



City of Boulder

Master Plan

Integration Study

October 2020



Leadership ICMA 2020
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Executive Summary

This study invited the Leadership ICMA Team to evaluate the City of Boulder's organizational structure specific to existing master plans and supporting documents. The resulting white paper includes:

- A review and analysis of the current state.
- The interview of selected stakeholders and elected officials involved in the Master Planning process.
- Best practice research and examples.
- A set of recommendations related to communication, shared ownership, master plan integration, and intentional prioritization.

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Current State of Master Plan Integration

Background

The City of Boulder has embraced planning to guide projects, services, and to aid in achieving long-range community goals. Our review of the current state of these planning documents has identified that the City has developed and uses multiple Master Plans, Strategic Plans, Community and Area plans, and multiple other processes, commitments, and frameworks to manage these goals.

The primary documents that serve to guide these many management tools are the Boulder Valley Comprehensive Plan, and the City's Sustainability and Resilience Framework. The Boulder Valley Comprehensive Plan functions as the City's principal policy document and institutes the City's vision and core values. The purpose of the Sustainability and Resilience Framework is to unify, guide, and inform the City's policies, programs, budgeting, and planning to ensure the end result reflects the community's and Council's intent, and that Boulder is a city that is both sustainable and resilient. In addition to the Comprehensive Plan and Framework, these goals are also influenced and directed by the City Charter and Code.

The City has also determined that improvements to existing processes may be necessary to better guide the City and to identify the implications related to financing and maintaining projects. While it appears there is not yet an integrated approach that brings the plans together, the objectives of the Sustainability and Resilience Framework may be able to unify the competing interests.

While these guiding documents provide a constructive foundation, it appears that the overlapping nature of the various Master Plan and Strategic planning documents, and their projects, services, goals, timelines, and systems have created a complex web that is difficult to use or understand. Conflict and additional complexity may also be created as each plan creates communities of interest that advocate for their area of interest. Isolated department management of these plans appears to have led to a disconnect between various departments and the City's unifying goals. This presents a difficult task for the staff, decision-makers, and the community to connect impacts and tradeoffs between plans and areas of interest. Disconnected implementation and competition appear to have negatively impacted the overall ability of the City to implement the priorities established in the different plans, and to prioritize resources across plans.

Review and Analysis

Our initial approach to identifying possible improvements was a high-level review of existing department Master Plans with additional review of any associated Strategic Plans and other related planning documents. Our intent was to build a base level of understanding of these documents, and in an early attempt to piece all the plans together, the mind map in Figure1 was created to reflect possible connections.

Figure 1 - Initial review of Master Plan connections



This initial review was formative in identifying several questions regarding organizational context, decision-making process, and the planning process. These initial questions were then used in the focus group interviews with staff and City Council members.

Following the focus group interview and site visit, an additional master plan connection review was conducted to more clearly show the connections to the guiding documents, and between master plans. The 4 guiding documents referenced include:

- Boulder Valley Comprehensive Plan (BVCP)
- Sustainability and Resilience Framework (SRF)
- City Charter
- City Code

The plans that were reviewed include the following documents:

- Airport Master Plan
- Boulder City Police Master Plan
- Boulder Public Library Master Plan
- Boulder's Climate Commitment
- City of Boulder Resilience Strategy
- Civic Area Master Plan
- Community Cultural Plan
- Comprehensive Flood and Stormwater Utility Master Plan
- Facilities and Asset Management Master Plan
- Fire-Rescue Master Plan
- Greenways Master Plan
- Historic Preservation Plan
- Human Services Strategy
- Open Space and Mountain Parks Visitor Master Plan
- Parks and Recreation Master Plan
- Social Sustainability Strategic Plan
- Transportation Master Plan
- Waste Reduction Master Plan
- Wastewater Utility Master Plan
- Water Utility Master Plan
- Zero Waste Strategic Plan

Additional consideration was given to:

- General references that noted another plan without clearly noting the details of that connection.
- References to the City budget, CIP, or similar documents or processes.

As each document was searched for clear connections or references, each reference and page number was noted and then identified in a matrix. Other notes were also made regarding the interconnectedness of the various plans. See Figure 2 and Appendix A. Examples include:

- The Airport Master Plan - accounted for external considerations and connections more than internal connections between City departments.
- The Public Library Master Plan used an easy to follow method to show connections to the Sustainability and Resilience Framework.
- The City of Boulder Resilience Strategy clearly identified and connected to the purpose of the Boulder Valley Comprehensive Plan and Sustainability and Resilience Framework.
- The Civic Area Master Plan is primarily project-focused.
- The Human Services Strategy contains helpful descriptions and graphics showing connection to the Boulder Valley Comprehensive Plan and Sustainability and Resilience Framework and other plans.
- The Social Sustainability Strategic Plan appears to clearly present the intended hierarchy of Master Plan to Goal, to Strategy, to Action Item.

Figure 2 - Matrix of References to Master Plans and Guiding Documents

This matrix helps in identifying clear connections and general connections to guiding documents and other plans. For example, while the largest number of noted connections are for “General references to other plans or guiding documents,” the connections are very weak in the sense that they do not clearly define how they connect to or interact with the other documents. A more accurate indicator of the connected nature of a master plan is the number of clear connections that occur. For example, the Boulder Public Library Master Plan has the highest number of connections to other master/strategic plans with connections to 6 other plans.

While this may indicate this plan to be a balanced master plan when compared to other plans, that is only 6 out of the 20 noted plans or 30%. On average, the plans reviewed only reflect a 15% rate of connection to other master plans. When reviewing the connection of master plans to the guiding documents the rate of the connection is much higher with an approximate average rate of connection of 41%. While this is an improvement on the master plan connections, it does not appear to reflect what may be required to achieve a successful level

connection to other departments, the community, or the Council. Based on the noted information it appears that there is a general need for increased connection between master planning documents and between the affected departments.

Staff Focus Group

Methodology

In addition to the review and analysis of the various master plan connections, the Team visited the City of Boulder to conduct field work and to meet with the core project team, the City of Boulder Leadership Team, and to conduct interviews with specific focus groups. These focus groups included members of the City Council, the Master Plan Coordination Committee, a subset of Department Directors, the Finance Department, and internal services departments including Information Technology (IT), Human Resources (HR), and Facilities.

Building from the Team's initial assessment of the current state, the Team formulated a mixed approach to assist in the interviews for each of the focus groups and included the KJ-Technique: A Group Process for Establishing Priorities, and the How Might We Method (See Appendix B). The KJ-Technique "allows groups to quickly reach a consensus on priorities of subjective, qualitative data." (https://articles.uie.com/kj_technique/) An example of this technique is as follows:

- What should be the goal of Master Planning/Strategic Planning? How does this apply to City internal services such as policy implementation, budget decisions, integration across services to create policy direction, and investment priorities?
- Focus group responses are then grouped and named by the focus group members with minor assistance from the facilitator.

The How Might We Method breaks a challenge into smaller pieces and uses them to direct a brainstorming approach by identifying and refining questions and solutions. An example of this method is as follows:

- How might plans become implementable, such as connect funding plans to budgeting?
- How are Master Plans useful to your work?
- What barriers exist to accomplishing the goals? Are there any barriers we need to be aware of in the City of Boulder when considering alternatives or best practices?
- These questions and their answers were then brainstormed with the focus group with the intent to refine initial responses and narrow them to down to actionable items.

Focus Group Summary Results

The following themes emerged from the application of these approaches:

- "What is the goal of Master Planning/Strategic Planning?"
 - Policy meets capital. Master Plans are the integration of services with policy direction and capital investments. The Master Plan drives the work plan and the biggest portion of community engagement.

- Implementing Comprehensive Plan. Master plans are implementing the comprehensive plan with a more detailed policy direction, that also contemplates a financial component.
- Direction for department. A Master Plan is used to map out directions of where you want your department to go and to align with the goals of the City. Strategic plans are for a hyper focused area to fulfill a section of a department's master plan.
- Community alignment. The Master Planning process provides each department to take a step back and see what services are in the community, examine if they are the right ones, and align with what the community expects.
- Three categories. There are three categories in Master Planning: Fiscally constrained, action plan, and vision plan.
- Key Similarities Across Focus Groups
 - Current process not useful. The current master planning process is not very useful when “outrageously unachievable capital and operating challenges” are created. - Boulder Council member
 - No integration of financial scenarios. “We struggle because there isn’t alignment with priority based budgeting and how we approach financial scenarios.” - Boulder employee
 - New and shiny. “There is an organizational culture for new and shiny; not nuts and bolts - and you respond to what you are rewarded for.” Randall Rutsch
- Themes on “How might we achieve _____?” goal
 - Participatory Budgeting. The community could be leveraged better to look at the City’s financials across departments (e.g. participatory budgeting) and help be good stewards of the City, rather than advocates of their respective Master Plan committee’s work.
 - Communication tool. A Master Plan can be used as a good communication tool - it can be used to say no and to point back to when values change. This can be a communication tool to work with the committees, the community, and the Council. Currently, there is no natural place for Council to discuss tradeoffs without a city-wide strategic plan. Right now, the biggest barrier is politics and nobody wants to say no. It would be better if the Council creates the vision plan to make trade-offs.
 - Fourth category. The three categories in Master Planning misses the fourth category of reductions or being fiscally constrained.
 - Predictable planning. Discrete times of master planning would be useful - one option would be to adopt a budget in October, do Master Planning in November and December, and then at the January retreat, it can be decided what should be funded.

- Key Differences Across Focus Groups
 - General fund vs. Not. It is problematic that some departments have dedicated funding and some don't (i.e. GF or not) - Council needs to look at this in a more integrated way to make choices.
 - New to cross-departmental teaming. It is new in Boulder to engage in cross-departmental teaming, and the physical structures being spread across the City create an additional challenge. "One of the challenges that Boulder has is that each department is little business and they don't think from an enterprise system." - Boulder employee
 - City Strategic Plan needed. Only a minority of focus groups indicated that the City needs a strategic plan for the department Master Plans to tie back to. However, the groups that did advocate for this were adamant of the value to the City and the overall process.

A more thorough summary of each of the focus group results can be found in Appendix B: Focus Group Methodology and Results.

Best Practice Research

Research Methodology

The Team employed a two-part research methodology:

1. A review of best practices in regional and national comparison communities; and
2. A general review of research and recommendations regarding coordination, integration, and prioritization of departmental/divisional master plans.

The Team requested a list from the City of Boulder of frequent comparison communities (both regional and national comparisons) and conducted a broad review of these communities' planning, budgeting, and prioritization processes. This review primarily focused on publicly-available data, but was supplemented with more detailed personal conversations when necessary. After completing the comparison community review, the Team conducted a general review of research on planning coordination processes in both public and private organizations in order to identify any relevant cross-sector best-practice recommendations.

Best Practices

The Team's review of master planning coordination efforts in comparison communities indicates that many of these organizations struggle with coordination and prioritization of the competing needs outlined in departmental/divisional master plans. None of the regional comparison communities reviewed had a formalized, deliberate process to coordinate, integrate, and prioritize the needs identified through departmental/divisional master planning efforts.¹ The majority of these communities use an organization-wide strategic planning process, the budget process, and the capital improvement planning process, or all three, to prioritize and coordinate the implementation of departmental/divisional master plans.

All identified best practices were from national comparison communities. These communities were drawn from a list provided by the City of Boulder², municipal winners of the Malcolm Baldrige National Quality Award, and personal experience of Team members. While many of the national comparison communities utilized organization-wide strategic planning, budgeting, and capital planning processes to prioritize and coordinate the implementation of departmental/divisional master plans, some also had purpose-built processes to ensure that this coordination, integration, and prioritization happened in a deliberate manner. These practices form the basis for the best practices that follow.

¹ Regional Comparisons were: Denver, Fort Collins, Lafayette, Longmont, Louisville, Loveland, Northglenn, Thornton, Westminster, and Wheat Ridge.

² National Comparisons were: Ann Arbor, MI; Eugene, OR; Germantown, TN; Madison, WI; Provo, UT; and Tempe, AZ.

Best Practice #1: Unfunded Needs Assessment – City of Eugene, Oregon

The City of Eugene, OR (COE) has implemented the Unfunded Needs Assessment (UNA) process as a formal mechanism to coordinate needs identified through departmental/divisional master planning efforts, neighborhood planning and community input processes, and other professional analyses and assessments (e.g. its Facility Condition Report). The purpose of the UNA is to provide COE policymakers, staff, and community members with a more complete and holistic understanding of the unfunded needs of all the functions in the City as they make both short- and long-term financial decisions through the budgeting and capital improvement planning process. The analysis of unfunded needs includes ongoing operating costs (including personnel), one-time operating costs, and one-time capital costs. The results of the UNA are utilized by the City Council, the Budget Committee, and the Executive Team as these groups make financial decisions for the community.

The UNA is created by asking staff throughout the organization to describe the unfunded service needs in their department/division as identified through planning and input process described above. The final assessment is driven by policy-level direction from the City Council and is useful in communicating the balancing act required to manage all of the programs, projects, and services that the Council has put forward as a priority with the City's limited resources.

The UNA explicitly discusses how a UNA item becomes a funded project while recognizing that the path from an identified need to a funded project is not standardized. This component of the process is valuable in communicating to community stakeholders a general idea of how they can expect an unfunded item in a departmental/divisional master plan to become a funded project.

Ultimately, the UNA is a best-practice mechanism for holistically considering the diverse needs of City functional units. The final document is included in the adopted budget materials and serves as an important communication tool, both internally and externally, in addition to its coordination role. In the simplest terms, the UNA serves as the bridge between diverse departmental/divisional master plans and the budget/capital improvement plan.

Best Practice #2: Strategic Planning and Aligning Resources – City of Germantown, Tennessee

The City of Germantown, TN (COG) is a recipient of the Malcolm Baldrige National Quality Award, an indication of its dedication to performance excellence. Varied departmental master plans are integrated into the citywide Strategic Plan through departmental Business Plans that take into account master planning efforts, major key performance areas, strategic objectives, and Key Performance Indicators.

Senior leaders refer to the Germantown Forward 2030 Strategic Plan and departmental master plans as they develop departmental business plans. The Strategic Plan includes the vision, analysis of the community, definition of key performance areas, key performance indicators within the key performance areas, strategic objectives, and long, medium, and short-term actions. Every year a survey is sent out to the community to determine current key priorities. This public feedback also influences the priorities for funding that year.

City Council and City Administration refer often to the financial policies during the budgeting process. Those policies are instilled in the culture of the organization. Financial policies include:

- An operationally balanced budget, which supplies the necessary materials and tools to address the objectives identified in Germantown Forward 2030.
- A fiscally balanced budget with no use of one-time revenues to fund ongoing city operations.
- A budget based on customer ratings for importance and satisfaction with City service.
- Full cost accounting and fee collection where possible.
- A commitment to funding capital projects based upon the City's established financial policies.

Germantown has a five-year financial plan that also includes the CIP. The administration employs certain funding priorities in developing the annual budget.

Best Practice #3: Sustainability Framework – City of Ann Arbor, Michigan

The City of Ann Arbor (CAA) has taken a unique approach to coordinating and integrating the various planning documents throughout the city. In 2012-2013, CAA developed a sustainability framework that organized more than 200 goals from more than 20 plans into a single document consisting of four planning theme areas (climate and energy, community, land use and access, and resource management). The strategic framework is the primary policy document approved by the City Council that guides resource allocations through the City's annual operating budget (as of the FY2021 Adopted Budget).

The sustainability framework was developed with substantial input from the City Commissioners, City staff, and community members. A high-level summary of the process of developing the framework is included in the final adopted sustainability framework and is reproduced here³:

- Interviewed over 25 city staff representatives
- Compiled one-page summaries of each city plan

³ City of Ann Arbor, "Sustainability Framework", 2013, p. 3.

- Formed an internal staff working group to support the process
- Made introductory and status presentations to Energy, Environmental, Park Advisory, and Planning commissions
- Reviewed sustainability plans from a variety of cities as background
- Organized 200+ city goals from 20+ plans into four planning theme areas (climate and energy, community, land use and access, and resource management)
- Organized 200+ city goals into 16 sustainability goals and reviewed each to ensure that plan goals were fully captured in each sustainability goal
- Held a joint commission meeting with commissioners from Energy, Environmental, Park Advisory, and Planning commissions (September 2011) to review planning areas and goal organization
- Programmed four Sustainable Ann Arbor Forums in January, February, March and April 2012 to share sustainability efforts and goals with the community and foster a community discussion around these issues
- Formed a Sustainability Framework Committee with two representatives from Energy, Environmental, Park Advisory, and Planning commissions to help identify overarching goals (December 2011). Members from the Housing Commission and Housing and Human Services Advisory Board were added to this committee later in the process.
- Posted regular blog updates on the Sustainable Cities Institute website
- Held a public meeting (March 2012) to solicit feedback on the draft set of sustainability goals
- Presented a resolution to six boards and commissions to recommending that City Council initiate the process to adopt the 16 sustainability goals as part of the City Master Plan. The resolution was unanimously approved by the following boards and commissions:
 - Energy Commission – *Approved 5/8/2012*
 - Park Advisory Commission – *Approved 5/15/2012*
 - Housing and Human Services Advisory Board – *Approved 5/15/2012*
 - Environmental Commission – *Approved 5/24/2012*
 - Planning Commission – *Approved 6/5/2012*
 - Housing Commission – *Approved 6/27/2012*

The sustainability framework is a unique, high-effort best practice for integrating diverse goals, objectives, and needs identified in diverse departmental/divisional master plans. It is labor and engagement intensive and might best be utilized as a biennial or triennial process for consolidating goals, objectives, and needs that come about through departmental/divisional planning exercises.

Best Practice #4: Office of Strategy Management, Kaplan and Norton (2005)⁴

Due to the apparent rarity of purpose-built processes to align and prioritize needs identified in departmental/divisional master plans, the Team broadened its best-practice research to a cursory review of academic research in the areas of long-term planning. This research was not intended to be exhaustive, but rather was aimed at identifying potential cross-sector best practices that would not have been available through comparison community research. The Team identified one compelling cross-sector practice from this research, detailed below. For simplicity's sake, the original terms of the research are maintained (i.e. "strategy"), though it is clear that master planning efforts would fall under the broad "strategy" designation of the authors.

Kaplan and Norton recognize that there is often a disconnect in organizations between strategy formulation and strategy execution (2005). They make a compelling case that organizations that have been the most successful at creating and executing strategy have established some version of what they refer to as an "Office of Strategy Management". The role of this office is to oversee and facilitate all strategy-related activities. Crucially, this includes both planning and execution operations. This helps to ensure that organizational-wide priorities are translated into departmental/divisional plans, and that departmental/divisional needs are adequately considered in the discussion of organization-wide priorities. The role of this office is to be facilitative, not directive. It works to align the various strategies found within the organization; ensure consistency; identify synergies between strategies; and review, develop, and communicate strategy.

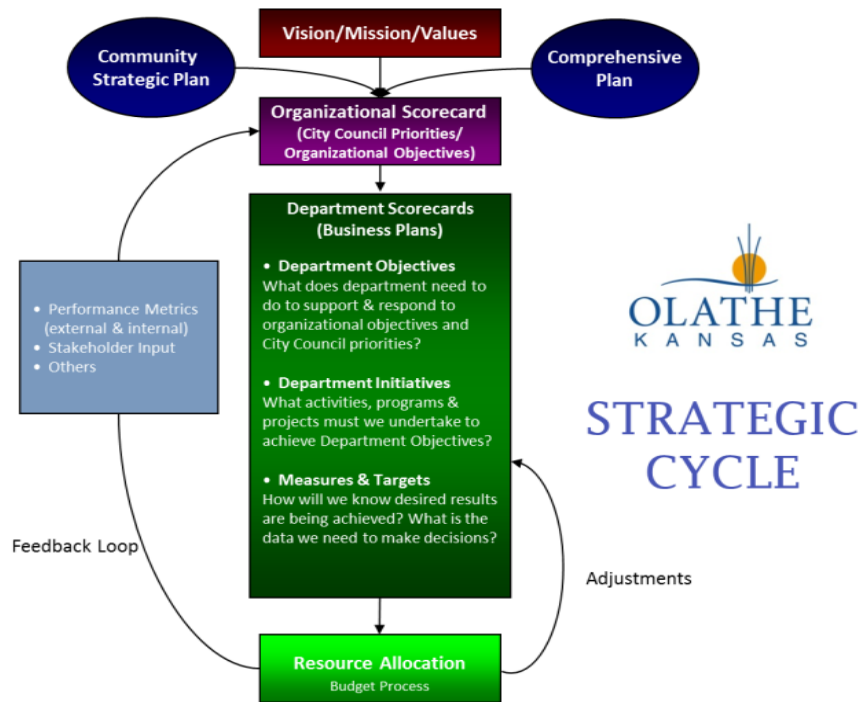
Best Practice #5: Departmental Business Plan Alignment – City of Olathe, Kansas

The City of Olathe coordinates and integrates departmental master plans into its broader Strategic Plan through the development and review of departmental business plans. These business plans are informed not only by departmental master plans, but also by the Community Strategic Plan, the Comprehensive Plan, and community participation and input into budgetary and CIP decisions of the city. In this way, the City ensures that its implementation of master plans throughout the organization is aligned with the overall strategy set forth in the Comprehensive Plan and Community Strategic Plan. A full discussion of the City's Strategic Cycle is included below as a more detailed explanation of how this alignment process works.

The Strategic Cycle illustrated in Figure 3 outlines the City's strategic planning cycle from visioning to resource allocation.

⁴ Robert S. Kaplan and David P. Norton, "The Office of Strategy Management," HBR October 2005 (Boston: Harvard Business School Publishing, 2005), <https://hbr.org/2005/10/the-office-of-strategy-management>, accessed August 2020.

Figure 3: Strategic Cycle as defined on page 36 of the City of Olathe 2019/2020 Budget.



<https://online.flippingbook.com/view/335494/36/>

As departments build their business plans, they are guided by the Comprehensive Plan; the Community Strategic Plan; feedback from an annual community satisfaction survey; departmental missions, visions, and values; and departmental master plans. Business plans are evaluated by the executive team and the Capital Investment Plan (CIP) proposals are split into two categories for review:

- Utility Fund Projects – Programs are evaluated by an internal technical committee.
- General Obligation Bond Projects – The City’s Executive Team prioritizes these proposed projects.

The CIP identifies the City’s funded and unfunded projects for a five-year period. Ultimately, a prioritized list of funded and unfunded projects presented to City Council for review. The CIP is evaluated for conformity with the Comprehensive Plan by the Planning Commission and the City Council. Council understands that the funded projects that make it through the staff evaluation phase have been vetted, are important to the community, and align with needs identified in department master plans as well as the guidance contained in the Community Strategic Plan and Comprehensive Plan.

Conclusion and Recommendations

The City of Boulder's strength lies in its efforts to create detailed, thoughtful, and community led Master Plans. The City's Master Plans are truly best practice examples. Additionally, the City's Master Planning Committee Pilot is working to improve the consistency of plans and create common definitions and standards. Internal efforts to improve consistency will also help address the weaknesses identified below.

The City of Boulder's primary weakness, based on a review of the current state and onsite focus group research, is that the system of overlapping Master Plan and Strategic planning documents has created a complex web of intersecting priorities that is difficult to use and understand. As a result, the City of Boulder faces:

- Conflict between communities of interest and staff that advocate for their area of interest.
- Disconnect between departments and across the City's unifying goals due to isolated department management of these plans.
- Lack of clarity and understanding for staff, decision-makers, and the community when they seek to connect impacts and tradeoffs across Master Plans, especially related to financial, capital, and operational planning.
- Diminished ability to implement the priorities established in the different plans.

Based on these findings and best practice research, the Team recommends that the City of Boulder consider the following approaches to:

- **Improve communication** with the Council, Staff, and public of how Master Plans related to each other.
- **Create shared ownership** by the executive team of all the Master Plans and the process to integrate plans together.
- **Intentionally prioritize** resources across plans using a commonly understood framework and the individual Master Plans as a guide.

Improve Communication

The Team recommends developing on a framework or tool to holistically communicate the impacts across plans and tradeoffs between plans. The framework or tool should be targeted to citizens, staff, and elected officials. All of these groups were identified in focus groups as having issues breaking down silos, seeing tradeoffs with other communities of interest, or understanding competing priority decisions and goals. A unified framework or tool will help identify common goals and priorities across plans. The creation of a centrally used, common process may help address the need to be resilient when shifting between long-range priorities and emerging opportunities.

Based on the information gathered from best practice research, the majority of peer communities use organization-wide strategic plans to communicate how departmental/divisional

plans link together to meet overall community goals. The City of Boulder may leverage the objectives of the Sustainability and Resilience Framework to create a unifying communication tool. Some considerations in the creation of a successful common framework or tool that can be used across plans are as follows:

- It must be meaningful to the community and elected officials, and based on community and elected official input.
- It must be easy to communicate, and focus the details of implementation in the Master Plan documents.
- It must be referenced consistently during Master Plan development, when Master Plans are approved, and across processes like the Council priority setting process and budget development. This will help build ownership and consistency prioritize using a common framework.

Examples of existing communication best practices noted in the previous section include:

- Eugene, OR: Unfunded Needs Assessment
- Ann Arbor: Sustainability Framework

Create shared ownership

The Team recommends creating a shared ownership in the overall framework as well as cross-departmental prioritization efforts. During focus groups, staff stated that Boulder was new to cross-departmental teaming. Without an intentional effort to build executive sponsorship of plans and ownership of the plans as a shared responsibility, the City may continue to face disconnections and conflict across plans and workgroups. The Executive Team may be benefitted by sponsoring the effort to create a unified framework or tool and reference the shared tool when making key administrative and organizational decisions, such as financial decisions.

Examples of existing ownership best practices noted in the previous section include:

- Eugene, OR - Unfunded Needs Assessment - Executive Team uses the assessment to make financial decisions.
- Olathe, KS - Departmental Business Plan Alignment - the Executive Team reviews all Departmental Business Plans.

Intentionally prioritize

The Team recommends leveraging the work of the Master Plans and a framework of common priorities in the City's prioritization processes such as the budget process, capital facilities planning, annual action plans, and the Council's priority setting process. By tying these processes to Master Plans and the overall framework, Boulder may be able to follow through on Master Plan recommendations across time, and avoid responding to the most "visible" or "shiny", rather than items identified by the community as important during Master Planning processes. In order to use Master Plans consistently across planning processes, the City not only needs a common framework for the prioritization, but Master Plans must consistently address the prioritization framework and have similar levels of detail on financial needs and other policy considerations.

The City's current Master Planning Committee Pilot is a great starting point for developing increased consistency across plans.

Examples of existing internal prioritization best practices noted in the previous section include:

- Office of Strategy Management - Kaplan and Nolan
- Olathe, KS - Departmental Business Plan Alignment
- Eugene, OR - Unfunded Needs Assessment

Appendix A

Master Plan Connection Notes

Master Plan Connections			
Guiding documents			
Boulder Valley Comprehensive Plan (BVCP)			
Sustainability and Resilience Framework (SRF)			
City Charter			
City Code			
Master Plan Connections			# of Connections
Airport Master Plan - 2007			
<u>References to Current Guiding Documents or Other Master Plans:</u>			
Purpose of Boulder Master Plans, top of p. 4; 5 bullets			1
Boulder's business planning model, p. 9			1
CIP process to check Plan consistency with guiding documents, p. 16			1
"adopted plans", p.16			1
<u>Other notes:</u>			
More considerations and connections external than internal between departments and partners.			
Boulder City Police Master Plan - 2013			
<u>References to Current Guiding Documents or Other Master Plans:</u>			
BVCP, p. 1, 6, 12, 36			4
SFR, p. 1-2, 6, 11-13, 15, 31,			5
Priority Based Budget Approach, p. 1, 6, 12, 32, 39			5
<u>Other notes:</u>			
-			
Boulder Public Library Master Plan - 2018			
<u>References to Current Guiding Documents or Other Master Plans:</u>			
BVCP, p. 9, 30, 31, 32, 33, 34, 35, 83,			8
SRF, p. 40, 46, 52, 58, 62, 65, 97			7
Climate Commitment, p. 40,			1
Resilience Strategy, p. 40, 66, 96, 104			4
Charter, p. 8, 17, 69, 80, 81			5
City master plans, p. 30,			1
Facilities and Asset Management Master Plan, p. 52,			1
Parks and Recreation Master Plan, p. 102,			1
Community Cultural Plan, p. 102, 104,			2
Civic Area Master Plan, p. 102,			1
<u>Other notes:</u>			
Uses an easy to follow method to show connections to SRF.			
Boulder's Climate Commitment - 2017			
<u>References to Current Guiding Documents or Other Master Plans:</u>			

BVCP, p. 8, 37				2
Transportation Master Plan, p. 8, 18, 19, 21				4
Parks and Recreation Master Plan, p. 41				1
Urban Forest Strategic Plan, p. 41, 54,				2
Open Space and Mountain Parks Master Plan, p. 54,				1
Zero Waste Strategic Plan, p. 55				1
Code, p. 4, 8, 14-16, 21				4
<u>Other notes:</u>				
-				
City of Boulder Resilience Strategy - 2017				
<u>References to Current Guiding Documents or Other Master Plans:</u>				
BVCP, p. 40, 44				2
SRF, p. 40, 44				2
Human Services Strategy, p. 22, 42, 44,				3
Community Cultural Plan, p. 44,				1
Urban Forest Strategic Plan, p. 44,				1
<u>Other notes:</u>				
Identifies the SRF as the unifying mechanism for all city policies and programs.				
Identifies the BVCP as the highest level policy document, and that it articulates the city's vision and core values.				
Civic Area Master Plan - 2016				
<u>References to Current Guiding Documents or Other Master Plans:</u>				
Library MP, p. 42,				1
BVCP, p. 7, 23, 27				3
<u>Other notes:</u>				
Primarily project focused.				
Community Cultural Plan - 2015				
<u>References to Current Guiding Documents or Other Master Plans:</u>				
BVCP, p. 66, 67, 120				3
SRF, p. 130-134				1
Code, 49, 60				2
<u>Other notes:</u>				
-				
Comprehensive Flood and Stormwater Utility Master Plan - 2004				
<u>References to Current Guiding Documents or Other Master Plans:</u>				
BVCP, p. ii, iii, 6, 27, 31, 32, fig. 3-11,				7
Water Utility Master Plan, p. 165				1
Greenways Master Plan, p. 165				1

Keep It Clean Partnership, p. 165			1
BVCP and CFS, p. A-3, A-4, A-6, A-8, A-9, A-10			6
<u>Other notes:</u>			
-			
Facilities and Asset Management Master Plan (FAM) - 2005			
<u>References to Current Guiding Documents or Other Master Plans:</u>			
Boulder Business Plan, pp. 3, 4			2
BVCP, p. 6			1
Other MP's and CIP's, p. 6			1
Other MP's and SP's, p.6			1
Comprehensive Flood and Stormwater Master Plan, p. 15			1
<u>Other notes:</u>			
-			
Fire-Rescue Master Plan - 2020			
<u>References to Current Guiding Documents or Other Master Plans:</u>			
BVCP and SRF, p. 3, 6			2
Community Engagement Framework, p. 7			1
<u>Other notes:</u>			
-			
Greenways Master Plan - 2011			
<u>References to Current Guiding Documents or Other Master Plans:</u>			
CFS MP, p. ii, 2-4, App. III,			3
BVCP, multiple MP's, and subcommunity plans, p. ii, 2-1, 3-7, App. I,			4
Transportation MP, p. 1-6			1
BVCP, p. 2-1, 3-2			2
Subcommunity and Area Plans, p. 2-4, App. III,			2
Flood Mitigation Plans, p. 2-5			1
Transportation MP, p. 2-5, 3-5, 4-5, App. V,			4
Water Quality Strategic plan, p. 2-6			1
Parks and Recreation MP, p. 2-6			1
Open Space and Mountain Parks Management Policies, p. 2-8			1
Permits and codes, p. 2-10			1
CEAP, Appendix I (p.82)			1
<u>Other notes:</u>			
-			
Historic Preservation Plan - 2013			
<u>References to Current Guiding Documents or Other Master Plans:</u>			
BVCP, p. 8, 17, 22, 24, 32, 40			6

Other city plans, p. 29, 40				2
<u>Other notes:</u>				
-				
Human Services Strategy - 2017				
<u>References to Current Guiding Documents or Other Master Plans:</u>				
Guiding documents - BVCP, master and strategic plans, SRF, p. 26-28				1
SRF, Budget Operating Principles, Priority Based Budgeting, p. 38				1
Homelessness Strategy, p. 2, 32, 37, 38, 66, 78, 81, 85, 101				9
Transportation Master Plan, p. 52				1
Age Well Boulder County Master Plan, p. 74				1
<u>Other notes:</u>				
Contains helpful descriptions and graphics showing connection to BVCP and SRF; other plans				
Open Space and Mountain Parks Visitor Master Plan - 2005				
<u>References to Current Guiding Documents or Other Master Plans:</u>				
BVCP, p. 31, 47, 74, 88, 89, 97, 102, 113, 141, 147, 156, 165, 171, 182, 190, 191, 193-195				17
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<u>Other notes:</u>				
-				
Parks and Recreation Master Plan - 2013				
<u>References to Current Guiding Documents or Other Master Plans:</u>				
BVCP, p. 5, 20, 21, 34,				4
SRF, p. 5, 20, 21, 62,				4
Department Strategic/Master Plans, p. 21				1
<u>Other notes:</u>				
-				
Social Sustainability Strategic Plan - 2007				
<u>References to Current Guiding Documents or Other Master Plans:</u>				
Departmental master plans, p. 4, 6, 13, 14, 17, 26, 28, 48, 49,				9
CEAP, p. 14				1
Parks and Rec. MP, p. 18, 20, 22, 29,				4

Transportation MP, p. 20,				1
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BVCP, p. 7, 9, 22, 27, 28, 46-47, 49,				7
<u>Other notes:</u>				
Appears to clearly present the intended heirarchy of MP to Goal to Strategy to Action Item.				
Transportation Master Plan - 2014				
<u>References to Current Guiding Documents or Other Master Plans:</u>				
BVCP, p. 6, 7				2
SRF, p. 6				1
Climate Commitment, p. 6				1
Access Management & Parking Strategy, p. 6				1
Urban Forestry Strategic Plan, p. 6				1
Open Space and Mountain Parks MP, p. 6				1
Boulder Junction Area Plan, p. 6				1
Gunbarrel Community Center Plan, p. 6				1
North Boulder Subcommunity Plan, p. 6				1
Boulder Valley Regional Center Design Guidelines, p. 6				1
<u>Other notes:</u>				
-				
Waste Reduction Master Plan - 2006				
<u>References to Current Guiding Documents or Other Master Plans:</u>				
BVCP, p. 4				1
<u>Other notes:</u>				
-				
Wastewater Utility Master Plan - 2009				
<u>References to Current Guiding Documents or Other Master Plans:</u>				
University of Colorado at Boulder Master Plan, p. 36,				1
BVCP, p. 1, 4, 7, 35				4
Code, p. 10, 83, 156, 160				4
<u>Other notes:</u>				
-				
Water Utility Master Plan - 2011				
<u>References to Current Guiding Documents or Other Master Plans:</u>				
BVCP, p. 1-3, 1-4, 1-11, 1-16, Map 1, 2-17, 2-18, 2-23, 2-25, 2-30, 2-34, 2-35, 3-i, 3-ii, 3-iii, 3-iv, 3-10, 3-13, 3-17, 4-25, 4-29, 4-30, 4-32, 4-45, 4-88, 4-89, 4-97, 4-108, 4-141, 4-148, 4-222, 4-333, 4-345, 4-347-349, 4-399, 4-437, 4-486				36
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Greenways Master Plan, p. 3-7, 3-14,	2
CEAP, p. 3-13, 4-62,	2
<u>Other notes:</u>	
-	
Zero Waste Strategic Plan - 2015	
<u>References to Current Guiding Documents or Other Master Plans:</u>	
BVCP, p. 3	1
SRF, p. 3, 4, 18	3
Master and strategic plans, p. 9,	1
Code, p. 13	1
<u>Other notes:</u>	
-	

Appendix B

Focus Group Methodology and Results

METHOD

“HOW MIGHT WE” QUESTIONS

HOW MIGHT WE...?

WHY create how might we questions

“How might we” (HMW) questions are short questions that launch brainstorms. HMWs fall out of your point-of-view statement or design principles as seeds for your ideation. Create a seed that is broad enough that there are a wide range of solutions but narrow enough that the team has some helpful boundaries. For example, between the too narrow “HMW create a cone to eat ice cream without dripping” and the too broad “HMW redesign dessert” might be the properly scoped “HMW redesign ice cream to be more portable.” It should be noted, the the proper scope of the seed will vary with the project and how much progress you have made in your project work.

HOW to generate how might we questions

Begin with your Point of View (POV) or problem statement. Break that larger challenge up into smaller actionable pieces. Look for aspects of the statement to complete the sentence, “How might we...” It is often helpful to brainstorm the HMW questions before the solutions brainstorm. For example, consider the following POV and resulting HMW statements.

Challenge: Redesign the ground experience at the local international airport

POV: Harried mother of three, rushing through the airport only to wait hours at the gate, needs to entertain her playful children because “annoying little brats” only irritate already frustrated fellow passengers.

Amp up the good: HMW use the kids’ energy to entertain fellow passenger?

Remove the bad: HMW separate the kids from fellow passengers?

Explore the opposite: HMW make the wait the most exciting part of the trip?

Question an assumption: HMW entirely remove the wait time at the airport?

Go after adjectives: HMW we make the rush refreshing instead of harrying?

ID unexpected resources: HMW leverage free time of fellow passengers to share the load?

Create an analogy from need or context: HMW make the airport like a spa? Like a playground?

Play POV against the challenge: HMW make the airport a place that kids want to go?

Change a status quo: HMW make playful, loud kids less annoying?

Break POV into pieces: HMW entertain kids? HMW slow a mom down? HMW mollify delayed passengers?



The KJ-Technique: A Group Process for Establishing Priorities



by Jared M. Spool

Back in the late 1970's, the US government commissioned a study to look at effective group decision making. In the study, they asked 30 military experts to study intelligence data and try to construct the enemy's troop movements.

Each expert analyzed the data and compiled a report. The commission then "scored" each report on how well it reported the actual troop movements. They found that the average military expert only got 7 out of a 100 elements correct.

Each expert then reviewed all of the other experts' reports and rewrote their initial assessment. The average accuracy for these revised reports was 79 out of a 100.

experts didn't have any new information. All they had were the perspectives of the other experts. When they added those perspectives to their own, their accuracy increased ten-fold.

Deriving Priorities When Resources are Limited

In design, our resources are limited. Priorities become a necessity. We need to ensure we are working on the most important parts of the problem. How do we assess what is most important?

In our consulting work, we've found that, like the military experts, our clients usually have most of the answers already in their own organization. The trick is to get all the people with the right perspectives to reach consensus quickly.

For this, we've turned to a group consensus technique we've been using for years, called a *KJ-Method* (also sometimes referred to as an "affinity diagram"). The KJ-Method, named for its inventor, Jiro Kawakita (the Japanese put their last names first), allows groups to quickly reach a consensus on priorities of subjective, qualitative data.

Sometimes, we'll be in a situation when every team member has different opinions on how we should proceed, such as identifying who the most important users are for an upcoming study. Other times, we'll have collected tons of subjective data, such as our observations from hours of user testing. We find the

The Accuracy of the KJ-Technique

One of the most amazing things about the KJ-Method is how well it objectively gets groups to the top priorities. Different groups can analyze the same data and will often come to the same results.

A few years back, we conducted an experiment where we had 15 teams use the method simultaneously. Each team consisted of ten usability specialists, each from different organizations. Their goal was to take their own individual experiences and prioritize an action plan as a team. We focused the exercise around the question, “What are the biggest obstacles to producing quality products that you face in your job?”

Each person started by listing their own personal obstacles. Then, using the process, they spent approximately 40 minutes reaching consensus. By the end, we asked each team to list the top 3 items.

When we compared the all 15 teams' results, they all had basically the same top items: Need to define requirements better; Need to understand the users better; and Need to have better communication with their design team.

It was amazing how each of these teams came to basically the same top priorities, even though they each started with individual data. We've repeated this experiment 3 times, always with very similar results. The KJ-Method really does work to get

The KJ-Method: Step By Step

The KJ-Method is simple and easy to do. It focuses the group on the task at hand and is excellent at eliminating unnecessary discussion and distractions from the goal. It's a tool that everyone should have in their designer's toolbox.

We've got it down to an eight-step process that we can do with any size group in less than an hour. Here's how we do it: We use two colors of removable sticky notes, such as yellow and blue. We like the standard 3×5 size or the 4×6 size, if we can get it. We need a room with a lot of wall space. Typically, a large conference room will work well. We also need a facilitator. This is a person who will move the group from one step to the next. (While a facilitator can also contribute as a group member, politics may make this less than desirable. The safe road is to have the facilitator play a neutral role.)

We'll need a whiteboard or flipchart for the final ranking step.

Step 1: Determine a Focus Question

The focus question drives the results. Every session will have its own focus question. Sample focus questions are:

- Who are our users?
- What features do users need?

- What did we learn in our usability study?
- What are the biggest obstacles preventing our products from selling?

We can only work on one focus question at a time, so we pick the most important one first. (An experienced team can do two rounds of KJ's in an hour allowing them to deal with two important questions.)

Step 2: Organize the Group

Get folks together for an hour. We want people from different parts of the organization, to get their different perspectives.

Step 3: Put Opinions (or Data) onto Sticky Notes

Putting one item on each sticky note, we ask each group participant brainstorm as many items as they can think of.

Step 4: Put Sticky Notes on the Wall

In random order, each participant puts their sticky notes up on the wall. Then, they read other people's contributions. If, at any time, they think of something else that should go on the wall, they need to jot it down on a sticky note and add it to the collection.

Step 5: Group Similar Items

the wall, the facilitator instructs the group to start grouping like items in another part of the room. This is what we say when we're facilitating

“Take two items that seem like they belong together and place them in an empty portion of the wall, at least 2 feet away from any other sticky notes. Then keep moving other like items into that group.”

“Feel free to move items into groups other people create. If, when reviewing someone else's group, it doesn't quite make sense to you, please feel free to rearrange the items until the grouping makes sense.”

“You're to complete this step without any discussion of the sticky notes or the groups. Every item has to be in a group, though there are likely to be a few groups with only one item.”

Notice that we've not allowed the group any discussion about the contents yet. We've found that premature discussion often focuses on *borderline* items — things might be unimportant to the focus question. If they aren't important, then spending any time discussing them is a waste.

In later steps in the process, we have time to discuss the important items. Therefore, by preventing conversation now, we save time for the important conversations later.

original wall into groups.

Step 6: Naming Each Group

Using the second color of sticky notes, we ask each participant to assign a name to each group. Here are the instructions we give:

“I want you to now give each group a name. Read through each group and write down a name that best represents each group on the new set of sticky notes I just gave you.”

“A name is a noun cluster, such as ‘Printer Support Problems’. Please refrain from writing entire sentences.”

“As you read through each group, you may realize that the group really has two themes. Feel free to split those groups up, as appropriate.”

“You may also notice that two groups really share the same theme. In that case, you can feel free to combine the two groups into one.”

“Please give every group a name. A group can have more than one name. The only time you’re excused from giving a group a name is if someone has already used the *exact* words you had intended to use.”

Again, notice here that we’re not allowing the group to discuss the name. Everyone gets a chance to get their own views out, regardless of the politics and personalities involved.

everyone read every group, it forces the participants to review everything on the wall and consider it. This is critical for the next step: voting.

Step 7: Voting for the Most Important Groups

When we have finished this step, every participant will have democratically shared their opinion on the most important groups. This will be independent of any coercion amongst their peers or factors like the number of items in each group. They'll purely use their own viewpoint to choose those groups are most important to answering the focus question.

To get through this stage quickly, we break it up into three parts. First, we have each participant grab a piece of scrap paper and write down the names of the three groups that they feel are most important.

We'll repeat the focus question at this point, so they know which question they are answering. For example, if our focus is "What features do users need?", we'll give these instructions to the participants:

"On a piece of scrap paper that you will neither post nor share, I want you to write down the three names of groups that you think best answer this question: What are the *most important* features that users need?"

"If a group has more than one name, you are to chose the name that *best* represents the most important features in

Occasionally, participants will have trouble narrowing the groups to just three. We'll often instruct the people having trouble to write down five, then cross two off. While this often produces a giggle, it turns out to be helpful to some participants.

The second part of this step happens when they have their three choices. We ask them to rank them from most important to least important. We've found that doing this separately from identifying the top three makes it easier on the participants.

After we've ensured that everyone has their three top choices and has ranked them, we give the last part of the instructions: to record their votes on the group sticky. If, for example, the group sticky notes are blue, we'd use these instructions:

"I want you to go to the blue sticky that best represents your first most important choice and put three X's on it."

"You can then go to your second most important choice and put two X's on it."

"Finally, go to your third most important choice and put a single X on it."

When we're done, everyone will mark six X's on the group names that they feel are most important.

up until this point. Even though they've worked as a group, we've prevented discussion from eating up any portion of the meeting.

This is because, up until now, we've not known what items were most important. It just doesn't make sense to spend time discussing unimportant items.

Step 8: Ranking the Most Important Groups

Once everyone has marked their votes, we grab all the group sticky notes with votes on them and place them on the whiteboard (or flipchart). We'll order them by the number of votes each sticky received, with the highest numbers at the top.

At this point we ask the group to gather around the whiteboard and we read off, in order of importance, the names of each group that received votes.

Because some groups may actually represent identical priorities, we allow the team a few moments to consider combining groups. We have a simple process for doing this. Here's how we explain it to the participants:

"We now need to see if there are any groups that we should combine. You can nominate two groups that you think are the same thing."

"We'll then take a preliminary vote, to see if anyone thinks they aren't the same. If anyone believes they are different,

“After the brief discussion, we’ll take a final vote. That vote needs to be unanimous for us to combine the items and their scores.”

“Remember, the two groups being considered need to be *identical*. That means you could substitute one for the other. A group that’s a subset of the other group does not qualify for combining.”

As each pair is nominated, we take the preliminary vote. We let the participants discuss amongst themselves why they are for or against combining. As facilitator, we let everyone have their say and pay close attention to the group dynamics, to prevent people from getting their opinions bullied.

Since we insist on unanimous agreement for combining items, it gives great power to a single person. However, since the items were already scored, it’s hard to abuse the power in any meaningful way. Someone who is trying to hold up the process by being argumentative won’t get very far.

Every time we combine two items, their scores are added together and they are moved higher in the list. Usually, we reach a point where there are three or four items which are ranked much higher than the rest. At this point, the facilitator can stop the process, since any further combinations are unlikely to change these top priorities in any meaningful way.

At this point, the facilitator declares the exercise finished and reviews the top three or four ranked items. These are the top

Reaching Consensus in Record Time

When the KJ-Method works (and it has rarely failed us), we reach group consensus much faster than any other method we've had. Because we've encouraged people from all over the organization to participate, the resulting priorities will typically stand the test of time and won't come under constant challenge.

The KJ-Method is a fascinating mix of independent brainstorming, group dynamics, and democracy. It allows a team to be creative and critical in a productive manner, where strong personalities and politics play second fiddle to the independent perspectives and experience of the team.

The KJ-Method is such a valuable tool that we sometimes wonder how we'd ever get our job done without it.

Published here on May 11, 2004.

About the Author



Jared M. Spool is a co-founder of Center Centre and the founder of UIE. In 2016, with Dr. Leslie Jensen-Inman, he opened Center Centre, a new design school in Chattanooga, TN to create the next generation of industry-ready UX Designers. They created a revolutionary approach to vocational training, infusing Jared's decades of UX experience with Leslie's mastery of experience-based learning methodologies.

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Agenda

Focus Group	Participants	Agenda
<p>1. City Council (Muni 111 - March 4, 2020: 4:30 - 5:30)</p>	<p>Mary Young Bob Yates</p>	<p>Discussion Based <i>What is the goal of Master Planning?</i> <i>How are Master Plans useful to your work?</i> <i>What is working and not working?</i> <i>Prompts- Financial Planning and Priority Setting</i> How do the master plans related to the priorities you set? How might we (policy, programs, budget - follow up on useful to their work)?</p>
<p>2. Master Plan Coordination Committee (Muni 100 - March 5, 2020: 8:30-10:00)</p>	<p>Chris Ranglos, Planning Jean Gatza, Planning Jeff Haley, Parks and Rec Deryn Wagner, Open Space Randall Rutsch, Transportation Katie Knapp, Utilities Holger Durre, Fire-Rescue Sarah Huntley, Engagement Carolyn Elam, Climate</p>	<p>Section 1: 8:30-9:00 Section 2: 9:00-9:30 Barriers to HMW: 9:30-9:55</p>
<p>3. Subset of Department Directors (Muni 100 - March 5, 2020: 11:00-12:00)</p>	<p>Dan Burke, Open Space Mike Calderozzo, Fire David Farnan, Library and Arts Carey Weinheimer, Police Carlos Hernandez, Transportation Joe Taddeucci, Utilities Ali Rhodes, Parks and Rec</p>	<p>Section 1: 11:00-11:30 Section 2: 11:30-11:55</p>
<p>4. Finance (Muni 100- March 5, 2020: 1:00-2:00)</p>	<p>Chery Pattelli, Director Kara Skinner, Deputy Director Kady Doelling, Executive Budget Officer</p>	<p>Section 1: 1:00-1:30 Section 2: 1:30-1:55</p>
<p>5. Internal Services (Muni 100-March 5, 2020: 4:00-5:00)</p>	<p>Francis Duffy, IT Cheryl Pattelli, Finance Mike Giasanti, HR TBD, Facilities</p>	<p>Section 1: 4:00-4:30 Section 2: 4:30-4:55</p>

1. 3/4/2020 Council members working on budgeting and prioritizing

Bob Yates

Mary Young

What is the goal of Master Planning/Strategic Planning?

- **Bob Yates:** For the department to take a step back and see what services are in the community, examine if they are the right ones, and align with what the community expects. Aligning with community goals also includes understanding prioritization of the goals.
- **Mary Young:** The creation of a vision for each department should take care of essential needs, and then outline any goals that are beyond essential and tying together the capital and operational components tied to undertaking this work.

Common Themes

- **Current process not useful.** The current master planning process is not very useful when “outrageously unachievable capital and operating challenges” are created. Mary Young.
- **Staff as experts.** Council looks to staff for their expertise in communicating the essential components, budgetary assessment, and priorities
- **Consistent budget prioritization.**
 - Need to separate out what is affordable and the aspirations that are financially unachievable
 - It would be helpful to tie budgetary information to each department’s master plans so that the Council can contextual each plan into the larger budget; this includes a financial look back; helpful measurements include cost per capita per year, essential costs versus extra costs
 - The budget prioritization needs to be done consistently across Master Plans, and Council wants to understand how each of the Master Plans fit together holistically
- **Communication is important.** Currently Council are “now professional disappointers” - Councilmembers need to be able to communicate to the community, pull them into the dialogue, have community participate, they would understand better
- **Integrate Equity.** The master planning process needs to integrate an element of equity into decision-making. Boulder is a GARE member and “we have to listen to people, respect views, and sometimes need to do things that exhibit leadership and represent those who don’t have power or are present.” Bob Yates.

Example of Success

- **Bob Yates:** In 2011, a bond measure was going to sunset and the City had to go back to the voters to ask for renewal and the question was what to spend this on. City staff came up with \$700,000 of projects and there was only \$50,000 to spend. A citizen committee was convened, departments made presentations, listened to community meetings and then made recommendations to Council. This was the only time that Bob felt that he could make prioritized recommendations in an informed way.

Underlying Boulderisms

- **Open Space.** Preservation of open space is highly valued in the community

2. 3/5/2020 Master Plan Coordination Committee

Chris Ranglos, Planning

Alyssa Dinberg, CMO

Deryn Wagner, Open Space

Katie Knapp, Utilities

Jean Gatza, Planning, Comprehensive Planning

Randall Rutsch, Transportation

Sarah Huntley, Engagement, CMO

What is the goal of Master Planning/Strategic Planning?

- **Jean Gatza:** Master Plans should be about outcomes or service delivery, but given challenges with funding, this is now a department function that sets the stage for budget discussions.
- **Deryn Wagner:** Master Plans are the integration of services with policy direction and capital investments. The Master Plan drives the work plan. Master Plans are the biggest portion of community engagement; there is much less community engagement with the CIP.
- **Randall Rutsch:** Master plans are implementing the comprehensive plan with a more detailed policy direction, that also contemplates a financial component. In transportation, the master plan includes “1,200 projects that are prioritized and priced and driven by policy - it is a big effort and there is a starting place. As a part of this last update, we developed a prioritization model that gives the top 20-50 projects to consider to go into the CIP Program.” Then, RR clarified that funding is not matched to CIP, just moved forward for consideration.
- **Katie Knapp:** A Master Plan is developing policies and guidance for moving forward that meets the community needs and desires, and is reevaluated with changing conditions.

Common Themes

- **Community wants the dream plan.** “It is becoming increasingly challenging for the community to understand that we have limited resources. The community usually wants the dream plan.” - Boulder employee
- **Integrated view for decision making.** The Council needs to be able to look at master planning in a more integrated way to make choices, including realistic timelines.
- **Financial strategy and priority.** Master planning should include financial strategy linked to priority setting.
- **Shared values.** Need to integrate shared values to help ground the conversation.
- **No integration of financial scenarios.** “We struggle because there isn’t alignment with priority based budgeting and how we approach financial scenarios.” - Boulder employee
- **Silos.** We do not do a good job across Master Plans and look at them in silos; we don’t have a clear understanding of restraints at the beginning of the process. This is particularly problematic when it comes to departments that are resourced from the general fund.

- **Common financial understanding.** We need a common understanding of revenue forecast for 20 years - we don't have that now.
- **Participatory Budgetary.** The community could be leveraged better to look at the City's financials across departments (e.g. participatory budgeting) and help be good stewards of the City, rather than advocates of their respective Master Plan committee's work.
- **Contextualize goals.** The department Master Plan needs to be contextualized, including an assessment of the current state, as well as how the Master Plan fits in with other community goals.
- **Communication tool.** A Master Plan can be used as a good communication tool - it can be used to say no and to point back to when values change.

Underlying Boulderisms

- **GF vs. Not.** It is problematic that some departments have dedicated funding and some don't (i.e. GF or not) - Council needs to look at this in a more integrated way to make choices.
- **People vs. Cars.** There is a values overlay and we see it in our day-to-day with battles between people and cars.
- **New and shiny.** "There is an organizational culture for new and shiny; not nuts and bolts - and you respond to what you are rewarded for." - Boulder employee
- **Innovation.** "Innovation is a core City value." - Boulder employee
- **Smart community.** The community is active, very smart, politically astute, and engaged. This garners high participation and can be a double-edged
- **New to cross-departmental teaming.** It is new in Boulder to engage in cross-departmental teaming, and the physical structures being spread across the City create an additional challenge.

3. 3/5/2020 Department Directors

Carey Weinheimer, Police

Dan Burke, Open Space

Gerrit Slatter, Transportation

Joe Taddeucci, Utilities

What is the goal of Master Planning/Strategic Planning?

- **Strategy for the future.** Master Planning sets the department strategy for the future, and each year of the plan is the focus of the annual budget
- **Three categories.** There are three categories in Master Planning: Fiscally constrained, action plan, and vision plan

Common Themes

- **Need consistency.** How do we get feedback on department goals in relationship to other department goals and how do we get consistency across the departments?
- **Not at odds.** Make sure that goals of department Master Plan are not at odds with another department Master Plan
- **Cross-departmental collaboration.** Add a section to Master Planning that talks about cross-departmental collaboration outside of specific projects and goals.
- **Need to inform the budget.** It is a growth opportunity for departments to use Master Plans to inform the annual budgeting process.
- **Different measures.** There is no consistency on metrics components, key performance indicators of Master Plans. "Everyone does the measuring and budget differently." - Boulder employee
- **Council tradeoffs.** The Council needs to be looking at components of different department Master Plans and understand that there are tradeoffs.
- **Intervals vary.** The intervals of updates to Master Plans varies across departments and is at the discretion of the directors.
- **Unrealistic expectations.** The point of visioning is to think outside of the box but it creates unrealistic expectations from the community. This can be incredibly frustrating.
- **Communication tool.** A Master Plan is currently more helpful to communicate to the board, rather than to the Council. The Master Plan could be a better discipline tool for Council and community.
- **Help with coordination.** Each department has a different level of community engagement - could use some level of help to coordinate outreach across departments.

Underlying Boulderisms

- **Need prioritization.** We are not so good at pushing back on the community - we need a prioritization element.
- **GF vs. dedicated fund.** It makes a difference if a department is general fund versus dedicated fund - because if you are a GF department there is competition
- **Squeaky wheel.** "The squeaky wheel gets the attention of the Council." - Boulder employee
- **Shiny and new.** Boulder has a culture of seeking what is shiny and new.

4. 3/5/2020 Finance

Chery Pattelli, Director

Kara Skinner, Deputy Director

Kady Doelling, Executive Budget Officer

What is the goal of Master Planning/Strategic Planning?

- **Roadmap.** The goal is to create a roadmap. However, each Master Plan is separate and there is no alignment with overall strategic process and prioritization, especially as it relates to being realistic about funding.
- **Integration needed.** Integrate Master Planning across the City, and include prioritization and realistic funding.

Common Themes

- **Unrealistic expectations.** Without financial alignment, Council approves Master Plans, and this sets up unrealistic expectations of departments and the community. Ideally, Master Plans can be used to help with long term financial planning.
- **Confusing.** It is confusing as to when a master plan is done versus a strategic plan.
- **Consistent formula needed.** There should be a consistent formula of how the Master Plan is accomplished, including in the development, community outreach, and layout. This would help with prioritization
- **City Strategic Plan needed.** City needs a strategic plan for the department Master Plans to tie back to.
- **Fourth category.** The three categories in Master Planning misses the fourth category of reductions or being fiscally constrained.
- **Predictable planning.** Discrete times of master planning would be useful - one option would be to adopt a budget in October, do Master Planning in November and December, and then at the January retreat, it can be decided what should be funded.

Underlying Boulderisms

- **We'll find money.** There is a mindset that we can find the money - we need to get rid of this.
- **People disconnect.** The people who work on the Master Plans are not the same people who work on the budget.
- **Independent culture.** Boulder has a culture of being independent, the departments are super silos, and the community is very loud.
- **Finance not a part of the process.** Staff reports are not reviewed by the Finance Department.

5. 3/5 Internal Services

Amanda Tinson, HR

Noreen Walsh, Facilities, Public Works

Francis Duffy, IT

What is the goal of Master Planning/Strategic Planning?

- **Direction.** A Master Plan is used to map out directions of where you want your department to go and to align with the goals of the City. Strategic plans are for a hyper focused area to fulfill a section of a department's master plan.

Common Themes

- **Internal partners.** It would be helpful to have the Finance Department, Human Resources, and IT as strategic partners for Master Plans.

Underlying Boulderisms

- **Little businesses.** "One of the challenges that Boulder has is that each department is little business and they don't think from an enterprise system." - Boulder employee

6. 3/6 Fire

Chief Calderazzo, Fire

What is the goal of Master Planning/Strategic Planning?

- **Department 5 year plan.** For individual departments, it is a five year look out, and should include SWOT analysis.

Common Themes

- **Need Citywide Plan.** Need a city-wide strategic plan so that department master plans can individually align master plans.
- **Direct Council.** The Master Plan can be used to help direct Council at the annual retreat with Council.
- **Align with budgeting.** A shift in Master Plans is to include a progress on performance measures and Master Plan results in April or May when budget requests come in.
- **No tradeoffs.** There is no natural place for Council to discuss tradeoffs without a city-wide strategic plan. Right now, the biggest barrier is politics and nobody wants to say no. It would be better if the Council creates the vision plan to make trade-offs.
- **Three categories are confusing.** Boulder's plans confuse the Council - especially with the three funding categories.

Underlying Boulderisms

- **Bright and Shiny.** Boulder will always chase the bright and shiny and the last loud constituent, unless there is a vision established by Council.
- **GF vs. Dedicated funding.** Without understanding what Council thinks is important, core is ignored because all the new bright and shiny is followed. The General Fund doesn't have its own advocacy, and departments with dedicated funding sources have carte blanche to what they want and are not put through in the ringer. Every fund should be run through the same filter.
- **Need honest conversations.** The old school department heads are too polite, too nice, and not willing to be honest. It is better to have an honest conversation up front and to have shared values and objectives.