- . Shared leadership
- . Evaluation
- . Performance improvement
- . A subordinate goal

2. Goals

Goals are what the governance team is striving for. Goals are important to any team for the following reasons:

- . Goals provide a future direction for the community.
- . Goals assist in building the commitment of the community, local elected officials, and staff to some future image of the community.
- . Goals provide a foundation for accountability and performance.
- . Goals define program direction and service levels for the community.
- . Goals assist in the mobilization of people and resources, since there is a clearly-defined desired end.
- . Goals provide a sharing of power with the realization that neither the local elected officials nor administrative staff can achieve the goal alone.

Goals are the means by which the staff and board team set the future course of action for the community organization. The interaction of the team will ultimately determine whether the organization will or will not be able to achieve its goal. Each goal has two dimensions.

The first is time. Goals should address both the immediate and future needs of the community. They should help the board-staff team make short-term decisions that produce long-term benefits for the community.

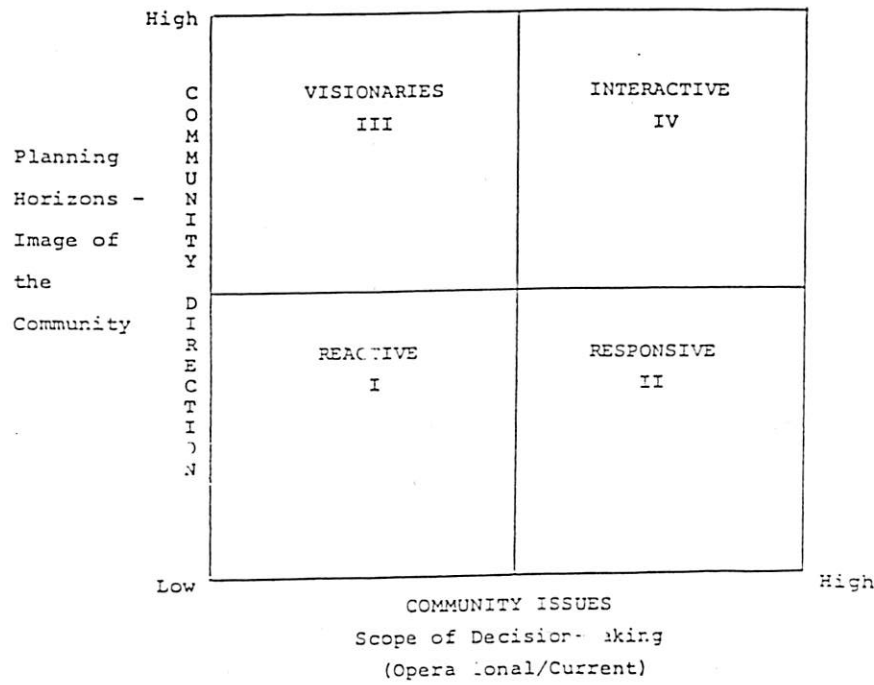
The second dimension is scope, which has two components: the degree to which the issue is understood by team members, and whether all elements have been considered.

Every goal incorporates these dimensions. The effectiveness of the goal is determined by the degree of consideration given to the issue and the quality of the goals-establishing process.

3. Team Life Cycle

4. Team Arenas

Figure 1



TEAM - TEAMWORK

1. ASPECTS OR ELEMENTS OF TEAM:
 - .SENSE OF PURPOSE
 - .GOALS
 - .CLEARLY DEFINED ROLES AND WORKING RELATIONSHIPS
 - .TRUST
 - .COMMUNICATIONS
 - .SHARED LEADERSHIP
 - .EVALUATION
 - .PLANNED PERFORMANCE IMPROVEMENT
 - .PHILOSOPHY OF WINNING
 - .CONTRIBUTING SUPPORTING BEHAVIORS
 - .UTILIZING GROUP GENIUS
 - .CELEBRATION

2. *Building Performance Partnerships*

Figure 3

ARENAS FOR GOVERNING BODY-STAFF TEAMWORK

Arena	Goal-Setting	Exploration & Analysis	Disposition	Performance
Purposes	<ul style="list-style-type: none"> . Direction . Guidelines for: <ul style="list-style-type: none"> - Community - Services - Action 	<ul style="list-style-type: none"> . Problem identification & strategies for solving/handling . Commitment 	<ul style="list-style-type: none"> . "Public" decisions . Mobilization of support . "Official" action 	<ul style="list-style-type: none"> . Staff response (performance) . Goal achievement . Policy implementation . Monitor status
Local Points	<ul style="list-style-type: none"> . Values (agreements and differences) . Evaluation of: <ul style="list-style-type: none"> - Needs - Performance . Expectations for future 	<ul style="list-style-type: none"> . Problem-solving . Sorting of options . Strategy 	<ul style="list-style-type: none"> . Ratification . Psychological 	<ul style="list-style-type: none"> . Performance (results achieved) . Adjustments
Key Characteristics	<ul style="list-style-type: none"> . Informal interactions . Options (sharing) . Value negotiation . Avoidance of process due to difficulty 	<ul style="list-style-type: none"> . Governing body-staff work sessions . Search for alternatives . Questioning and testing of ideas . Trading-negotiating . Building compromises or consensus 	<ul style="list-style-type: none"> . Formal hearing and meetings . Public input and involvement . High visibility . Pressure from groups 	<ul style="list-style-type: none"> . Never takes place (systematically) . Crisis-oriented . Disjointed approaches monitoring - responding to pressure . Avoidance

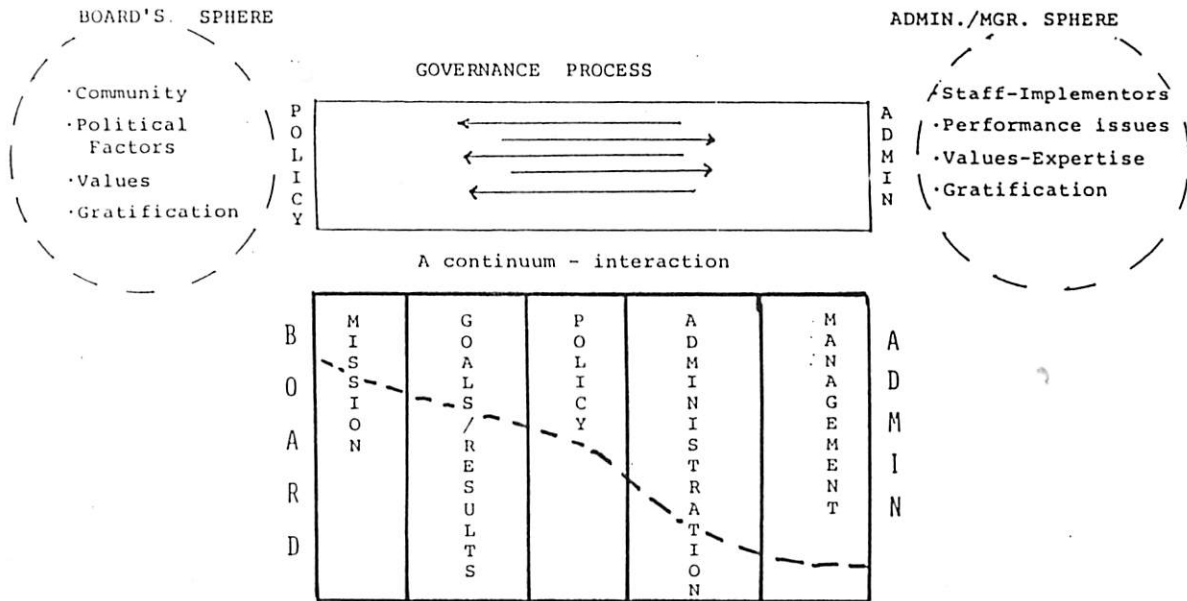
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Figure 2

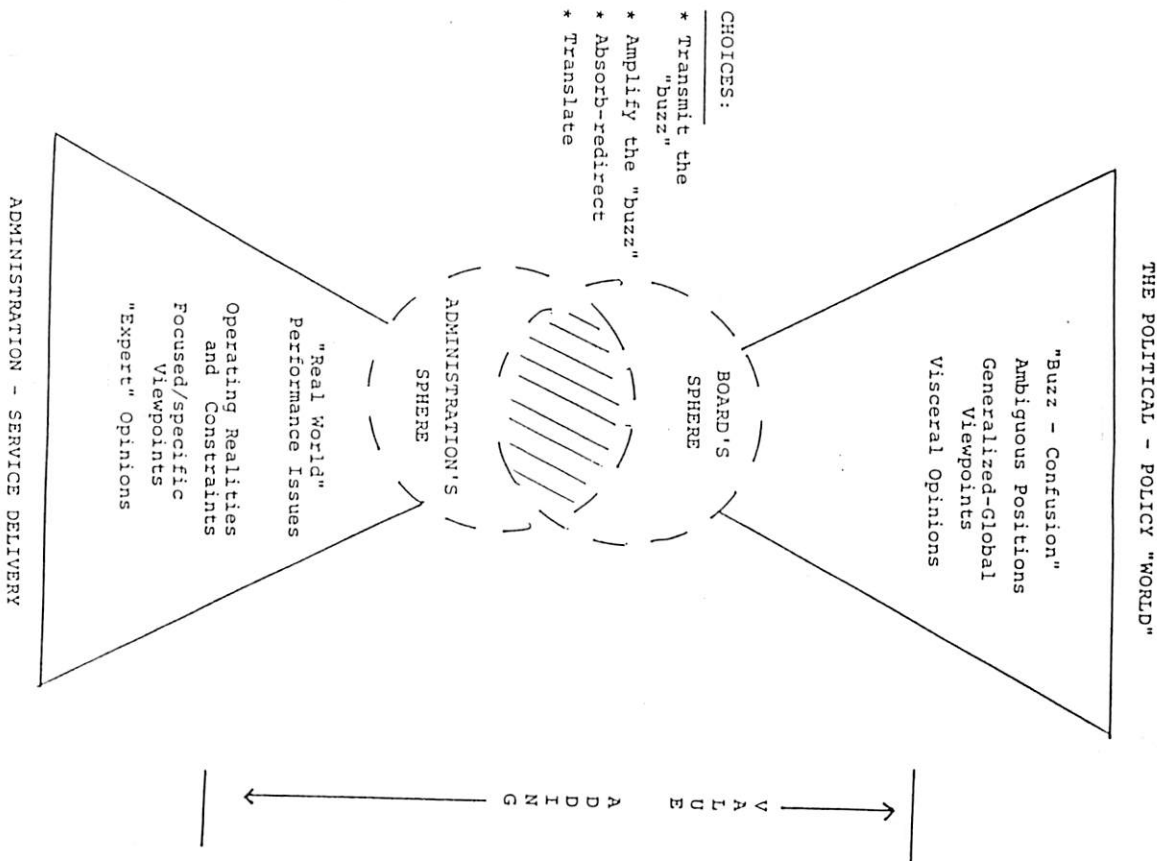
TEAM'S SEASON: LIFE CYCLE OF A GOVERNING BODY-STAFF TEAM

Phase/Component	Infancy	Action	Survival	Legacy
Aim	<ul style="list-style-type: none"> . Lay foundation 	<ul style="list-style-type: none"> . Action toward goals 	<ul style="list-style-type: none"> . Re-election or leave gracefully 	<ul style="list-style-type: none"> . Leave with action ----- . Pass time
Characteristics	<ul style="list-style-type: none"> . Exposure . Gaining knowledge . Clarifying relationships . Information exchange 	<ul style="list-style-type: none"> . Realistic expectations . Trust . Community-wide view . Evaluation with corrective action . Ownership . Analysis of issues 	<ul style="list-style-type: none"> . Avoidance of issue . Concern for election . Less trust . Focus on visible issues or minutia 	<ul style="list-style-type: none"> . "Wait and see" attitude ----- . Confrontation
Behavior	<ul style="list-style-type: none"> . Avoidance of conflict . Dependency . Reaction to pressures . Decision without analysis 	<ul style="list-style-type: none"> . Collaboration with staff . Sharing responsibilities . Mobilization of support 	<ul style="list-style-type: none"> . Personal attacks . Posturing . Dropping out . Seeking out pressure group 	<ul style="list-style-type: none"> . Dropping out ----- . Collaboration with staff
Implications	<ul style="list-style-type: none"> . Decision recycling . Unfulfilled expectations . Inconsistency 	<ul style="list-style-type: none"> . Action on issues . Separation of community and citizens 	<ul style="list-style-type: none"> . Unpredictability . Tunnel vision . Reactive to pressure 	<ul style="list-style-type: none"> . No action significant

25.



28.



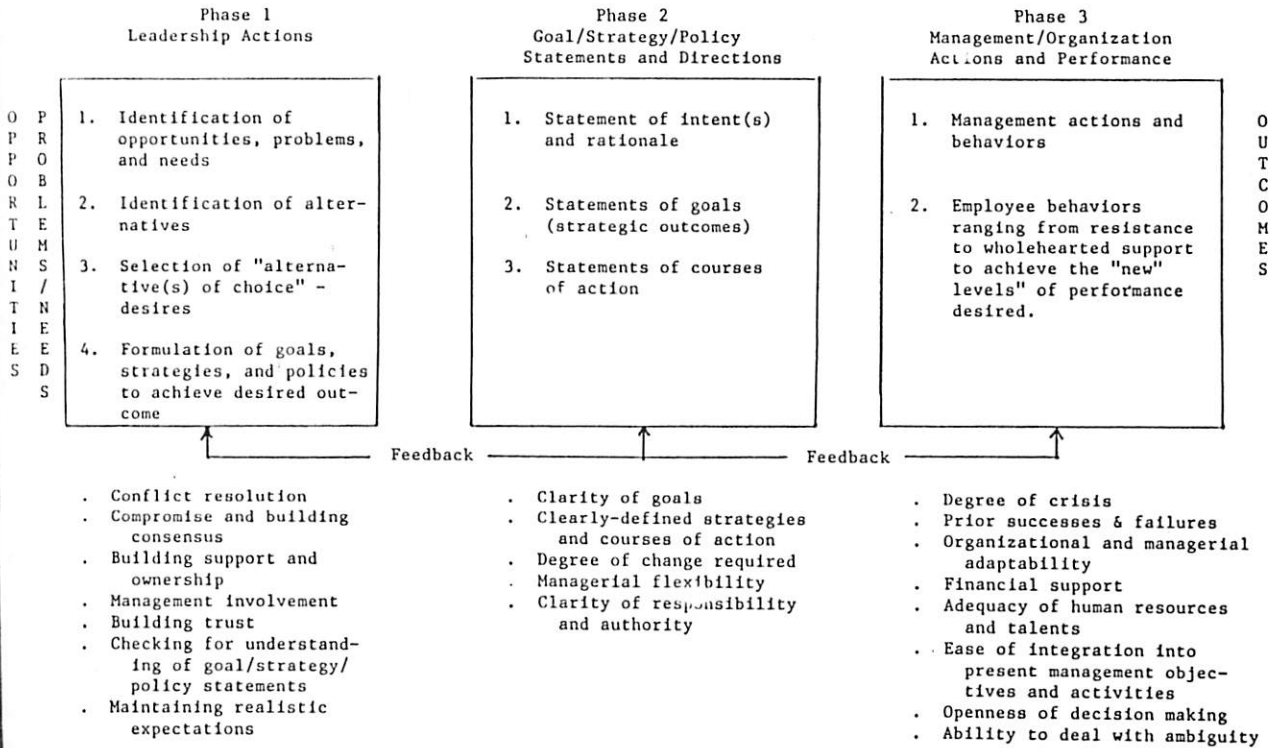
ROLES OF KEY PLAYERS

FUNCTION (WHAT)	PERFORMANCE (HOW)
1. Board President:	
2. Boardmembers:	
3. Manager:	
4. Key Staff:	
5. Others:	

ELEMENTS OF "ROLE"

1. FUNCTION (What)
2. PERFORMANCE (How by the incumbent)
3. Expectation (Your desires)
4. Satisfaction (The degree to which your desires are fulfilled)

PHASES IN THE PROCESS OF TRANSFORMING
LEADERSHIP DIRECTION INTO MANAGERIAL/ORGANIZATIONAL PERFORMANCE

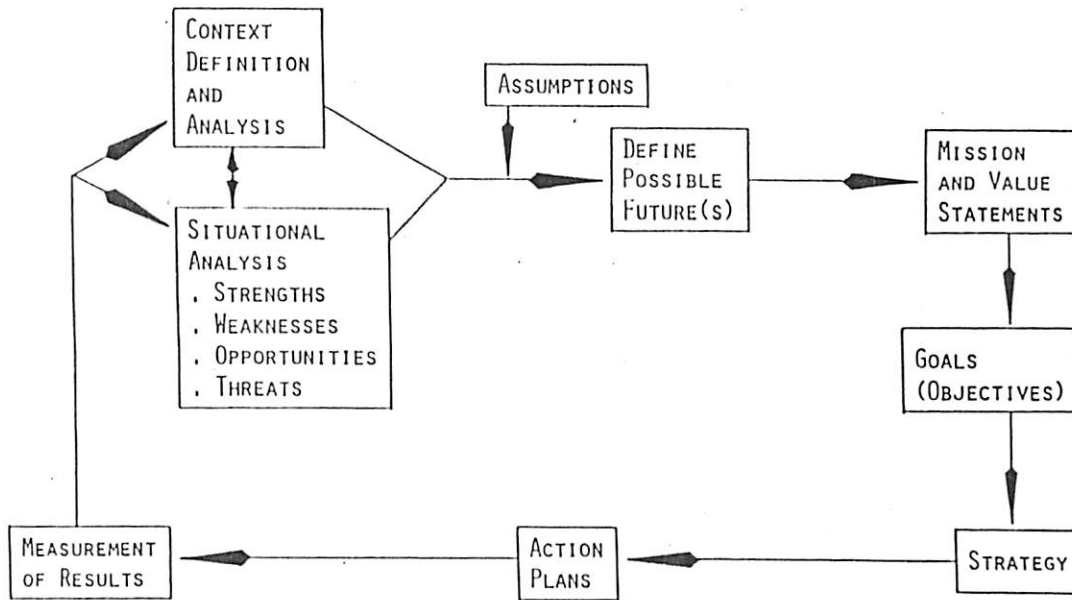


GETTING TO YES
Negotiating Agreement without Giving In
Don't Bargain Over Positions

PROBLEM	Should You Play?	SOLUTION
<p>SOFT</p> <p>Participants are friends.</p> <p>The goal is agreement.</p> <p>Make concessions to cultivate the relationship.</p> <p>Be soft on the people and the problem.</p> <p>Trust others.</p> <p>Change your position easily.</p> <p>Make offers.</p> <p>Disclose your bottom line.</p> <p>Accept one-sided losses to reach agreement.</p> <p>Search for the single answer: the one <i>they</i> will accept.</p> <p>Insist on agreement.</p> <p>Try to avoid a context of will.</p> <p>Yield to pressure.</p>	<p>HARD</p> <p>Participants are adversaries.</p> <p>The goal is victory.</p> <p>Demand concessions as a condition of the relationship.</p> <p>Be hard on the problem and the people.</p> <p>Distrust others.</p> <p>Dig in to your position.</p> <p>Make threats.</p> <p>Mislead as to your bottom line.</p> <p>Demand one-sided gains as the price of agreement.</p> <p>Search for the single answer: the one <i>you</i> will accept.</p> <p>Insist on your position.</p> <p>Try to win a context of will.</p> <p>Apply pressure.</p>	<p>PRINCIPLED</p> <p>Participants are problem-solvers.</p> <p>The goal is a wise outcome reached efficiently and amicably.</p> <p>Separate the people from the problem.</p> <p>Be soft on the people, hard on the problem.</p> <p>Proceed independent of trust.</p> <p>Focus on interests, not positions.</p> <p>Explore interests.</p> <p>Avoid having a bottom line.</p> <p>Invent options for mutual gain.</p> <p>Develop multiple options to choose from; decide later.</p> <p>Insist on using objective criteria.</p> <p>Try to reach a result based on standards independent of will.</p> <p>Reason and be open to reasons; yield to principle, not pressure.</p>

From *Getting to Yes* by Roger Fisher & William Ury

A STRATEGIC PLANNING MODEL



THE FOUR R's OF GOVERNMENT:

- . RESPONSIBILITY
- . RESPONSIVENESS
- . RE-ELECTION
- . REALITY

- . WHERE ARE WE?
- . WHERE DO WE WANT TO GO?
- . HOW WILL WE GET THERE?
- . HOW WILL WE KNOW WE ARE ON/OFF COURSE?
- . HOW WILL WE HAVE TO ACT/THINK DIFFERENTLY?

CRITICAL LEADERSHIP
FACTORS

1. MISSION
2. VISION
3. TRENDS / ISSUES
4. LEADERSHIP PERSPECTIVES
5. ROLES & RELATIONSHIPS
6. GOALS & M.A.P.S
7. COMMITMENT
8. STEWARDSHIP

LOCAL GOVERNMENT: A NEW WORKING ORDER

By Carl H. Neu, Jr.
Management Consultant and Former City Council Member
Lakewood, Colorado

A subtle and pervasive revolution is taking place in this country. This revolution affects the future of government at all levels, particularly local government.

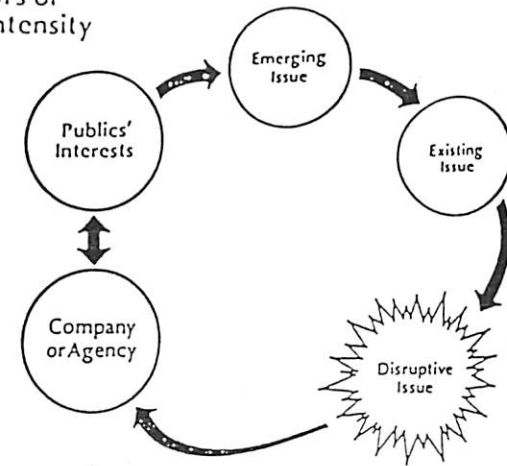
"From representative government to participatory democracy." John Naisbitt, in his best-selling book, *Megatrends*, clearly identified this key social trend and predicted it would revolutionize local government throughout America. It has; and in the process, it has also altered the role of elected bodies such as city councils and county commissions. They are no longer primarily "representatives" and decision-makers; they have become catalysts for building consensus and coalitions for change.

Representative government, in which key decisions affecting communities' futures are made by elected leaders, is becoming a myth. Representative bodies were chosen to represent electors; decide crucial issues; and set the rules, policies, and laws that guided a community. Today, people who are affected by a decision are becoming progressively more intolerant of not being a direct part of the decision-making process.

Electors have come to realize that the 4R's of politics - responsiveness, responsibility, reality, and reelection - weren't always balanced in the best long-term interest of the taxpayer. In theory, elected officials are supposed to articulate and respond to voter viewpoints. However, issues have become more complex and risky from a voter's point of view. Major capital and infrastructure projects, as well as new government policies and regulations, can inflate taxpayers' living costs and "mortgage" their incomes through higher taxes. This is more true now than ever as the "easy money" from Washington to underwrite local ambitions. Electors are coming to realize that he or she is not best served by elected officials whose priority is reelection rather than the responsible advancement of constituents' long-term interests.

The new working order represents a partnership between elected and elector that emphasizes education and communication as a forerunner to action. The recent emphasis on communication by mayors and councils in many cities is symptomatic of this phenomenon. City-wide and ward communication meetings; neighborhood referral processes; and "town meeting" discussions on critical issues such as housing density, land use, community goals, sales tax rates, etc., all reflect consciousness of this trend and its effect on vital community decision-making processes.

Indicators of Issue Intensity



Emerging Issue	Existing Issue	Disruptive Issue
<ul style="list-style-type: none"> • Explicit Feelings • Numerous Options • Phone Calls • Letters • No Response • Local Involvement • Informal Discussions • Grassroots Awareness • Network Awareness • Legitimate Questions • Uncertainty, Doubt • Increased Anxiety • Project Threat 	<ul style="list-style-type: none"> • Intensified Feelings • Outside Involvement • Leadership Involvement • Media Coverage • Personal Time Loss • Rumors • Increased Project Costs • Hardening of Positions • Options Narrowed • Demands • Exaggeration • Ownership of Issues • Polarization of Ideas • Coalition Building • Appeals to Higher Authority • Legal Involvement • Stalled Projects 	<ul style="list-style-type: none"> • Feelings of Failure • Feelings of Crisis • Emergence of Hardliners • Polarization of People • Loss of Cooperation • Loss of Creativity • Involvement of High-Level Managers • Coalitions Formed • Loss of Futures • Outside Intervention • Legal Intervention • Litigation • Legislation • Loss of Options • Stalemate • Legal Costs • Loss of Power • Media Campaigns • Civil Disobedience • Reallocation of Resources • Loss of Credibility • Imposed Sanctions • Project Postponed or Cancelled

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Frequently, communities focus their energies on "false issues" that really mask the underlying problems that must be addressed. An example is growth. It is a fact that many communities caught up in the growth issue have really had little growth during the last decade. But during that time, they have experienced a process of continuous change in family structures, economic activities, demographic mix, neighborhood composition, and land use and reuse.

It is this process of change that raises many of the strategic issues that face communities: land use, drainage, sales tax increases, transportation, economic vitality, and various other programs of interest to citizens. These issues, more and more, are being resolved at the grassroots level by citizen and neighborhood coalitions rather than through formal decision-making systems.

The role of the elected official in the new working order is to:

- . Identify and focus issues that need to be addressed
- . Facilitate sharing of information, communication, and education of electors on relevant issues
- . Develop consensus on appropriate actions
- . Ratify the emergent consensus through legislative action
- . Implement programs, policies, and projects created by the legislative action
- . Maintain support for the action taken

If the historical representative government process imposes a decision upon an elector prematurely, it can cause unnecessary confrontations and polarization. The elector-citizen resorts to initiative, referendum, judicial action, or recall in order to impose his or her will upon the elected body. If this body persists in forcing the issue, electors can, and do, force elections to modify charters or change the form of government.

This revolution in public decision-making literally is turning the traditional governing process upside down. The effect:

1. It has served to make the governing process more democratic.
2. Citizens (electors) have learned to circumvent the legislative process and decide issues directly.
3. Elected officials now must focus their energies on sensing vital issues, formulating informed consensus, and enabling implementation of that consensus.
4. The power of the populace to make crucial decisions directly will continue to increase, and there will be a concurrent decrease in the power of legislative bodies.

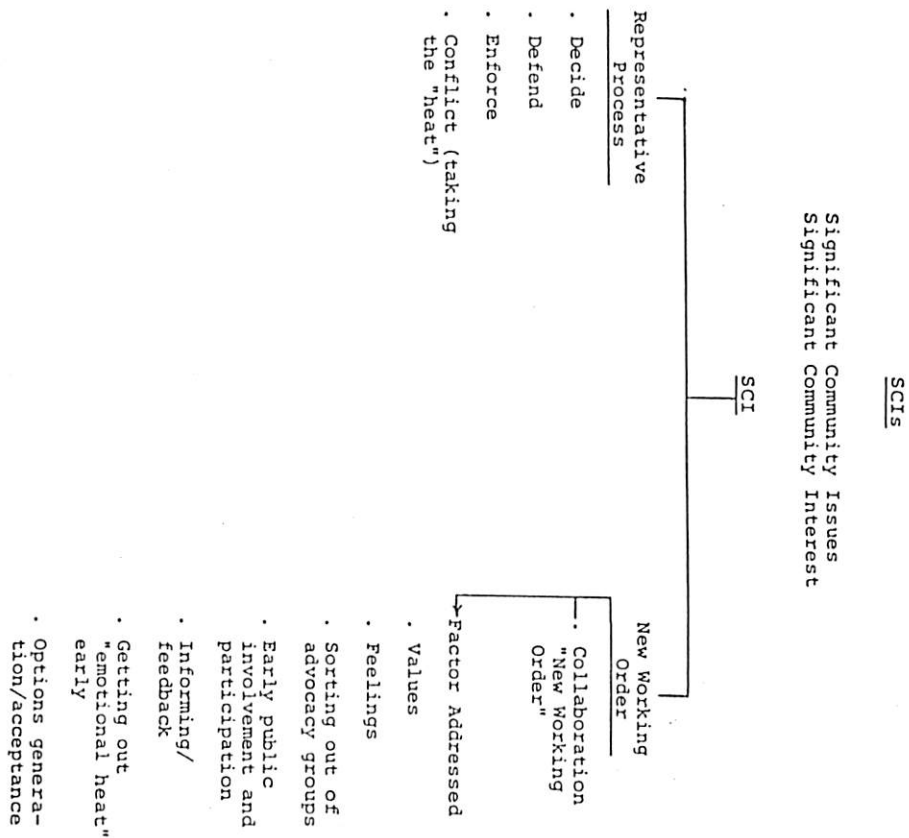
5. The elector will display more caution and skepticism over issues involving major capital commitments and quality of life. This caution and skepticism will be misread, by some elected officials, as resistance rather than a natural consequence of the new working order.
6. Effectiveness as elected officials will depend on skills that advance the new working order in the true interest of the elector.
7. Elected officials will spend most of their time outside the council chambers and board rooms in forums that stimulate communication and consensus-building - forums that take the elected to the elector.

The new leader is a courageous, insightful facilitator that helps his or her followers discover avenues that advance their true long-term interests. The old elected leader frequently was an order giver, especially in those cases where the illusion of a mandate existed. That is the way it was, but it is not the way it will be.

Table 11. What Local Officials Can Do to Foster Collaboration.

- identify and focus issues that need to be addressed
- facilitate sharing of information
- act as a convener of divergent opinions and groups
- facilitate development of consensus on the community vision
- ratify the emergent consensus through legislative action
- oversee implementation of programs, policies, and projects resulting from consensus agreements
- maintain support for the vision and actions taken

Adapted from Neu (1988).



A GOAL - SETTING PROCESS

There are a number of approaches to conducting goal-setting sessions for a community. A particular approach, that has proven to be very popular, is designed to address the following key areas:

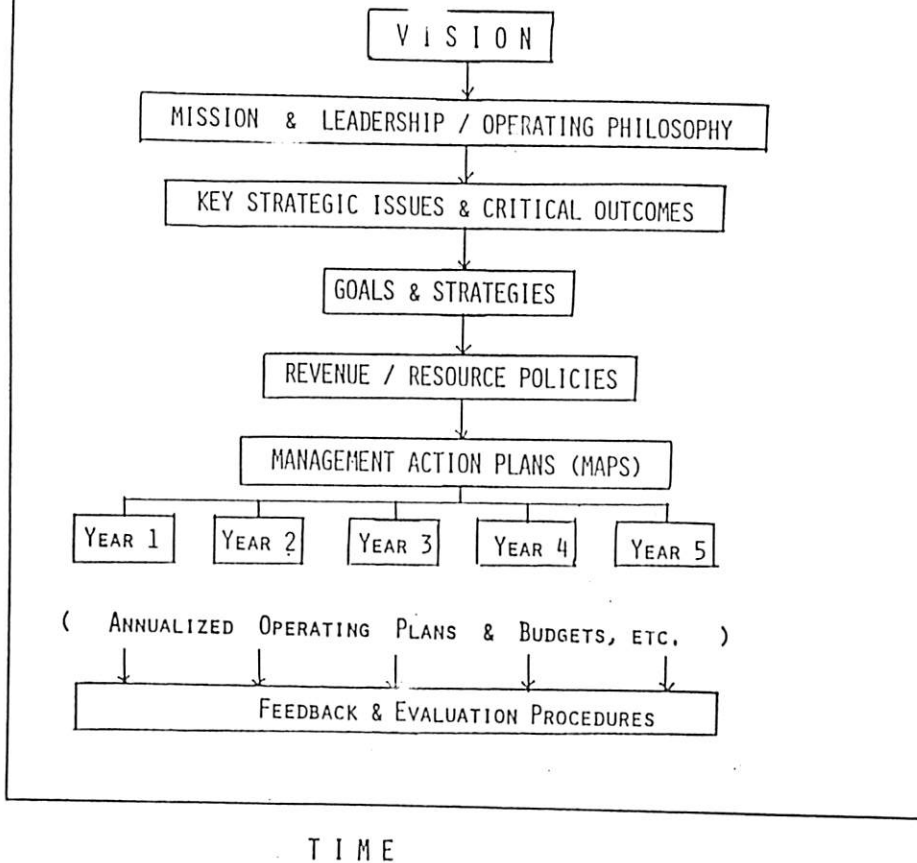
1. Definition of a strategic vision for the community which serves as the basis for goal-setting and performance-planning to be used by the governing body and the administrative staff.
2. Identification of major "consensus points" held by a majority of the governing body relative to its vision for the future of the community.
3. Identification of critical issues and strategic performance factors which are the "destiny shapers" of the community. These critical issues and strategic performance factors generally represent areas that must be addressed or managed by the governing body and the city's executive team if the community is to attain its vision for the future.
4. Defining specific outcomes that the council wishes to achieve relative to each of the critical issues and strategic performance factors. Once these specific outcomes have been defined, a careful identification needs to be made of all forces and factors working "for" and "against" attainment of these critical outcomes by the governing body, the city administration, and other leadership groups within the community that can contribute to the attainment of these specific outcomes.
5. Establishing specific performance goals that will lead to the attainment of the desired outcome and define general policies, leadership directions, and performance priorities.
6. Establishing revenue and resource allocation policies to ensure the continuous availability of the necessary resources to achieve specific performance goals established by the council.
7. Assigning, if appropriate, specific responsibilities that must exist within the council, between council and the administrative staff, within the administrative staff, and between the city and other significant leadership groups throughout the community if each of the goals is to be achieved.

REINVENTING GOVERNMENT

Osborne & Gabler

Introduction: An American *Perestroika*

- 1 Catalytic Government:
Steering Rather Than Rowing
- 2 Community-Owned Government:
Empowering Rather Than Serving
- 3 Competitive Government:
Injecting Competition into
Service Delivery
- 4 Mission-Driven Government:
Transforming Rule-Driven
Organizations
- 5 Results-Oriented Government:
Funding Outcomes, Not Inputs
- 6 Customer-Driven Government:
Meeting the Needs of the Customer,
Not the Bureaucracy
- 7 Enterprising Government:
Earning Rather Than Spending
- 8 Anticipatory Government:
Prevention Rather Than Cure
- 9 Decentralized Government:
From Hierarchy to Participation
and Teamwork
- 10 Market-Oriented Government:
Leveraging Change Through
the Market



44.

8. Establishing for each goal a set of annualized performance objectives and supporting Management Action Plans (MAPs) designed to ensure achievement of community-wide goals in a systematic manner that guides operating programs and priorities for the council and administrative staff.
9. Establishing a goal-management and monitoring process which permits the governing body and administrative staff to have a comprehensive and coordinated view of all of its strategic, tactical, and operational efforts.
10. Identification of "breakthrough leadership targets" which reflect significant issues that do not seem to lend themselves to traditional decision-making practices and administrative procedures. These issues, frequently, are really ones that require extraordinary insight and commitment for their resolution. As such, these issues require whole new levels of thinking and perspective which must be integrated back into the goal-setting and MAP-ping process.
11. Conducting an initial assessment of the current quality and extent of governing body-administrative staff teamwork essential for goal achievement. Frequently, a community will have an outstanding set of goals and supporting objectives. However, difficulties may arise in the implementation phases due to factors reflecting the level and quality of teamwork existing between groups that must work in a collaborative manner.
12. Establishing communications processes through which the critical issues, specific performance outcomes, goals, and MAPs are communicated throughout the community so that all leadership groups and citizens have a full appreciation for the direction the city is taking and the role they have in the achievement of its goals.

GOAL NO. 1 - SOCIAL, CULTURAL, AESTHETIC

The City will assume a leadership role in cooperation with other agencies to develop programs which will improve the physical, social, and cultural environment of the City.

STRATEGY:

Through coordinating the efforts of various groups, establish community standards and programs for the physical, social, and cultural environments.

REVENUE/RESOURCE POLICY:

The resources currently budgeted by the City are adequate to pursue this goal.

MANAGEMENT ACTION PLAN - 1990

PERFORMANCE OBJECTIVES:

1. Staff will define maintenance/aesthetic standards for all property classes by December 31, 1990.
2. The City Council shall establish a Task Force of relevant agencies for the purpose of evaluating the City's social and cultural environment.

ACTION STEPS:

1. Community Development and Legal Departments shall review ordinances affecting property maintenance and aesthetics by year end.
2. Community Development and Legal Departments shall draft recommendations for ordinance and policy changes related to property maintenance and aesthetics by year end.
3. Identify all relevant groups to be included in pursuit of goal.
4. Staff develop a community beautification program by year end, including recommendations on incentives and a public relations component.
5. Assign staff to organize a City-hosted event initiating the steering committee effort to study/evaluate the social and cultural environment needs.
7. Set up a cooperative effort with property managers to establish standards specifically for multi-family housing.



MEMORANDUM

July 11, 1990

TO WHOM IT MAY CONCERN

FROM: Craig R. Rapp, City Manager

SUBJECT: 1990-1991 Goals and Objectives

Attached are the goals as identified by the City Council. City staff and City Councilmembers have gone through the process of developing the action plans and have prioritized the goals in the following manner:

<u>PRIORITY</u>	<u>GOAL DESCRIPTION</u>
1	Social, Cultural, Aesthetic
2	Public Facilities Plan
3	Highway 610 Started by 1997
4	Integrated MIS
5	5-Year Financial Plan
6	Excellence in Service
7	Coord. Dev./Redev./External Marketing
8	Communication Strategy

Each of the above goals are dependent on each other and on the budget. Some goals are in the process now; others will not happen unless we make them happen. Accomplishing the "high" rankings will enhance and also help accomplish certain other goals with a lower ranking. Five-year Financial Plan and Excellence in Service were both given a 5 priority rating by staff, but for the sake of avoiding confusion, I have listed them as Priority 5 and 6. Rankings are based on the information we have today, and the purpose is to help in the management of time and resources.

SPECIAL DISTRICT ASSOCIATION OF COLORADO

1992 SDA WORKSHOPS

AGENDA

"Trends and Forces Affecting
Special District Leadership
Performance"

Critical Elements of Effective
Leadership Performance:

- Board Member Behaviors
- Quality of Interaction Among Board Members
- Respect For Roles
- A Shared Sense of Purpose and Commitment
- Good Interaction and Decision Making Skills

Board Member - Constituent
Relationships

Board Member - District Staff

Effective Teamwork and
Communications

Goal-Oriented Leadership

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1991 PERFORMANCE OBJECTIVES

1. Adopt ordinance and policy changes consistent with defined maintenance aesthetic standards.
2. Implement plan to improve condition of identified "high need" areas.
3. Implement a community beautification program as proposed by staff and adopted by City Council.
4. Implement recommendations of task forces on improvements to the social and cultural environment of the City.

ACTION STEPS:

1. Prepare staff reports and hold meetings with City Council to review and consider ordinance/policy changes to maintenance/aesthetic standards.
2. Hold Council review sessions with task forces to determine appropriate plans for implementation.
3. Assign staff to coordinate each plan/program to be implemented.
4. Hold public information meeting to inform community about proposals.
5. Prepare budgets/funding requests to support proposed new programs.

STAFF RESPONSIBILITIES:

Same as 1990

BUDGET:

Depends on 1990 recommendations; probably additional funds beyond 1991 budget will be needed.

EVALUATION CRITERIA:

Same as 1990; however, specific criteria should be developed for each new program/plan recommended.