

5-Year Strategic Plan for the Regional Water Providers Consortium

Originally Adopted

September 6, 2000

Revised

June 2004



Revised 5-Year Strategic Plan

The Regional Water Providers Consortium

The Consortium is a group of 23 water providers in the Portland metropolitan area that directly provide water service to approximately 90-95 percent of the urban area. These water providers represent 16 cities, 8 water districts, and 1 public utility district. The regional government Metro, not a direct water provider, is also a member making up a total membership of 24 dues paying governmental entities. This organization was formed in 1996 through an Intergovernmental Agreement (IGA) and is operated by a set of bodies, which meet periodically. The intent of this organization is to collaboratively discuss, study and adopt policy, and facilitate partnerships to provide municipal drinking water supplies. At the same time that the IGA was signed to form the Consortium the water provider members also endorsed the Regional Water Supply Plan (RWSP), which was prepared through a jointly managed effort from 1993-1996. The Consortium is the caretaker and manager of the RWSP including any major revisions recommended to the participant entities. An update of the RWSP is scheduled to be endorsed by the members in fall 2004. One of the basic tenets of the Consortium is that no individual member gives up its ability to act as it sees fit to provide water services to its customers.

Portland Regional Water Providers Consortium Mission Statement

The Portland Regional Water Providers Consortium serves as a collaborative and coordinating organization to improve the planning and management of municipal water supplies in the Portland metropolitan region.

Goals

- We take ownership of and coordinate the implementation and revision of the Regional Water Supply Plan as the agencies directly responsible for providing water supplies to customers.
- We provide a forum for study and discussion of water supply issues of mutual interest and we communicate adopted policy and strategies to the public, agencies, and stakeholder groups.
- We promote cost-efficient use of our water resources and wise stewardship and protection of those resources to meet the values of our collective members and the needs of future generations.

Consortium Values

The members of the Consortium are committed to the following values:

- Acting in a consensus manner to the greatest degree possible
- Collaborating on water supply issues gives emphasis and value beyond that possible through individual action
- Implementing regional conservation programs collectively provides a more economical service to our individual customers
- Protecting and advocating the protection of existing and potential sources of drinking water
- Providing safe clean water supplies to meet the needs of the metropolitan area for the long term through the actions of individual member entities
- Providing decision support planning to individual members for their use in the provision of water supplies and programs
- Providing emergency preparedness services that enable more effective response by individual entities and backup to each other during emergencies
- Building partnerships to explore options, build projects, and operate systems while retaining individual decision making authority and accountability to customers
- Providing adequate financial and other resources to accomplish agreed upon Consortium objectives on an annual basis
- Recognizing the need to demonstrate positive value to each participant member and their customers
- Minimizing cost and maximizing benefits to our respective customers

Future Vision

The Portland Regional Water Providers Consortium (RWPC) will play an important facilitative role in ensuring that the water supply needs of the Portland metropolitan area are met now and into the future.

Strategic Planning

The Regional Water Providers Consortium Board adopted a work program task to develop a 5-year Strategic Plan, which the Board adopted in September 2000. The 5-Year Strategic Plan was developed by a subcommittee of the Board and recommended to the Board by this subcommittee along with the water provider staff from the member agencies. The revision of the Strategic Plan was assigned to the Board Executive Committee (EC), which was created in early 2001. The Board was consulted at meetings in September and December 2003 about changes in the Consortium role and activities. The EC revisited the Strength/Weakness and Threats/Opportunities developed in 1999 for the purposes of revising the Key Strategic Challenges contained in the Strategic Plan. Proposed revisions were shared with the Board in March 2004 and a common set of questions was discussed. Each Consortium member entity had an opportunity to provide further comments until the end of April 2004. The EC met twice between March and

June 2004 to recommend a final 5-year Strategic Plan Revision for Board action in June 2004.

The Board should review the Strategic Plan prior to formulating the annual budget and work program each year and should review and update the Strategic Plan at least every five years.

External Threats

- Government by initiative
- Low public awareness of the Consortium
- State and federal regulation
- Growth without adequate thought and planning for adequate water facilities to meet the added need
- Turf protection by Consortium members
- Economic conditions and rate concerns by customers

External Opportunities

The diagram illustrated in Figure 1 shows the external opportunities that are taking place that could be favorable to the organization.

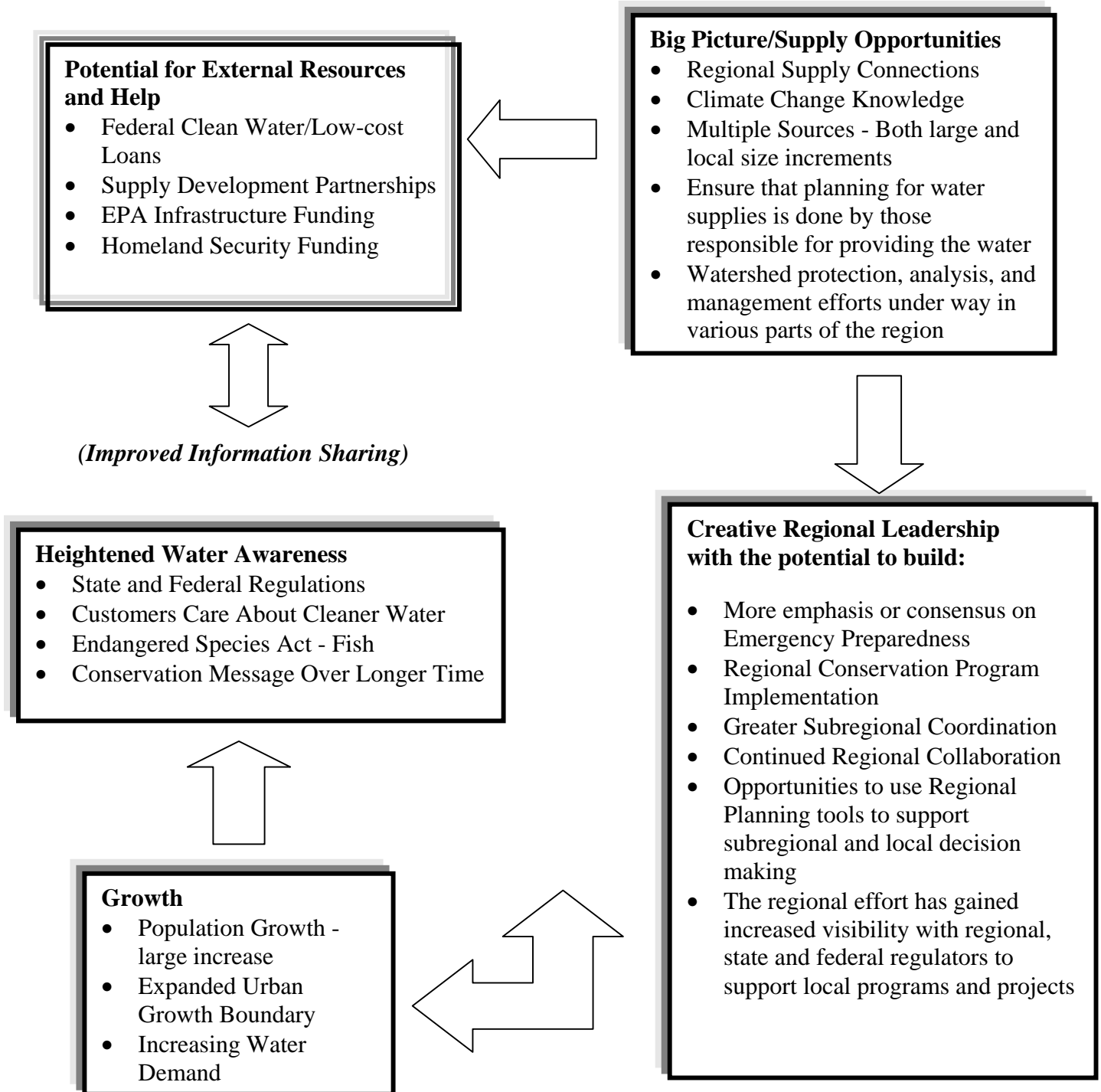
Internal Weaknesses

- Apathy, lack of participation
- Turf protection
- Competition between providers
- Cumbersome size
- Lack of shared expectations
- Vulnerability to losing members
- Communication could be better both internally and externally
- Competition for scarce fiscal resources to pay for Consortium programs
- Scope and scale of regional planning is less than that done at the local level, which creates potential conflicts with individual agency plans

Internal Strengths

- Have an institutional history since about 1990 of working together and since 1997 as a water provider consortium with a track record
- Visibility has increased with State and Federal regulatory agencies
- Trust is building over time
- Strong, active, focused, concerned, energetic participants
- Have had good staff support
- There is power in numbers
- Economies of scale to conduct programs that mutually benefit all members
- Based on collaboration not coercion. Involvement by elected decision makers increases the ability to act and plan collaboratively in the region
- Diversity in membership (from small to large entities and types of entities)

Figure 1
External Opportunities Diagram



- Multiple and abundant water resources in the region
- Implementation of regional conservation programs by the Consortium has both increased the value of the Consortium to members and increased customers' awareness of the work of the Consortium and regional water providers

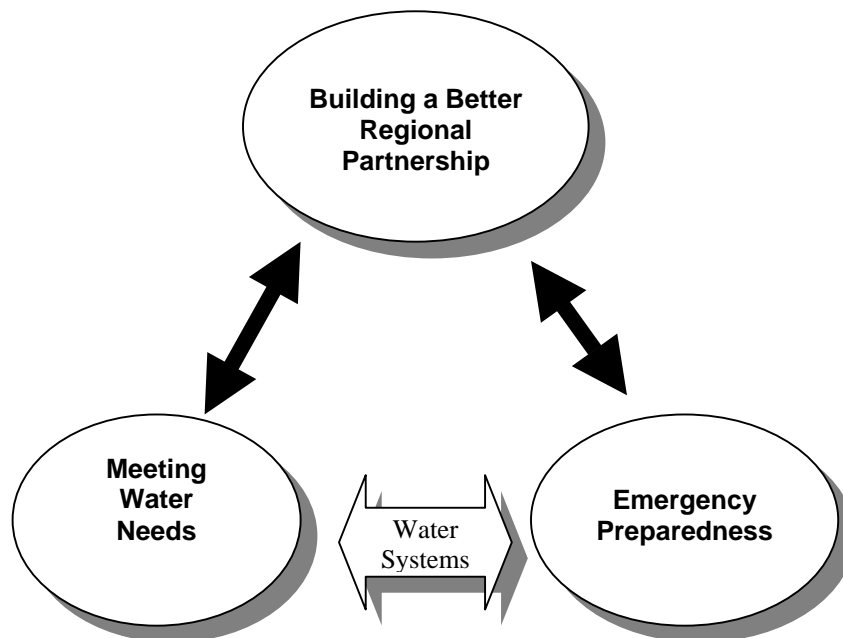
The Key Strategic Challenges

The key strategic challenges that were identified based on the above analysis of the environmental scan, stakeholder surveys, and Consortium work sessions held during revisions and updates are grouped into three specific areas:

1. How do we facilitate the provision of adequate water supplies as a region?
2. How do we deal with emergencies on a regional basis?
3. How do we build the Consortium into a valued organization that helps water providers meet water needs and meet emergencies?

Each of these key strategic challenges is made up of a number of specific strategic goals and each one of the challenges is listed as a specific regional strategy, all of which are linked to form a direction for the Consortium over the next five years.

Figure 2 – Key Strategic Challenges for the Consortium



Strategy:

Meeting Water Needs

THE CHALLENGE:

HOW DO WE FACILITATE THE PROVISION OF ADEQUATE WATER SUPPLIES AS A REGION?

CONTEXT:

The Regional Water Providers Consortium was formed by an Intergovernmental Agreement initially signed by 26 water providers and Metro in 1996-1997. Due to consolidations, departures, and additions the size of the Consortium in 2004 was 24 entities that represent 25 different water provider entities (who also wholesale water to other entities) that are responsible for providing water supplies to about 90-95 percent of the Portland metropolitan area in Oregon. The entities signing the Intergovernmental Agreement also agreed to endorse the Regional Water Supply Plan (RWSP) developed in 1996.

The primary purposes of the Consortium are listed in the Intergovernmental Agreement as follows:

- A. Promote the voluntary coordination of individual and collective action of participants implementing the Regional Water Supply Plan;
- B. Serve as the central custodian for RWSP documents, including computer models;
- C. Review and recommend revisions to the RWSP, as appropriate;
- D. Provide a forum for the study and discussion of water supply issues of mutual interest to participants and to coordinate the responses of participants to such issues;
- E. Provide a forum for review and discussion of water resource issues that relate to the development and application of the statewide land-use goals, comprehensive plans, regional plans, or land-use regulations;
- F. Establish an avenue for public participation in water supply issues in addition to public participation activities of the individual participants.

Since the first year of the Consortium operation beginning on July 1, 1997, there have been work tasks adopted annually that have focused on issues associated with public involvement, source water protection, emergency preparedness, transmission and storage, regional conservation program implementation, and updating the Regional Water Supply Plan. Issues associated with entities making decisions about how to meet their near- and long- term supply needs have arisen during this time. A number of significant subregional actions, evaluations and efforts have taken place outside of the Consortium function, including regionalizing the Bull Run water system, agreements to provide water from the Clackamas River between existing and potential new service areas, and planning for new water supplies in Washington County associated with Bureau of Reclamation project at Hagg Lake. In addition, the Consortium added the implementation of regional conservation programs to its function in 2000, and this function now involves over 60 percent of the fiscal resources of the Consortium on a year-to-year basis. The Consortium Board and Technical Committees discussed the nature of the planning role for the Consortium during 2003 and provided direction for changes in this role. The primary purpose of the Consortium should be to support local decisions, but not direct the provision of specific water supplies to meet the needs of the region.

AFFECTED STAKEHOLDERS:

The key stakeholders are the entities which make up the Consortium. These entities include 16 cities, 8 water districts, 1 public utility district, and 1 regional government. Other stakeholders include customers of the various entities, special interest groups, and other governmental agencies, including the State Water Resources Department and the Oregon Drinking Water Program, that directly regulate water providers.

CONSEQUENCES IF NOT ADDRESSED:

If the strategic challenge is not adequately addressed then there are likely to be members of the Consortium who will not see value in continuing membership and will withdraw. At some point a reduction in members will result in disbanding the Consortium. The value in a collaborative organization is often contingent on retaining enough members at the table to effectively justify the time and expense associated with such organizations. The Consortium members have been concerned about focusing on the appropriate issues of value to the individual entities. A loss of focus on the key issues important to providing effective water service for the individual members is likely to result in loss of membership and a termination of the Consortium which needs at least 15 members to stay in business. The loss of the forum provided by the Consortium will result in a return to more individual and subregional efforts to meet water supply needs and to communicate collective positions on water programs and issues. The return to more turf-oriented perspectives is a more likely outcome if the Consortium is disbanded. Absent the planing function, there is increased likelihood that the Consortium would lose credibility with regulatory agencies and that Metro, as part of their Charter responsibilities, would face a larger planning role. Metro has expressed a desire to have the Consortium be responsible for providing Metro with the plans and programs that meet their need to show that adequate water supplies are provided to meet future growth in the region. The question of ending the Consortium's planning functions was posed to the Board in September 2003 and the consensus was that the planning role needed to be reformatted but not abandoned all together.

Other issues of consequence to individual providers if the Consortium is not able to deal with this challenge is a continuation of suspicion between individual entities, lost opportunities to reach regional and subregional arrangements to develop timely system improvements, some entities having their needs not met in a timely or efficient manner potentially resulting in added costs to customers by system duplication. In addition the region may lose opportunities for more responsible environmental resources management through conjunctive use of water sources and regional programs to conserve water. Simple lack of information about the activities and programs of others can result in decision making in a vacuum.

STRATEGIC GOALS:

- ❑ Be a collaborate clearinghouse and to provide decision support tools for water supply planning on a consensus-based approach, in keeping with the Consortium IGA that leaves water supply development and management to the individual members.
- ❑ Recognize the importance of conservation in meeting regional water needs by continuing to implement regional conservation programs where economies of scale and where regionally consistent conservation messages and benefits can be achieved. Provide a forum for conservation coordination and decision support tools (e.g. modeling and program evaluation) to each of the individual members.

- ❑ Review and assess the Conservation Program in 2004/05 after the Strategic Plan and the update of the RWSP has been completed. Review with the Consortium Board and implement changes starting with FY 2005/06 work plan and budget.
- ❑ Review and revise the Regional Water Supply Plan in 2004. Obtain individual provider endorsement for any major plan revisions. Reformat the RWSP to be a document that addresses changes in regional water supplies and programs to reflect the decision making of the individual provider entities. The RWSP will provide a clearinghouse for how water demands can be met over a 20-year period including conservation programs and a list of opportunities for new source development. The RWSP will make it clear that the plan is not mandatory in any way on the individual water providers. The function of the Consortium as a decision support facilitator will be addressed in the RWSP.
- ❑ Be a catalyst for participation as a group of water provider entities in the legislative arena by continuing to interact as a body to determine areas of mutual advantage and to represent adopted Consortium policy. Continue to proactively participate in regional, state, and federal program activities. Develop criteria for determining how the Consortium should communicate in a timely manner with the Legislature and discussion with the Board prior to the 2005 Legislative Session.
- ❑ Continue to proactively implement the Source Water Protection Strategy adopted in 1998, continue to meet with the Source Water Advisory Committee periodically to review the strategy and activities of the Consortium and its members.
- ❑ Revisit the public involvement strategy for review and revision in 2005.
- ❑ Provide the necessary clearinghouse and coordination functions to meet the need for Metro to have a water supply element of their Framework Plan.

CRITERIA AN EFFECTIVE STRATEGY MUST MEET:

An effective Water Needs strategy will:

- ✓ Be based on a consensus approach to making decisions at the Board level
- ✓ Be seen as valuable by all members collectively and individually by addressing both collective and individual issues of interest
- ✓ Stimulate and inspire being proactive
- ✓ Be conducted in such a manner that no entity perceives a threat to their individual actions
- ✓ Retain and build on the investment already made in regional collaboration and coordination on water supply issues of mutual interest
- ✓ Retain the ability of water providers to plan and manage how municipal water supplies are provided throughout the region
- ✓ Frame supply issues in terms of how they affect everyone in the whole region and to use this framework as a context in decision making
- ✓ Use the tools related to demand forecasting, conservation program analysis, and integrated regional supply modeling to support and inform local decision making and to support better coordination between water providers and land use decision agencies
- ✓ Take advantage of multiple abundant water sources throughout the region

- ✓ Retain the credibility of the Consortium with regulatory agencies and continue to fulfill the role of providing regional water supply planning for the Metro Framework Plan
- ✓ Base the amount of work done by the Consortium in any given year on the ability to justify the funds requested and keep the Consortium budget focused on key issues arrived at through consensus
- ✓ Provide opportunities for public involvement including at both the individual provider level and at the Consortium level

RESOURCE IMPLICATIONS

The resource implications for addressing this strategic challenge and meeting the strategic goals are important considerations for the level of effort that is desired. The Consortium operating budget has increased over the first seven years of operation to approximately \$600,000 per year. The majority of the budget as of 2003 is spent on logistical support and conservation program implementation. The RWSP Update and the Transmission and Storage Strategy were both funded using special assessments. For the near future the largest resource implications would appear to be in the area of regional conservation program implementation, which could increase further depending on desired program levels. It may be possible to work on more in-kind level services to accomplish some work task items and these partnerships should continue to be explored in the future.

BOARD ROLE

The role of the Consortium Board will be to approve the 5-Year Strategic Plan, annual work plans and budgets, and to approve policy, project strategies that are developed, and to recommend to individual entities any revision of the IGAs and the Regional Water Supply Plan. The Board Executive Committee (EC) has assumed a function in between Board meetings to work with the staff and Technical Committees to implement Consortium programs and recommend actions to the Board for their consideration. The EC has responsibility for recommending revisions to the 5-Year Strategic Plan.

POSSIBLE APPROACHES

- a) Utilize new ways of engaging staff and elected officials such as subcommittees, workshops, subregional meetings, breakout sessions at Board meetings, linking between Board members, and having the Executive Committee members link with other Board members.
- b) Explore the use of individual agency staff contributions in accomplishing some work tasks.
- c) Review the staffing arrangements for the Consortium and adopt recommendations before the Staff IGA expires on July 1, 2005.
- d) Include public perception of water sources in planning documents.

Strategy:

Emergency Preparedness

THE CHALLENGE:

HOW DO WE DEAL WITH EMERGENCIES ON A REGIONAL BASIS?

CONTEXT:

Water is one of the most important urban services for supporting residential lifestyles as well as accommodating the needs of industrial/commercial, and institutional users. Examples of emergencies that can interrupt water service include events such as windstorms/icestorms, earthquakes, heavy rainstorms and flooding, volcanic eruptions, contamination, power outages, accidents, facility failures, and acts of terrorism.

The large number and variety of water providers in the region pose challenges and opportunities for effective emergency preparedness. For example, some providers are part of systems that are well interconnected with one or more source waters, while others are isolated and have inadequate, or lack, interconnections with other back-up supplies.

Another aspect of emergency management includes the ability of water providers to assist each other in the event of an emergency. Emergency events can range from single system events that only affect part of or all of one provider's system, to events that would affect a whole watershed basin with several systems (e.g. Clackamas Basin or Bull Run Watershed). The most devastating event could potentially affect all water systems, both surface and groundwater (larger earthquakes, ice and windstorms, terrorism or the threat of terrorism). In some cases regional water providers have responded to emergencies that have affected entities outside of the Portland metropolitan area. Most water providers have mutual aid agreements or IGAs with neighboring water providers or other agencies to provide equipment and personnel. However, some do not have IGAs in place and this can prevent reimbursement of federal funds after an emergency.

The Consortium has been actively involved in Emergency Planning for the past five years. Efforts were initiated with an Emergency Preparedness Assessment in 1998. This survey helped the Consortium establish priorities for coordinating emergency planning and response activities. This survey was followed up with an Emergency Preparedness and Planning (strategic planning) workshop in early 2001 which helped identify the steps needed to accomplish our strategic goals for Emergency Planning. An Emergency Planning Committee was established in December 2001 to develop and carry out a work plan. The main objectives identified were to improve coordination and communication among providers, offer training, explore funding opportunities, explore ways to improve interconnections between providers and offer relevant resources.

The Emergency Planning Committee has accomplished many tasks including; development of a Resource Notebook for water providers which includes an emergency contact list, recommendations for IGAs among water providers who do not have one in place, and other resources. The EPC monitored relevant legislation, brought together the provider's Public Information Officers, developed a communication survey and set of recommendations;

coordinated with the FBI, County Emergency Managers and Health Departments, provided recommendations for data sharing; and developed and facilitated ICS training and Table Top exercises.

As a whole, water providers are better prepared to respond to emergencies. In response to 9/11, Congress passed the Public Health Security and Bioterrorism Preparedness and Response Act of 2002. This act recognizes the need for drinking water systems to undertake a more comprehensive view of water safety and security. The act amends the Safe Drinking Water Act and specifies action community water systems and the U.S. Environmental Protection Agency must take to improve the security of the nation's drinking water infrastructure. All water providers serving populations of over 3300 persons must complete a vulnerability assessment and emergency response plan by the end of 2004. Deadlines vary depending on water system size. Meeting the requirements of this act have removed one of the barriers identified in the Emergency Preparedness and Planning workshop which noted that water providers were at different stages of emergency planning.

Another important forum exists for regional collaboration and planning. The Regional Emergency Management Group (REMG) was created by an intergovernmental agreement between Clackamas, Clark, Columbia, Multnomah and Washington counties; cities within those counties; and Metro. Members include elected officials and managers and they meet annually. A technical committee (REMTEC) of emergency managers meets monthly. The Consortium has a representative participating on REMTEC to ensure coordination and information sharing.

AFFECTED STAKEHOLDERS:

The key stakeholders are the water provider entities that make up the Consortium. These entities include 16 cities, 8 water districts, 1 public utility district, and 1 regional government. Other stakeholders include the region's water customers, other government agencies, such as the Oregon Department of Human Services that directly regulate water providers, city and county official emergency management and response agencies, county health departments, and police and fire departments as well as any other local government agencies.

CONSEQUENCES IF NOT ADDRESSED:

If this strategic challenge is not adequately addressed then water service in the region may be compromised during an emergency due to the lack of regional emergency planning or experience in responding to an emergency. A coordinated emergency response strategy will most likely lessen the duration and severity of an event for individual providers and ease recovery. Each water provider entity has been provided tools and has the opportunity to evaluate their individual systems and to take actions or develop programs to reduce vulnerabilities. Complete elimination of all vulnerability is not likely. However, if the region's providers have the ability and framework in place to respond effectively, coordinate on a regional level and rely on each other for assistance during either individual or multiple system emergency events, the emergency can be more efficiently dealt with and there is a greater chance that water service can be maintained with less disruption. Having appropriate plans in place also ensures eligibility for public assistance for repairs after an emergency. Since the development of the original Strategic Plan, the climate has changed surrounding emergency planning. Terrorism is more of a reality and tremendous resources have been directed at identifying vulnerabilities and developing emergency response plans. This has

removed some of the barriers to regional emergency planning. However the region's ability to more effectively deal with emergencies is still affected by:

- Outside drivers (eg. state or federal requirements to have emergency plans or agreements);
- Lack of customer support and understanding of need for resources to be proactive, unless emergency affects them directly;
- Concern about the ratepayer impacts of implementing programs to deal with events that have not yet occurred;
- Maintaining basic services (e.g. water service, billing, customer service, etc.) while dealing with an emergency event;
- Competition for resources to implement emergency response plans and make needed upgrades;
- Lack of needed interconnections to ensure that all providers have reliable back-up supplies;
- Use of multiple types of communication systems;
- Framework for allocating existing resources where and when they are needed in the region;
- Lack of coordination among water providers, County Emergency Management and other stakeholders;
- Frequency and severity of events can impact our readiness among not only water provider staff but customers as well. Also loss of experienced personnel through retirements and attrition impact our reservoir of institutional knowledge.

STRATEGIC GOALS:

- Develop a Regional Emergency Facilitation Plan for water utilities in coordination with REMTEC and other stakeholders. Complete plan by 2005.
- Continue to provide training and exercises to enhance water providers' knowledge and experience in responding and recovering from an emergency.
- Identify and test interconnections and their capacities to facilitate and support reliable back-up supplies of water for all providers in the event of an emergency, building on the 1999 Regional Transmission and Storage Strategy.
- Develop, update and enhance resources for water providers.
- Explore the integration into the Consortium's IGA, or other means, a provision for interagency coordination and response, including sharing of equipment and personnel to meet Consortium member needs. Develop IGA with legal support to ensure all needs are met, including insurance requirements.
- Identify federal and state funding opportunities for emergency preparedness at a regional, subregional or water provider level.

- ❑ Utilize elements of the Regional Transmission and Storage Strategy to identify emergency interconnections. Facilitate and encourage partnerships among interested providers to ensure reliable emergency interconnections and supplies.
- ❑ Explore ways to capture institutional knowledge from departing staff to ensure continuity and ensure reliable emergency response.
- ❑ Regularly update and exercise emergency preparedness plans. State required emergency response plans must be updated every five years per OAR 333-061-0064(1)(a).
- ❑ Continue to facilitate and encourage coordination among water providers and other stakeholders to improve communication and emergency response.
- ❑ Encourage and facilitate information sharing among providers and external stakeholders, including technical information and lessons learned.

CRITERIA AN EFFECTIVE STRATEGY MUST MEET:

An effective Emergency Preparedness strategy will:

- ✓ Raise the awareness of emergency preparedness issues with the water providers and with the public
- ✓ Support and be linked to the Regional Transmission and Storage Strategy objectives for system interconnections
- ✓ Explore multiple backup alternatives for individual entities as a part of the revision of the RWSP
- ✓ Coordinate and be integrated with counties and other regional emergency management programs
- ✓ Build on the experiences of the past and from other areas of the Pacific Northwest
- ✓ Consider both source backup and in-kind personnel, equipment, and training opportunities
- ✓ Improve coordination and communication among regional providers and improve service
- ✓ Encourage and support resource sharing and prioritization
- ✓ Foster cooperation and consensus among water providers to accomplish strategic goals
- ✓ Ensure that sensitive information generated by the Consortium to support emergency preparedness is protected from public disclosure in accordance with applicable state and federal law (e.g. ORS 192.501)

RESOURCE IMPLICATIONS

Additional resources may be required to achieve the strategic goals. This will involve Board approval of annual work programs and budgets relating to emergency preparedness. The major item that would need to be incorporated into a future work program would be the preparation of a Regional Emergency Response Plan and a professional services contract to identify and map interconnections among providers in coordination with the Regional Transmission and Storage Strategy. Additional resources may also be needed for annual training programs and exercises, depending on frequency. Most of the other items could be worked into an average base budget.

BOARD ROLE

The role of the Consortium Board will be to support and approve the 5-Year Strategic Plan, annual work plans and budgets, recommend changes to the Consortium's IGA and to approve policy and any emergency preparedness plan.

POSSIBLE APPROACHES

- a) The Emergency Planning Committee recommends continuing to utilize the committee to help accomplish strategic goals, implement work tasks and make recommendations for review by the CTSC.
- b) The region's water providers may want to consider more use of emergency tests or exercises to both better understand the future needs and to provide for training opportunities.
- c) Research and share grant opportunities with providers.

Strategy:

Building a Better Regional Partnership

THE CHALLENGE:

HOW DO WE BUILD THE CONSORTIUM INTO A VALUED ORGANIZATION THAT HELPS WATER PROVIDERS MEET WATER NEEDS AND MEET EMERGENCIES?

CONTEXT:

The Regional Water Providers Consortium was formed for a number of reasons in late 1996. The reasons given for its formation at that time included the following:

- Foster efficient service and save customers money through cost sharing
- Promote “big picture” approaches to dealing with complex resource issues
- Promote local ownership and accountability for implementation of the Regional Water Supply Plan
- Emphasize collaborate partnerships to help meet needs
- Provide representation of customer interests on regional water supply issues and decisions
- Establish a forum for public information and involvement in key regional water resources and supply issues
- Greater positive impact on state and federal issues of concern
- Facilitate sharing of technical assistance and support among providers on issues of mutual interest

Over the years since the decision was made to form the Consortium a number of these issues have been dealt with by the Consortium. Since its inception, the Consortium has been perceived as having a number of strengths and weaknesses that affect it, not the least of which is the nature of the organization as a voluntary collaborative one that does not bind in any way the actions of individual members. Some of the challenges facing the Consortium have been identified to include: apathy, turf protection, competition between providers, the sheer size of the organization, lack of shared expectations, vulnerability to losing members, perception of threat to individual agency plans, and need for better communication internally and externally.

Some partnership opportunities have come about since the Consortium was formed such as the Willamette River Water Coalition and other entities have actively worked on agreements with federal land management agencies to protect sources (eg. Clackamas water providers and City of Sandy), or between entities to create new supplies (eg. North Clackamas Water Commission as well as the Joint Water Commission in Washington County and the Bureau of Reclamation) or interconnections (South Fork, North Clackamas Community, and Clackamas River Water), or services (eg. Clackamas River Water and the Rockwood PUD, and Tualatin Valley Water District and the City of Sherwood). However, the ability of the Consortium to facilitate and encourage more partnerships to accomplish meeting water needs

and coordinating emergency preparedness has not fulfilled its potential, nor is it certain at this point that the members want an institutional role for the Consortium over the longer term

In September 2003 the Consortium Board considered the activities that it would like the Consortium to focus on, and the role in building partnerships was felt to still be valid. However, the role was felt to more one of collaboration, speaking with one voice on issues of mutual interest, and being a forum if desired for solving problems of a regional or subregional nature. There also was support for an increased education role to enhance knowledge of how water is supplied to the region, the sources, the suppliers, and programs to encourage water use efficiency and protection of source waters. The primary partnership that has gained support within the Consortium is conducting regional conservation programs which should continue. Defining the issues of mutual interest and concern to the individual members is probably the key challenge for the continuation of the Consortium. Also being able to define the proper means of calculating respective dues to support the Consortium is an issue that needs to be addressed as the role of the Consortium shifts to program implementation in conservation and other areas, and away from planning.

AFFECTED STAKEHOLDERS:

The key stakeholders are the water provider entities that make up the Consortium. These entities include 16 cities, 8 water districts, 1 public utility district, and 1 regional government. Other stakeholders include the region's water customers, public interest groups, environmental groups, and other governmental agencies that either regulate water resources or have programs that are either affected by or affect municipal water supply systems or programs.

CONSEQUENCES IF NOT ADDRESSED:

If this strategic challenge is not adequately addressed then the Consortium will not have fulfilled its potential and may even risk being disbanded. Disbanding the Consortium would also mean that the other strategic goals would not be met. The ability of the Consortium members to define their expected outcomes for the Consortium has been difficult due to a number of factors such as newness of the organization, meeting logistics and formats, and adopting year by year work programs to focus most of the effort on certain work tasks dominated by staff. The desire of the Board members is to discuss and establish policy and action items that are of value to individual members. A focus on key issues has been driven primarily by staff and certain events. The ability of the Consortium to define the issues of key importance relative to each other has been clouded somewhat by a lack of readiness of all individual members to agree on moving forward. The Consortium has had some successes over the seven years since its inception and the members would like to build on those successes and not focus on the aspects of planning that would be counter to the activities of the individual members. There are also consequences of having members leave the Consortium if the issue of dues equity and amounts are not dealt with.

STRATEGIC GOALS:

- ❑ Spend at least one Board meeting focusing on strategic planning issues in each year prior to budget process.

- ❑ Find meeting formats that allow more dialogue with Board members and consider establishing primary target agenda themes for meetings a year ahead of time including legislative themes prior to the biennial sessions.
- ❑ Use communication methods that facilitate interaction at the individual participant level and encourage Board members to link with each other between meetings. Board members are encouraged to communicate with their own decision makers in between meetings, provide updates at the Consortium meetings from selected entities, and to ensure that outgoing Board members communicate with new members where possible.
- ❑ Work with the Executive Committee to develop and refine policy issues, proposed changes to Board documents or existing policy, the budget and work programs or other items that that will go to the Board for action.
- ❑ Survey the Board and entity staff in association with the update of the Strategic Plan at least every five years on the effectiveness of the Consortium and suggestions for enhancing its performance, in addition, every year that the strategic plan is consulted before preparing the annual work plan and budget which also should present an opportunity to provide feedback on Consortium effectiveness. Use the survey to conduct a self-assessment of how we are meeting our goals and for proposing future changes.
- ❑ Focus the efforts of the Consortium on meeting the key strategic issues of meeting future water needs and emergency preparedness as a baseline set of activities for the next five years. Utilize voluntary provider staffing on behalf of the Consortium to embark on other issues identified by the Consortium that are outside of this baseline.
- ❑ Review and evaluate the staffing IGA with the City of Portland in 2005 as required by the IGA.
- ❑ Once a year starting in FY 2004/5 the Consortium Board and CTC Chairs will offer to attend provider entity meetings to provide information about the Consortium and to get feedback on the Consortium functions.
- ❑ The Consortium should consider amendments to the Consortium IGA for recommendation to the individual member entities in late 2004, the types of issues that should be considered include changes to the dues structure, number of bodies created, the quorum requirements, meeting frequencies, and removing the dispute resolution section and County ex-officio members.
- ❑ The Consortium should be a focal point for collaboration between Metro and water utilities to ensure that Metro policies and plans adequately consider the need for water utility facilities both inside and outside the Urban Growth Boundary.

CRITERIA AN EFFECTIVE STRATEGY MUST MEET:

An effective Partnership strategy will:

- ✓ Be based on the principle that each entity will see value in the resources devoted to the activities of the Consortium
- ✓ Reduce the amount of turf protection activities within individual provider entities by providing a non-threatening forum for discussion of water supply issues

- ✓ Be based on a consensus-based approach for adoption of annual budgets to support the work program
- ✓ Continue to rely on the IGA proviso that each entity is free to take individual actions
- ✓ Allow for continuous assessment of the Consortium over time and to make needed adjustments and changes to improve performance and value
- ✓ Not be bound by existing IGA limitations when and if the members are ready to propose changes or to review the basic IGA
- ✓ Increase attendance at the regular Board and Technical Committee meetings

RESOURCE IMPLICATIONS

Resources will be required to achieve the strategic goals as noted in the other goals on meeting water needs and emergency preparedness. This will involve Board approval of annual work programs and budgets for each year that the Consortium remains in effect. The major items that could need additional resources are likely to be emergency preparedness and conservation program implementation based on the actions called for in this Strategic Plan.

BOARD ROLE

The role of the Consortium Board will be to approve the 5-Year Strategic Plan, annual work plans and budgets, and to approve policy and any specific work plan action items or to make recommendations to local entity governing bodies for such items as IGA amendments or major revisions of the Regional Water Supply Plan. The Board also should devote time once per year to consider strategic planning issues as a part of the annual budget and work program process. Changes to the Strategic Plan could also be considered on an annual basis.

POSSIBLE APPROACHES

- a) The Board or CTC may wish to appoint subcommittees to assist in the development of work plan products and or recommendations for placement on the Board agenda.
- b) The Board may wish to consider different meeting setups, timing, or location to facilitate more effective communication either between themselves or with the public. The Board has used breakout sessions in past years and considers this meeting format to be effective and to foster more communication and would like to continue to use this meeting format.
- c) Any surveys utilized to meet the strategic goals will be brief and easily analyzed and objectives for the survey will be discussed the Technical Committees and any other Board committees.
- d) Communication about local agreements that build on partnership concepts should be reported on at Board and Technical Committee meetings.
- e) Model agreements, or outline drafts of model agreements could be considered by the Consortium as noted in the other strategies.
- f) Growing the Consortium into an implementation organization could be considered a part of its potential future role. Implementation of the conservation program was a first step. Exploring other implementation options that don't conflict with the basic Consortium

IGA or with the Consortium's 5-Year Strategic Plan could be included in future work programs.

- g) Continued development of the Web page for the Consortium that links to the Web sites for individual members and that allows the public to directly communicate with the Consortium.
- h) Utilize the Consortium meeting opportunities to share information about individual member programs and projects to promote more networking and education between members.