

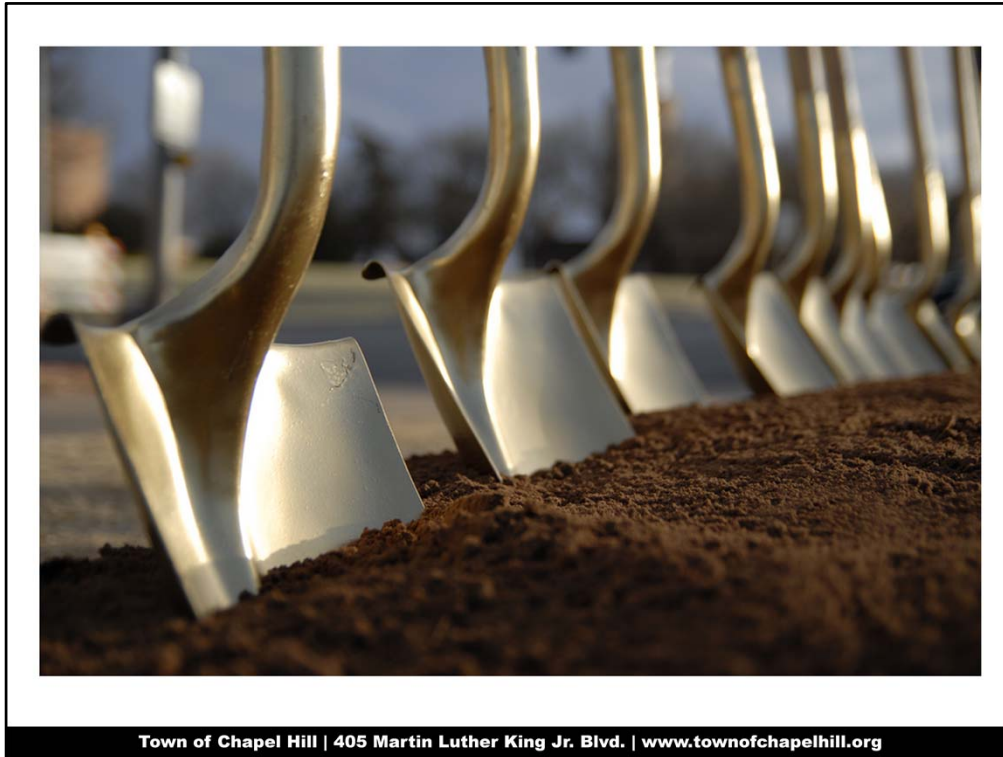


# **The Quest for Good Governance: Imagining a New Decision Making System**

**May 2013**

Council Committee on Boards and Commissions

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This presentation is the starting point for what is going to be an important conversation between community stakeholders and the Town Council about what kind of advisory board system will best assist the Council in making good decisions that reflect the community's values.

This presentation is not intended to provide every detail of how that system would work or answer every question that community members may have, but rather it is intended to begin the conversation by providing the community the same information that Council has received and inviting the community to participate in the discussion that will be held over the summer.

This presentation is divided into three parts: First there is a brief overview of the Committee's charge, and the work and research that was completed in 2012; Second the Committee's thinking around the foundation of our Advisory Board system; and Third the first step in a proposed recommendation and next steps.

2010	<ul style="list-style-type: none"> <li>• Council establishes Council goal to define roles and responsibilities for advisory boards</li> <li>• Council establishes Council Committee on Boards and Commissions</li> </ul>
<hr/>	
2011	<ul style="list-style-type: none"> <li>• Community participation coordinator hired</li> <li>• Advisory board members and staff liaisons surveyed</li> <li>• First Mayor's breakfast for advisory board officers</li> <li>• First training session for advisory board members</li> <li>• Single developer presentation pilot begun</li> <li>• Chapel Hill 2020 begun</li> </ul>
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Not everyone may realise, but this project actually began in 2010 when the Town Council created a Council goal to define roles and responsibilities for advisory boards as well as a Council committee to guide this work.

Since then, the Town has continued to take a series of steps to support this work including hiring a community participation coordinator, creating training opportunities for staff and advisory board members and piloting alternative methods of presenting development information to advisory boards.

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- Single developer presentation pilot report submitted to Council
- Chapel Hill 2020 plan adopted
- 2<sup>nd</sup> annual Mayor's breakfast for advisory board officers
- 2<sup>nd</sup> annual training session for advisory board members
- UNC School of Government hired to assist with advisory board research and begins work

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- UNC School of Government submit research findings report to Council Committee
- Council Committee presents overview of report to Council at retreat
- Council Committee meets regularly February to May and presents Phase I plan at Council Work Session

# People Involved

## Council Committee

- Matt Czajkowski (2010-2013)
- Donna Bell (2010-2011)
- Laurin Easthom(2011-2013)
- Gene Pease (2012-2013)

## Advisory Board Members

## Town Staff

## UNC School of Government

## **UNC SOG & CaPA Research Report**

### **Purpose:**

- To understand how advisory boards are currently operating and identify opportunities for improvement

### **Data Sources:**

- 2012 Surveys: Council Members, Advisory Board Members (76) and Staff (66)
- Workshops (three sessions)
- Document Review

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A big piece of this project has been the research conducted by the UNC School of Government and CaPA (Communications and Public Affairs Town staff). The report looked at three data sets; surveys, workshops and a extensive document review.

## Document Review List

- Table of Advisory Boards' Enabling Legislation
- Council Procedure Manual Section II.D. Council Appointed Boards and Commissions
- Table of Advisory Board Charges
- Table of New Member Orientation Processes
- Agendas and Evaluation of Annual Advisory Board Trainings 2011-2012
- Status Report on FY2011-2012 Advisory Board Priorities
- Status Report on FY2012-2013 Advisory Board Priorities
- Review of FY2010-2011 and FY2011-2012 Advisory Board Minutes
- Report on Single Developer Review Presentation May 2012
- Staff Liaison Role Description

## Key Finding Areas

Clarity of  
Purpose &  
Function

Diversity

Training

Fiscal  
Impact

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Four key finding areas were identified through the research.



## Clarity of Purpose & Function

Provide greater clarity around the purpose and function of advisory boards

Discuss and agree on the ranking of potential advisory board contributions so that this information could be used to inform:

- advisory board system structure
- subject area focus
- charge
- membership

## Clarity of Purpose & Function

### Clarify roles for advisory boards in the development process

- Clarify the role and value of advisory boards in the review process in the Land Use Management Ordinance
- Rewrite advisory board charges to clearly state the purpose and expectation of a board's involvement in development review

## Clarity of Purpose & Function

Align advisory board work to Chapel Hill 2020 goals as appropriate

Improve advisory boards' ability to provide useful recommendations to Council

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All survey respondent groups agreed that advisory boards should be explicitly charged with helping to achieve specific Chapel Hill 2020 goals.

Asking advisory boards to identify which Town policies and guidance informed their decisions

Providing additional guidance regarding which policies it sees as central to the

work of the board and how Council interprets those policies

# Diversity

Create a definition of diversity

Harness the power of Membership and Outreach to achieve diversity with goal of:

- Recruiting Members
- Broadening Conversation

## Training

Continue and expand training for advisory boards on both general and subject specific topics relevant to their work

## Fiscal Impact

Majority felt it is important to understand the financial impact of advisory boards in relationship to their contribution to achieving the Town's goals

Create methodology for considering advisory board work and performance within the priority budgeting process

## Fiscal Impact

Group	Hours Per Week	Employee Costs per year
Staff Liaisons	45.5*	\$111,927
Other Staff	113.7*	\$279,693
Sr. Management	15.9**	\$53,965
<b>Total</b>	<b>159.2 or 3.98 FTE</b>	<b>\$445,585</b>
<small>*Self-reported on surveys  ** 10% of hours self-reported on surveys by staff</small>		



## 2013 Council Retreat

Town is able to offer the public better opportunities to contribute to Town decision-making

Council receives better input and recommendations from advisory boards that increase its ability to govern with quality, responsiveness and efficiency



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At this year's Council retreat we all agreed that this is what success would look like for this project.

# Where to Start?

## Standing Advisory Boards


1. Bicycle and Pedestrian Advisory Board
2. Board of Adjustment
3. Cemeteries Advisory Board
4. Community Design Commission
5. Community Policing Advisory Committee
6. Chapel Hill Downtown Partnership
7. Greenways Commission
8. Historic District Commission
9. Human Services Advisory Board
10. Library Board of Trustees
11. OWASA
12. Parks and Recreation Commission
13. Personnel Appeals Committee
14. Planning Board
15. Public Arts Commission
16. Public Housing Program Advisory Board
17. Stormwater Management Utility Advisory Board
18. Sustainability Committee
19. Transportation Board

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So at the Council Committee's first meeting following the Council retreat, we sat down with the long list of standing advisory boards and began having a conversation about how to reconstruct this system and achieve success.

We looked at this list for a long time before we realised that we needed to pull back and begin looking at this problem from the perspective of the Council Goals.

## Chapel Hill Council Goals Policy Agenda 2012-13




The following goals were developed by the Town Council at a Planning Retreat February 3-4, 2012, and adopted on April 30, 2012.

The goals are used to develop the Town's budget and allocate resources and staff time. They are displayed in every department throughout the Town organization to inform employees and residents.

To check our progress, see the Council Goals Report Card at [www.townofchapelhill.org/councilgoals](http://www.townofchapelhill.org/councilgoals).


**1**  
**Govern with Quality, Responsiveness and Efficiency**

- A. Adopt a format for strategic planning aligned with the Comprehensive Plan vision and priorities for action, including measurable milestones to guide decision-making and an annual strategic plan
- B. Adopt compensation philosophy that balances retention and recruitment, employee interests and financial sustainability to retain and attract the best employees to maintain quality, responsive and efficient services
- C. Ensure success of the organizational approach to strengthening community connections and resolving issues of discrimination and mistreatment
- D. Adopt a workforce plan that identifies jobs for the future and a future job structure aligned with the priorities of the Comprehensive Plan
- E. Define roles and responsibilities for advisory boards and commissions
- F. Adopt an asset management policy that identifies assets to be aligned and used in a way consistent with the priorities of the Comprehensive Plan




**2**  
**Champion Downtown**

- A. Refine the vision of Downtown as a key element in economic vitality, social justice, and environmental protection consistent with the adopted Comprehensive Plan
- B. Compare alternative approaches from successful peer communities and modify ordinances and policies as appropriate in key downtown policy areas




**3**  
**Focus Economic Development, Land Use and Transportation for a Balanced and Sustainable Future**

- A. Align Town operations and decision-making with the Comprehensive Plan, based on the principles of economic vitality, social justice, and environmental protection with measurable implementation steps
- B. Identify policy aspects of the development review process for revision and adopt timetable for review and action
- C. Define Town role in transportation
- D. Make best effort to coordinate Comprehensive Plan with UNC, UNC Healthcare and Chapel Hill-Carrboro school system




**4**  
**Maintain and Improve Community Facilities and Services**

- A. Decide Library expansion policy issues
- B. Align public investment strategy and the delivery of community services with the adopted Comprehensive Plan
- C. Decide municipal solid waste disposal strategy for the future in response to County landfill decision



**5**  
**Set Course for a Sustainable Financial Future**

- A. Implement a strategic planning process that links the annual budget as a means for allocating resources and financial policies that support the Comprehensive Plan



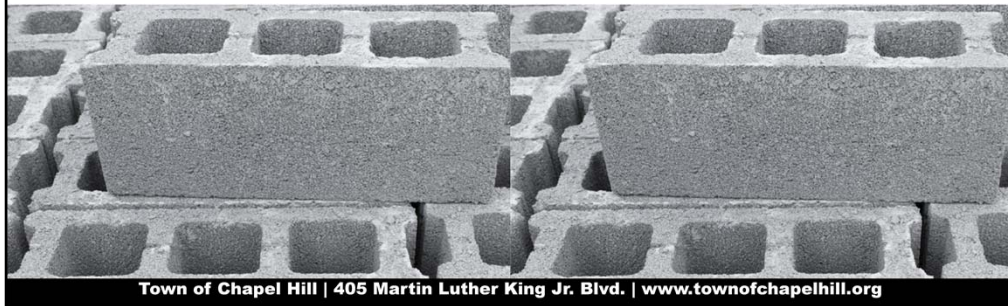
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We returned to the Council’s goal to “Govern with Quality, Responsiveness and Efficiency” which is incredibly important because it is a statement about *how* the Council does its work which in turn impacts every Council discussion and action. With this in mind, we started to think more broadly about governance.

# Foundation of Governance

## Building blocks of a good decision

- Good data
- Data translated into information
- Community input
- Identifying and evaluating tradeoffs

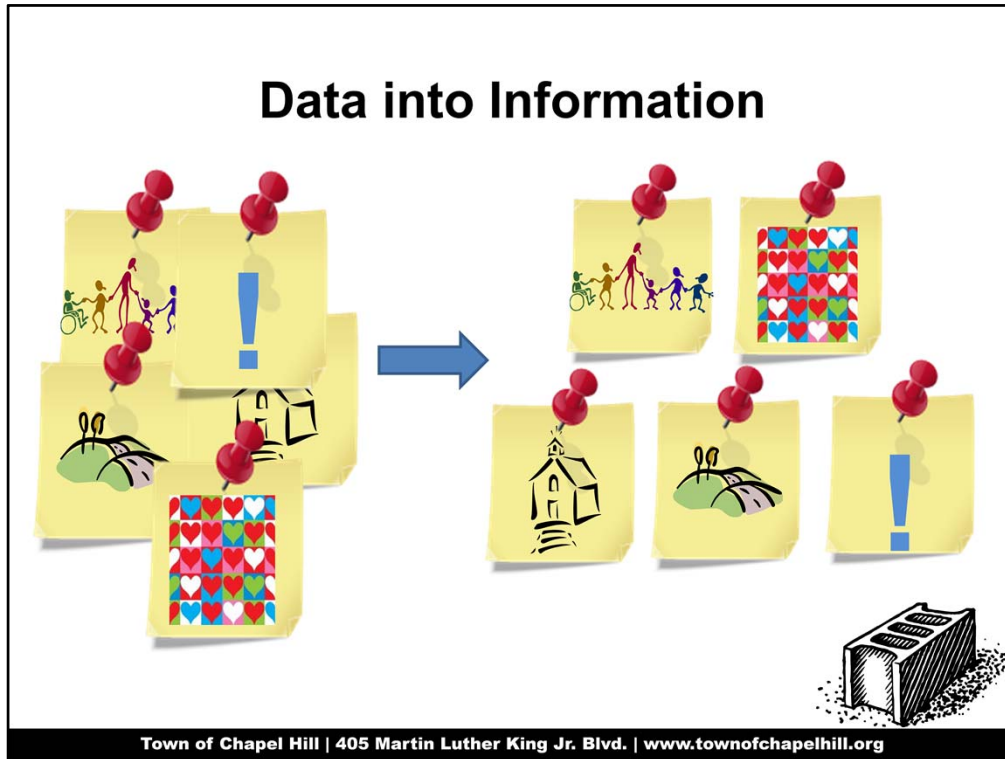


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At its foundation, good governance requires a good decision making process. Our committee has spent time thinking about the building blocks that we as a Council need to make decisions and we have identified four that we think are central to this process.

The four building blocks that we have identified are good data, assistance in turning this data into information, community input, shaped by the Town's values, on how to interpret this information and, finally, help in identifying and evaluating tradeoffs.

Let's look at each of these in greater detail.



In order for Council to make a good decision, we have to start with good data from reliable sources.

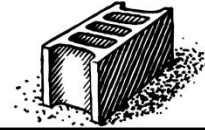
That data then needs to be converted into information. This is where the complication begins because just about any data set can be interpreted multiple ways depending on the interests and values of the person or group reviewing the data. For example, the data here has been interpreted as “people love chapel hill!” However, given one’s interests and values, it could also be interpreted as “people love driving hilly roads to chapel!” or “hill people love the chapel!”.

# Community Input



## Community Values

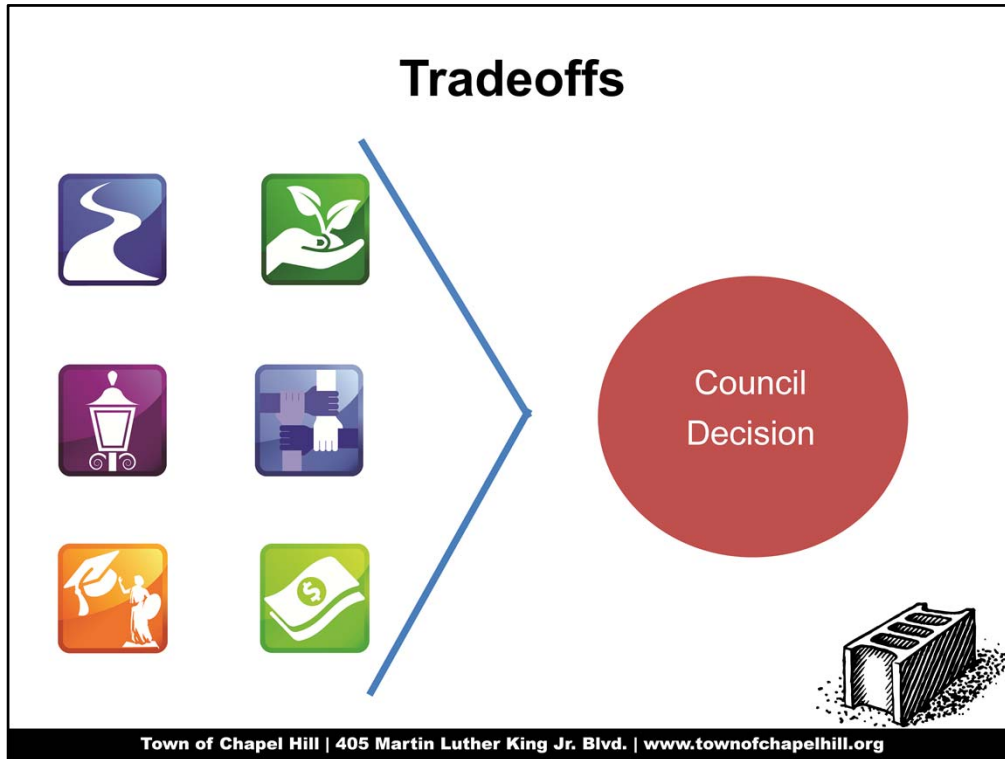
- Racial, social and economic justice
- Environmental, social and economic sustainability



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Which is why Council needs community input to help us understand the information.

In addition to interests, the committee also recognized that the Chapel Hill community has a set of values that frame the way they analyze information. These values include a commitment to racial, social and economic justice as well as to environmental, social and economic sustainability.



It is these interests and values that the community expects Council to consider when identifying and evaluating tradeoffs prior to making a decision.

However, the reality is that it can be very challenging for 9 people to do this on their own which is one of the reasons why the Town has advisory boards to help them with this work.

# Phases

## Phase One – Development Process

- Design: Spring thru Winter 2013
- Implementation: TBD

## Phase Two – Cultural, Recreational and Others

- Design: Winter 2013 thru Spring 2014
- Implementation: TBD



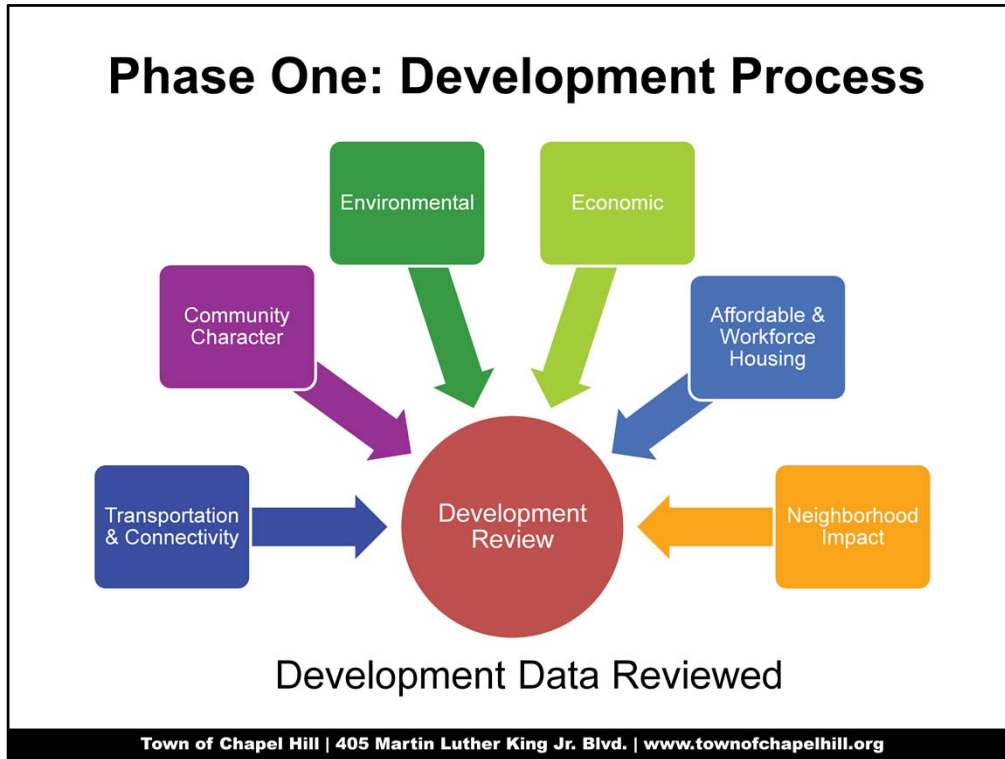
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Given the size and complexity of the current advisory board system, it was difficult to tackle it all at once so the committee decided to focus its initial efforts at looking at how advisory boards could assist with providing better decision making building blocks for the area that takes up most of Councils time – development.

Phase One: Boards that provide advice and guidance on the development process

Phase Two: Boards that provide advice and guidance on cultural and recreational issues and other programs





We began by thinking about what types of data Council considers when evaluating a development project



We then looked at Chapel Hill 2020 and the interests that the community identified as being important to them. When we did this, we were pleased to find that the data Council thinks is important to development review mirrors the interests the community identified.

We then added to our conversation the results of the survey the School of Government helped to create which found that the majority of advisory board members, Council members and staff who took the survey thought that advisory boards should be explicitly charged with helping to achieve specific Chapel Hill 2020 goals.

With this in mind, we asked ourselves what would an advisory board system that is designed to utilize the community’s interests and values to turn data into information and provide recommendations to Council on development issues look like? Our answer was that it would be a four board system based on the CH2020 themes.

## Turfiness



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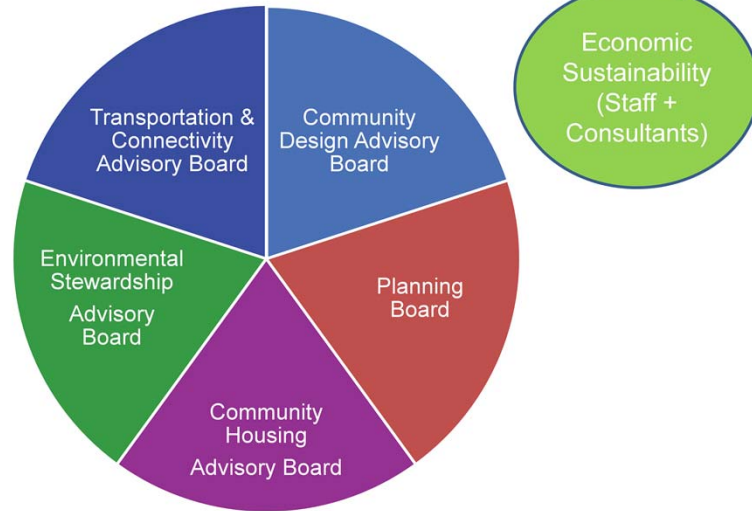
The research from the Advisory Board's members felt there needed to be more clarity in their work and better alignment to the Council's decision making. In addition the vast majority of those researched, Advisory Board members, Council members and staff, felt the Advisory Board system should be aligned with 2020.

Ignoring this research and giving opinions based upon personal bias is what we are trying to avoid, and prevent as much "turfiness" in the process as we can.

The committee, staff, and School of Government took the Council's charge seriously - can we improve the current system and align it to the new Comprehensive Plan. This is the beginning of a process, and we expect it to evolve. We admit there is still a lot to figure out in trying to meet Council's goals, that's why we established a process that has ample time for Council and community input.

I strongly urge you to stay opened minded in the early stages of this dialog, thinking about the cup half full, not the cup half empty. There has been a tremendous amount of work thinking this through so far, while admitting we are in the early stages of potential change.

## Advisory Boards & Development Review



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The Committee is recommending four new Boards, in addition to a revamped Planning Board. In addition, the economic sustainability goals will be achieved through expertise from both the Town staff and consultants.

While the Board of Adjustment is part of the development review process, we are not going to address the functions of this board until Phase II because there are some complex legal questions that need to be considered carefully in order not to undermine the entire process.



## Transportation & Connectivity Advisory Board

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The first board would be the Transportation and Connectivity Advisory Board based on the CH2020 theme “Getting Around”

## Transportation & Connectivity Advisory Board



- Provide holistic view of Town's transportation system (Pedestrian, Bicycles, Transit, Vehicles)
- Advocate for transportation options
- Provide feedback regarding transportation issues
- Assist in developing plans for increased connectivity (Greenways Corridors, Bike Lanes, Roads)

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Transportation and Connectivity Advisory Board would:

- Provide holistic view of Town's transportation system (Pedestrian, Bicycles, Transit, Vehicles)
- Advocate for transportation options that reflect community's values
- Provide feedback to staff regarding transportation issues/problems
- Assist in developing plans for increased connectivity (Greenways Corridors, Bike Lanes, Roads)



The second board would be the Community Design Advisory Board based on the CH2020 theme “Good Places, New Spaces.”

## Community Design Advisory Board



- Provide holistic view of community design
- Advocate for design aesthetic and options
- Review concept plans and provide recommendations
- Review/approve duplexes and NCD site plans
- Make recommendations to Council on special use permits
- Hear & decide Certificates of Appropriateness for historic districts
- Administer Percent for Art Program

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The Community Design Advisory Board would:

- Provide holistic view of community design
- Advocate for design aesthetic and options that reflect community's values
- Review concept plans Town-wide including historic districts and NCDs
- Provide final plan recommendations to applicants
- Review/approve duplexes and NCD site plans
- Make Recommendations to Council on special use permits
- Hear & decide Certificates of Appropriateness for historic districts
- Administer Percent for Art Program





The third board would be the Environmental Stewardship Advisory Board based on the CH2020 theme “Nurturing Our Community.”

## Environmental Stewardship Advisory Board



- Provide holistic view of environmental resources
- Advocate for managing environmental resources
- Assist in developing plans for future parks and greenways corridors
- Provide guidance to staff regarding fees, charges and maintenance issues
- Provide guidance on greenways maintenance to staff
- Advise on management of Town's cemeteries

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The Environmental Stewardship Advisory Board would:

- Provide holistic view of environmental resources
- Advocate for managing environmental resources in a way that reflect community's values
- Assist in developing plans for future parks and greenways corridors
- Provide guidance to staff regarding fees, charges and maintenance issues
- Walk the greenways and potential greenways to identify problems/suggest maintenance to staff
- Advise on management of Town's cemeteries



The final board that would be the Community Housing Advisory Board based on the CH2020 theme "A Place for Everyone."

# Community Housing Advisory Board



- Provide holistic view of housing
- Advocate for community housing decisions and strategies
- Act as an appeals board for Housing Department
- Assist with selection and evaluation of Community Block Grant Program
- Assist with implementation of Community Housing Strategy (currently under development)

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The Community Housing Advisory Board would:

- Provide holistic view of housing in Chapel Hill
- Advocate for community housing decisions and strategies that reflect community's values
- Act as an appeals board for Housing Dept.
- Assist with selection, monitoring and evaluation of Community Block Grant Program
- Assist with implementation of Community Housing Strategy (currently under development)

## Advisory Boards



Transportation &  
Connectivity



Environmental  
Stewardship



Community Design



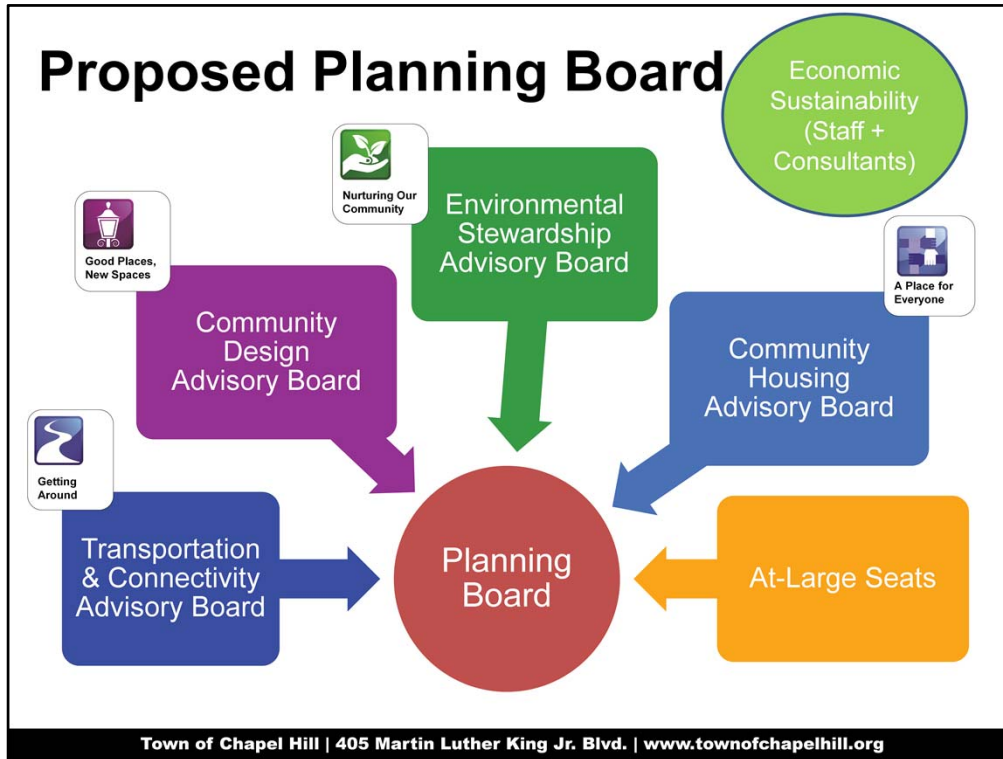
Community  
Housing

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To recap, that would be four advisory boards considering development review based around four of the Chapel Hill 2020 themes which results in recommendations that are aligned with CH2020 goals and reflect the communities values of justice and sustainability.

However, even with these changes the end product is still issue focused recommendations which are difficult for the Council to reconcile.

Therefore, in order to gain community support in identifying and evaluating tradeoffs the committee would like to suggest that Council consider changing the structure of the Planning Board.



In this type of Planning Board, representatives of each of the four advisory boards that consider development projects would have a seat alongside a few at-large members.

This would allow community members:

- who have deep subject specific knowledge gained from reviewing the data and discussing it with their advisory boards
- to identify and evaluate tradeoffs with other community members who represent the other boards and
- ultimately provide to Council a recommendation that is acceptable to a broad spectrum of the Chapel Hill community.

# System Benefits

- Advisory board input that reflects CH2020 & Chapel Hill's values
- Greater focus on turning data into information
- Greater clarity of advisory board roles
- Advisory board assistance in identifying and evaluating tradeoffs
- More holistic approach to development
- Better resource allocation



## Affected Standing Advisory Boards

- |  |  |
|--|--|
| 1. Bicycle and Pedestrian Advisory Board | 10. Library Board of Trustees                    |
| 2. Board of Adjustment                   | 11. OWASA  |
| 3. Cemeteries Advisory Board             | 12. Parks and Recreation Commission              |
| 4. Community Design Commission           | 13. Personnel Appeals Committee                  |
| 5. Community Policing Advisory Committee | 14. Planning Board                               |
| 6. Chapel Hill Downtown Partnership      | 15. Public Arts Commission                       |
| 7. Greenways Commission                  | 16. Public Housing Program Advisory Board        |
| 8. Historic District Commission          | 17. Stormwater Management Utility Advisory Board |
| 9. Human Services Advisory Board         | 18. Sustainability Committee                     |
|  | 19. Transportation Board                         |

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The advisory boards in black are the ones affected by Phase 1.



# Timeline



Council Work Session

Council Committee presentation to community stakeholders

Council Business Meeting

Public information session: Overview of Community Input Process



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In order to turn this plan into a reality we need to organize the following nuts and bolts over the next several months.

The Council is scheduled to discuss the committee's proposal at its June 10 Business Meeting. Once that has taken place, there will be an opportunity for stakeholders to attend a public information session which will provide an overview of the proposed changes as well as an outline of what will take place at each of the four community input sessions scheduled in July and August

## Timeline



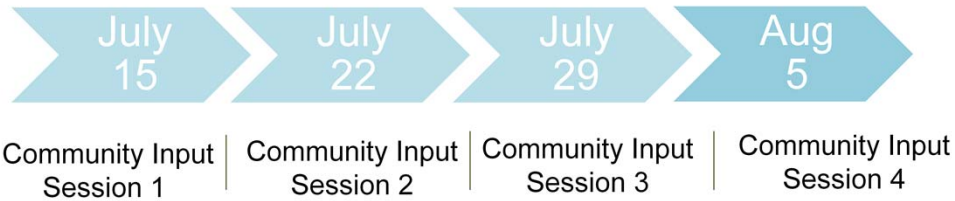
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At these sessions, stakeholders will be encouraged to raise their questions and concerns about transitioning to the new system and staff will be working to provide answers. Staff is also exploring online options to enable those who may be out of town during July a way to participate.

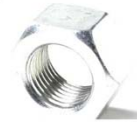
Anticipated questions include:

- How will the transition from the existing advisory board system to the new system take place?
- What will be the charge, meeting schedule, membership of the new boards?
- How will recruitment and appointment be handled?

## Timeline



- How will the transition from the existing advisory board system to the new system take place?
- What will be the charge, meeting schedule, membership of the new boards?
- How will recruitment and appointment be handled?



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At these sessions, community stakeholders will be encouraged to raise their questions and concerns about transitioning to the new system and staff will be working to provide answers. Staff is also exploring online options to enable those who may be out of town during July and August a way to participate.

Anticipated questions include:

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- What will be the charge, meeting schedule, membership of the new boards?
- How will recruitment and appointment be handled?

# Timeline

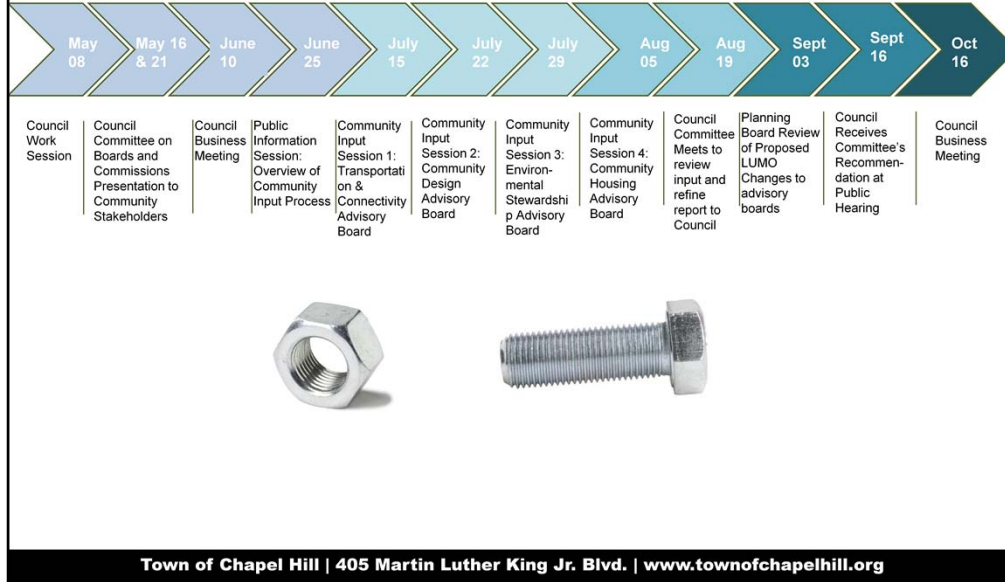


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Once the summer sessions have been completed, staff will prepare a report for the Council committee that includes the information gathered throughout the summer and staff recommendations for the Council committee to consider. Additionally, because the proposed changes would affect the LUMO, they must be presented to the Planning Board and this is scheduled for Sept. 3.

The Council Committee will review the report and make a recommendation to Council which will be scheduled for the Council's Sept. 16<sup>th</sup> Public Hearing.

# Timeline



The committee recognizes that implementing these changes would be a substantial change to our current advisory board system, but we think that doing this will help the Council to have better decision making building blocks which will ultimately enable us to make better decisions for Chapel Hill.

**Discussion**



Transportation & Connectivity



Community Housing



Environmental Stewardship



Community Design

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