

**CANADIAN COUNCIL OF
MOTOR TRANSPORT ADMINISTRATORS**

**Review of Stakeholder Relations,
Decision Making and Reporting**

Final Consultant's Report

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EXECUTIVE SUMMARY

In December 2003 the Board of the Canadian Council of Motor Transport Administrators (CCMTA) initiated a project to examine ways that CCMTA could better meet its objectives through improved decision making processes and increased responsiveness to its stakeholder groups. The study was carried out by an external consultant working under the direction of a Board Steering Committee. Findings were presented to the CCMTA Board at its meeting in Quebec City on May 19, 2004.

It was agreed at the outset that all recommendations flowing from the study would need to be solidly grounded in research and best practices and based on extensive stakeholder consultation. To this end, the following research and consultation initiatives were carried out:

- A stakeholder questionnaire issued to all CCMTA members
- Semi-structured key informant interviews with individuals drawn from a cross-section of CCMTA membership categories
- A focus group session conducted with Secretariat staff
- Reference to governance literature in the not-for-profit sector
- An review of best practices drawn from the experiences of similar organizations in the motor transport field

The overall quality of the data obtained was high, with strong convergence of findings across the different groups. Information was analysed, interpreted and used to prepare the following recommendations related to decision making processes and stakeholder relations:

Priorities

1. Review and refresh the CCMTA strategic plan.
2. Continue to utilize the strategic plan and annual business plan for priority setting and progress monitoring.

Committee Reporting and Accountability

3. Increase Board monitoring of committee output against predetermined outcome measures and time lines.
4. Institute a CCMTA "Report Card" on the implementation of projects in jurisdictions.
5. Continue to improve lateral communication across committees.

Conduct of Meetings

6. Establish a universal code of conduct for all CCMTA meetings.
7. Institute outcome-based minutes for all CCMTA meetings.
8. Adhere to a consensual decision making model in all CCMTA meetings.
9. Provide support and training on facilitation techniques to all committee chairs.

EXECUTIVE SUMMARY (Cont'd)

Support to Committee Structure

10. Leverage Secretariat staff expertise through alternative staffing arrangements, consulting support and contract project management.

Executive Committee

11. Maintain the present structure of a full board without a separate Executive Committee.

Board Meetings

12. Conduct all face-to-face Board meeting in open sessions.

Regulated Stakeholders

13. Conduct separate meetings between regulated stakeholders and Standing Committees as needed, and where appropriate, in advance of other consultations.

Stakeholder Meetings

14. Continue the policy of holding face-to-face meetings with individual stakeholders on request.

International Representation

15. Invite Board representation from the Commercial Vehicle Safety Alliance.

Expanded Consultation Mechanisms

16. Institute expanded consultation mechanisms for soliciting stakeholder input.

A detailed report of the study methodology, findings and recommendations follows.

1.0 INTRODUCTION

1.1 Background and Purpose

In December 2003 the Board of the Canadian Council of Motor Transport Administrators (CCMTA) initiated a project to examine ways that CCMTA could better meet its objectives through improved decision making processes and increased responsiveness to its stakeholder groups.

A Steering Committee consisting of the CCMTA President, Vice President, Director of Programs and government representatives from Alberta, Ontario and Nova Scotia was established to oversee the project. In January 2004 the committee issued a request for proposals for a consultant to conduct research, consult with stakeholders and make recommendations. Shercon Associates Inc. of Oakville, Ontario was subsequently selected to carry out the project. Work got underway in February 2004, and a draft report was presented to the Board of Directors at its meeting in Quebec City in May 2004.

1.2 Study Methodology

Following approval to proceed on February 17, 2004, the consultant conducted a document review of relevant CCMTA materials including the CCMTA 2003-04 business plan, the strategic plan, budget documents for June 2003 and November 2003, minutes from Board of Directors meetings and teleconferences, related briefing papers, committee terms of reference, past issues of CCMTA News, findings from past CCMTA membership surveys, organizational literature, and relevant correspondence.

On February 27 a start-up teleconference was held with the members of the project Steering Committee to review and confirm project logistics, discuss questions and issues identified through the document review, finalize the data gathering strategy and agree on information items to be addressed in the research and consultation stage.

It was agreed that all recommendations flowing from the study would need to be solidly grounded in research and best practices and based on extensive stakeholder consultation. To this end, the following research and consultation initiatives were carried out:

- A stakeholder questionnaire (Appendix A) was issued to all CCMTA members in March 2004. The questionnaire measured views about organizational effectiveness, decision making processes, and stakeholder involvement in the activities of the organization. Questionnaires were distributed by the Secretariat and returned directly to the consultant by mail, fax, and on-line through the consultant's website. 84 questionnaires were completed and returned by the deadline of April 19, representing an acceptable response

rate. Findings from the survey were computer processed and selected cross-tabulations were performed. Responses to the open-ended questions were transcribed verbatim and content analysed to identify patterns and themes.

- Semi-structured key informant interviews were conducted with individuals drawn from a cross-section of CCMTA membership categories including associations, suppliers, carriers, interest groups, government departments, the Board of Directors and the three Standing Committees on Compliance and Regulatory Affairs, Drivers and Vehicles and Road Safety Research and Policies. The consultant conducted 14 interviews by telephone during the period from April 13 to April 20. The key informants received a letter from the CCMTA Director of Programs prior to being contacted by the consultant. All respondents agreed to be interviewed and were thorough and forthcoming in their replies to the questions.

The key informants were asked questions about the nature of their interface with CCMTA, strengths and weaknesses of the organization, perceptions of similar and related organizations, key trends, events and issues in the motor transport administration field, CCMTA priorities, views of stakeholder relationships and suggestions for improvement in decision making processes. Interviews lasted from 15 to 45 minutes.

- A focus group with Secretariat staff was moderated by the consultant on April 15, 2004. Seven staff members attended the two and a half hour session at the Secretariat offices in Ottawa. Topics covered included stakeholder relations, staff interaction with the CCMTA committee structure, priorities, decision making and suggestions for improvement. The discussion also focused on appropriate levels of involvement in CCMTA processes for the various CCMTA membership categories.
- A review of best practices drawing on the governance literature in the not-for-profit sector and on the experiences of similar organizations. Similar organizations reviewed included the Industry Advisory Board of the American Association of Motor Vehicle Administrators (AAMVA), the Industry Advisory Board of the International Registration Plan Inc. (IRP), and the Associate Advisory Committee of the Commercial Vehicle Safety Alliance (CVSA). Governance literature referenced included materials from the Conference Board of Canada, the Carver Governance Institute and the National Centre for Nonprofit Boards.

Data from the research and consultation phase was analysed, interpreted and summarized for presentation at a meeting with the Steering Committee.

On April 22, 2004 a meeting with the Steering Committee was held in Toronto to review the research and consultation data, inject a qualitative interpretation and respond to the emerging recommendations. Following the meeting draft recommendations were distributed to committee members and a teleconference was held on May 6, 2004 to solicit further committee input. The final report was

then prepared in draft form for presentation to the CCMTA Board of Directors at its meeting in Quebec City on May 19, 2004. A finalized version of the report reflecting the additional input received from the Board was issued following the meeting.

The consultant will hold a follow-up teleconference with the Steering Committee in six months time to review implementation progress and suggest refinements.

1.3 Assessment of Data Quality

The review project made use of a full range of qualitative and quantitative methods including surveys, interviews, focus groups and reviews of literature. A number of factors related to the data gathering stage suggest that there is a high level of data quality:

- The 84 responses to the stakeholder survey were spread across all membership categories, included all jurisdictions, and represented different types of regulated and non-regulated members.
- All of the identified key informants participated in telephone interviews, thus eliminating the possibility of non-response bias.
- There was strong convergence of findings across groups. Points raised and opinions expressed through the membership survey were corroborated and reinforced through the key informant interviews and the staff focus group.
- Discussions with the Steering Committee suggested that information from the data gathering stage had good “face validity” in that it was consistent with previous CCMTA experience. There were few anomalies in the findings.
- The organizations selected for best practices were not-for-profit associations in the motor transport industry with similar mandates and characteristics. The consultant also had direct experience with all three organizations.
- The governance literature referenced was drawn from accepted and recognized sources in the not-for-profit field.

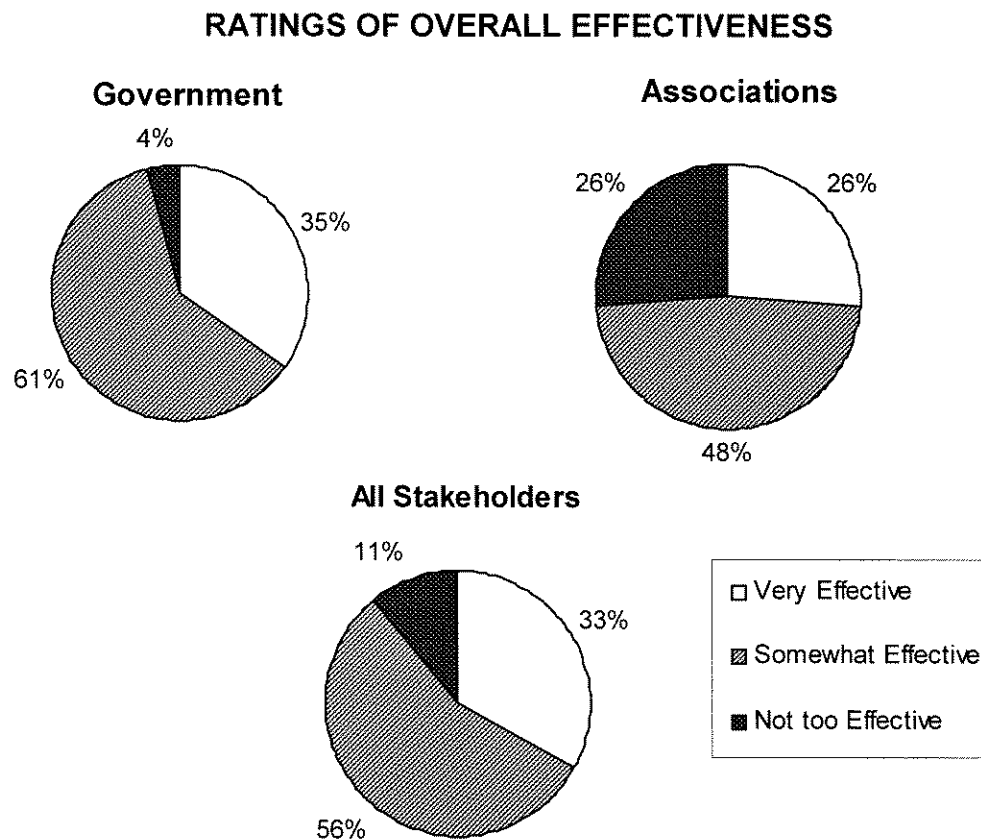
These factors suggest that the data gathered in the study can be interpreted with a high degree of confidence.

2.0 DISCUSSION OF FINDINGS

2.1 Member Survey

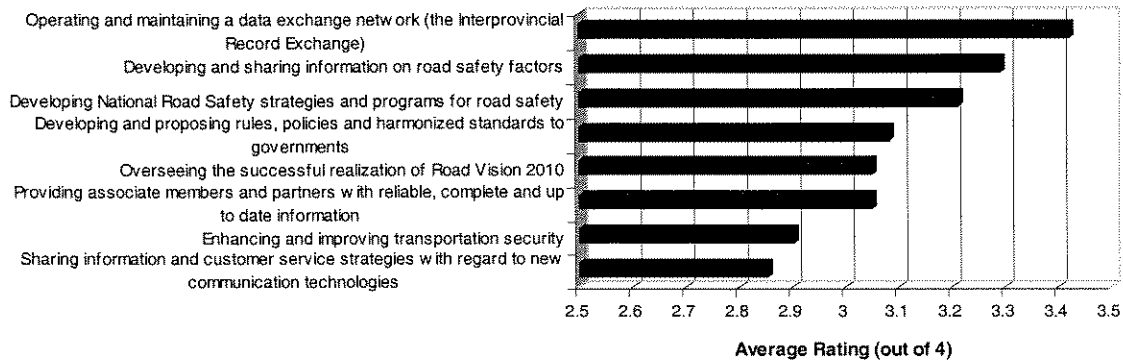
The questionnaire and complete findings from the survey of CCMTA members appear in Appendix A.

Overall, respondents rated CCMTA as effective in pursuing its mission “to provide a forum that supports the development and administration of measures that contribute to safe and efficient road transportation”. However, there were significant differences between the views of government members and those of associate members, as illustrated in the figure below:



CCMTA members also gave positive ratings to CCMTA's accomplishments of goals related to its mission, rating most items as at least a three out of four (“somewhat effective”). The data exchange network (Interprovincial Record Exchange) and road safety were the top rated items, with transportation security and customer service strategies receiving the lowest ratings. These are illustrated in the figure on the next page.

EFFECTIVENESS OF GOALS RELATED TO MISSION



Survey respondents were also asked to identify strengths and weaknesses of the CCMTA. The most frequently mentioned strengths were:

- CCMTA's ability to be a national forum for government and industry
- The breadth of membership across all stakeholder groups
- A profile of leadership and respect in the motor transport administration field
- Coordination and harmonization of standards across jurisdictions
- A strong committee structure
- The sharing of information across jurisdictions
- Member commitment
- The thoroughness of its approach to issues
- The networking opportunities provided
- The Secretariat staff
- The services provided through the Interprovincial Record Exchange
- An atmosphere of teamwork and collaboration within the organization

CCMTA weaknesses identified by survey respondents included:

- The length of time required for decisions to be implemented
- Follow-up by jurisdictions
- Too many priorities
- Time demands on members
- Turnover of members, especially jurisdictional representatives
- Volunteer burnout, with resources spread too thin
- Involvement of and dialogue with non-government stakeholders
- Insufficient engagement of the regulated sector
- The large and complex committee structure
- Communication of information
- Not enough Secretariat resources
- Geography, and resulting costs involved in attending meetings

The strengths and weaknesses identified were consistent with those noted in the Board's strategic planning exercise carried out in 1997.

Survey respondents also offered many additional comments and suggestions for improvement. These were reviewed, analysed and used to shape the study recommendations.

Respondents were asked to indicate their level of agreement and disagreement with a number of statements pertaining to CCMTA's stakeholder relations, decision making processes and reporting structures. In general respondents indicated a good understanding of the committee structure, agreed that decision making could be timelier, but felt that the overall quality of decisions flowing from the CCMTA committee structure was high. However, a sub-group analysis of the data indicated some noteworthy differences between the views of government members and association members. In particular:

- Association members did not agree that it was easy to access standing committees between meetings (25% vs. 52% for government members)
- They did not agree that they could make all the input to policy development that they required (17% vs. 77% for government members)
- Slightly more than half of the association members felt the environment at CCMTA was collaborative and cohesive (compared to 82% for the government members)
- Association members did not agree that the committee structure provided fair and equitable treatment to all stakeholders (41% vs. 65% for government members)
- Half of the association members felt that associate members should be represented on the Board of Directors (compared to only 17% of the government members)

A full list of items appears in the table on the next page and reveals some major across the board differences.

**CCMTA MEMBER SURVEY
Sub-group Comparisons**

% Agreement with the following statements:	Government Members (n=50) %	Associations (n=20) %	All Stakeholders (n=84) %
I have a good understanding of the role of the Board (4a)	87	63	78
I have a good understanding of the role of the standing committees (4b)	91	83	87
It is easy to access standing committees between meetings (4c)	52	25	45
There are too many special committees, subcommittees and task forces/project groups (4d)	34	20	28
I receive all the information I require from the various committees (4e)	72	55	67
Decisions are made in an efficient and timely manner (4f)	33	11	25
Projects are completed in an efficient and timely manner (4g)	18	13	17
Associate members should have more opportunities to participate in the work of standing committees (4h)	49	67	55
Associate members should be represented on the Board of Directors (4i)	17	50	32
The CCMTA committee structure provides fair and equitable treatment to all stakeholders (4j)	65	41	56
People are respected and their opinions are valued (4k)	89	67	83
I can make all the input to policy development that I require (4l)	77	17	60
CCMTA is slow to respond to issues raised by members (4m)	40	53	43
Regulators and regulatees need to have different roles related to planning and policy development (4n)	63	44	51
The overall quality of decisions flowing from the CCMTA committee structure is high (4o)	69	53	66
Committee meetings are well run (4p)	78	59	73
The environment at CCMTA is collaborative and cohesive (4q)	82	53	73

2.2 Key Informant Interviews

The key informant interviews provided some solid corroboration of the findings from the stakeholder survey and enabled greater insight into the data that had been collected.

Major points raised by the key informants included the following:

- Perceived strengths of CCMTA were similar to the findings from the stakeholder survey, with the organization's effectiveness in providing a forum across jurisdictions seen as the most significant strength.
- Also similar to the findings from the stakeholder survey, timeliness of decision making and follow-up in the jurisdictions topped the list of weaknesses.
- The key informants felt that the effectiveness of CCMTA was hampered by having too many priorities, a lack of follow-through by jurisdictions, turnover of government members, and committees not always being fully aware of work being done by other committees.
- Key informants felt that the 1993 decision to open meetings was appropriate, but noted that this has sometimes created problems in terms of the efficient functioning of meetings.
- The key informants agreed that input from the regulated stakeholders was very important and would lead to better decisions and more effective implementation. However, views on the nature and extent of the input varied considerably and included Board representation, separate committees, more open meetings, forums, improved meeting management, increased sensitivity by committee chairs, broader representation of non-jurisdictional members, more frequent meetings, more accountability and performance standards for committees.
- There was general agreement on the need for different approaches depending on the issue and the stakeholder group, and some key informants pointed to the need for more formal mechanisms for regulators to meet with regulated stakeholders.
- Some key informants felt that the organization should be taking a clearer stance in dealing with interest groups.
- Many pointed to the ongoing need for greater transparency in all CCMTA activities.

2.3 Focus Group with Secretariat Staff

Findings from the staff focus group were consistent with the findings from the stakeholder survey and key informant interviews. Focus group participants agreed that different stakeholder involvement mechanisms would be appropriate since stakeholders in the various associate membership categories (industry, suppliers, government departments and interest groups) all had different interests and positions. Secretariat staff also elaborated on the reasons for slow decision making and agreed that priorities needed to be addressed. The

discussion also touched on the role of staff in supporting the committee structure and the importance of providing an adequate level of service without becoming too “staff driven”. Numerous suggestions for improvement of CCMTA processes were cited including increased resources, training for committee chairs, greater use of technology, improved communication, and mechanisms for follow-up with jurisdictions.

Secretariat staff also participated in an exercise to test out a model for classifying different levels of stakeholder involvement. The model was revised based on staff input, and then presented and refined further at the April 22 session with the Steering Committee. There was consensus among Secretariat staff and Steering Committee members that the model was appropriate and it has therefore been incorporated into the study recommendations about stakeholder involvement.

2.4 Best Practices and Governance Literature

Key principles extracted from a review of the literature on governance in the not-for-profit sector that related to the study were the following:

- Strategic planning is a critical board governance function and boards need to explicitly assume responsibility for it. Strategic plans need to be living documents that shape decision making and operational priorities.
- Openness and transparency has become more important than ever, with increased demands for accountability in both the private and public sectors.
- Stakeholder involvement is part of governance, and boards in particular have a responsibility to ensure that all groups are involved. However, the role of boards is to ensure procedures are in place, and not necessarily to consult directly with stakeholder groups.
- Boards are accountable for organizational performance and have a responsibility for tracking and measuring accomplishments.
- Good governance requires policies and guidelines that are consistent, clear, and congruent with the mission and values of the organization. John Carver, a leading authority on governance in the not-for-profit sector, describes the need for policies related to ends, means, governance processes and board/staff relationships. This report focuses on policies related to governance processes.

Information about similar organizations in the North American transportation industry was also gathered. Three organizations in particular were seen to be relevant to the study.

1. AAMVA

The American Association of Motor Vehicle Administrators (AAMVA) offers associate membership to organizations whose interests are compatible with AAMVA and its program objectives. Associate members

receive the same benefits and privileges as jurisdictional members except they are not entitled to a vote. The AAMVA associate membership fees are \$1,800 for profit organizations and \$750 for not-for-profit organizations, considerably higher than CCMTA's annual associate membership fee of \$350. AAMVA also works with an Industry Advisory Board (IAB) a separately incorporated body with its own president and officers. The IAB evolved over time to help with AAMVA funding and inform/advise motor vehicle administrators. Although it is not a part of the formal AAMVA structure, the IAB is allocated agenda time to present views, concerns and items of interest at AAMVA board meetings.

Associate members were represented on the Strategic Planning Committee that developed AMMVA's new strategic plan in 2002. Additional industry input was obtained through teleconferences and focus groups targeted to industry representatives.

All AAMVA meetings are open, including meetings of the Board of Directors.

2. International Registration Plan

In 2001 the International Registration Plan Inc. (IRP) created a new IRP Board Industry Advisory Committee (IAC) representing various elements of the trucking industry and allied businesses to actively advise the IRP Board on matters of industry interest. The IAC was formed as a result of requests from the motor carrier industry and in response to a recommendation of the IRP Industry Advisory Review Ad Hoc Committee, which had been formed to review the role of industry on the Board. The committee functions as a special advisory committee to the IRP Board.

The IAC meets twice a year in conjunction with the two IRP meetings and functions as a special advisory committee to the IRP Board. It consists of approximately 30 members representing a cross section of the motor carrier and allied industries. The committee has its own chair, vice chair and officers.

3. Commercial Vehicle Safety Alliance

The Commercial Vehicle Safety Alliance (CVSA) also has an associate member category for industry representatives and an Associate Advisory Committee that established "to provide impartial support to CVSA". Goals of the committee are to provide technical support at the committee level, provide a conduit to manufacturers and experts in the field, provide data and information related to new technologies, support membership drives, provide decision making input on industry issues, and provide equipment and facilities for testing. Associate members were also represented on the Ad Hoc Committee that developed the new strategic plan for CVSA in 2003.

3.0 RECOMMENDATIONS – DECISION MAKING PROCESSES

The study terms of reference outlined in the Request for Proposals called for a review of methods of operation and work processes for the Board and standing committees. The stakeholder research reported in the previous section indicated some general dissatisfaction with the timeliness of projects and decisions flowing from the CCMTA committee structure, difficulties with follow-up and implementation of decisions in the jurisdictions, and a general feeling that the organization was pursuing too many priorities. The recommendations in this section address these findings. Suggested activities and time frames for implementing the recommendations are outlined in Section 5.2.

3.1 Priorities

<i>Recommendation 1</i>	Review and refresh the CCMTA strategic plan.
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The CCMTA strategic plan is several years old and does not have a profile among stakeholders. There is a need to elevate the strategic plan and position it as a backdrop to decision making.

Some of the goals in the strategic plan require re-wording, as they are broad functional descriptions rather than clear statements of direction.

The 1997 environmental scan and SWOT analysis (strengths, weaknesses, opportunities and threats) requires updating. The stakeholder research carried out in this study validated the strengths and weaknesses identified during the earlier strategic planning process, but there is a need for the Board, assisted by Secretariat staff, to prepare an updated list of strengths, weaknesses, opportunities and threats facing the organization.

Finally, CCMTA's goals should be reviewed to ensure close alignment with the goals of the jurisdictions. The follow-up and commitment of jurisdictions will increase if they can recognize the close congruence of the CCMTA strategic goals with their own priorities and directions.

The Board should then continually track the revised strategic plan on two levels – progress towards goals, and the continued relevance of goals given changes in the organization's environment.

<i>Recommendation 2</i>	Continue to utilize the strategic plan and annual business plans for priority setting and progress monitoring.
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There was consensus across all membership groups that the CCMTA had too many priorities, and that its resources were spread too thin. The strategic plan

(once revised and refreshed), and the annual business plans are the most appropriate vehicles for priority setting.

The current business plan format includes a column cross-referencing the various work plan activities of the various standing committees to the strategic plan. This format needs to be extended to all the sub-committees, task forces and project groups.

The new format for standing committee reports calls for chairs to prioritize funding requests and link them to CCMTA strategic priorities. This should be reinforced and continued.

All project groups, working groups and task forces should evaluate their current initiatives by mapping them against the strategic plan priorities and classifying them on a “stop/start/continue” template:

Stop: Existing activities that do not directly address priorities

Start: Any new activities necessary to address priorities

Continue: Activities that are already addressing priorities

Activities should also be prioritized on an urgency/importance matrix. Volunteer time and Secretariat resources should be assigned on the basis of the identified priorities.

This approach ensures that less relevant activities are given up as new priorities are added. A suggested template appears in Appendix B.

3.2 Committee Reporting and Accountability

<i>Recommendation 3</i>	Increase Board monitoring of committee output against predetermined outcome measures and time lines.
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On January 15, 2004 the CCMTA President stated in a letter to stakeholders “The CCMTA Board has directed each Standing Committee chair to review respective projects including completion status relative to original schedule for consideration by the CCMTA Board in May 2004 for the purpose of priority setting and workload calibration. CCMTA will be evaluating and adopting project management tools to track the status of projects and highlight items that need Board attention”.

This direction should be continued and supported since it addresses the widespread concerns about the timeliness of CCMTA projects and decisions. The use of project management tools is also appropriate and necessary given the scale and complexity of CCMTA activities. However, there is plethora of methodologies, templates and software related to project management, so it will be important to select tools which are directly applicable to CCMTA.

<i>Recommendation 4</i>	Institute a CCMTA “Report Card” on the implementation of projects in jurisdictions.
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Formal report cards have recently been used in the public sector as a means of ensuring accountability. A CCMTA report card could reinforce and support the previous recommendations related to priorities. It could be based on the new format for Chair’s reports and applied consistently across all CCMTA committees.

A report card of this type should serve as an analytical and tracking tool providing concrete information about the success of implementation in the jurisdictions. Patterns and issues could be identified, and addressed directly by the Board or brought to the attention of the Council of Deputies. A sample report card appears in Appendix C.

<i>Recommendation 5</i>	Continue to improve lateral communication across committees.
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The stakeholder research indicated that some members felt committees and work groups were working at cross-purposes. Recently CCMTA introduced a procedure where vice chairs of the standing committees meet and make reports. This has not yet been fully implemented, but should be encouraged. The meetings should be in addition to the regular activity reports at the standing committees.

3.3 Conduct of Meetings

<i>Recommendation 6</i>	Establish a universal code of conduct for all CCMTA meetings.
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A code of conduct exists in some areas, but should be expanded to include all CCMTA meetings. The code should cover acceptable forms of behaviour related to confidentiality, conflict of interest, release of information, mutual respect, communication, and conflict resolution. A sample code appears in Appendix D.

<i>Recommendation 7</i>	Institute outcome-based minutes for all CCMTA meetings.
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Minutes of meetings should only report decisions made and the rationale for the decisions rather than providing lengthy content details of discussions. This will simplify the minute taking process, encourage greater focus in discussions, and lead to greater clarity in recorded decisions.

<i>Recommendation 8</i>	Adhere to a consensual decision making model in all CCMTA meetings.
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Formal voting can be disruptive and divisive and should only be used for official motions at Board meetings. Wherever possible, decisions should be made by consensus. A consensus based decision is one in which all participants either agree with the decision, or disagree but are prepared to go along with it. To achieve consensus in a meeting, chairs need to ensure the following:

- Each committee member understands the issues
- Each participant has an opportunity to contribute to the process
- All contributions are heard and understood
- Each participant accepts the decision, or members who continue to have doubts express their willingness to try the decision for a stated period of time
- The needs of each participant are met to an acceptable degree
- Each committee member commits to the necessary implementation action

Descriptions of different levels of consensus appear in Appendix E. Some facilitation training and resource materials will be necessary to support this recommendation, and this is addressed in the recommendation below.

<i>Recommendation 9</i>	Provide support and training on facilitation techniques to all committee chairs.
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When the CCMTA Board (correctly) adopted an open-door policy for CCMTA meetings, committee chairs faced new challenges as a multiplicity of views began to be aired in meetings. These challenges will intensify with a move towards a consensus-based approach to decision making. It will therefore be necessary to provide CCMTA-specific facilitation training, resource materials and backup support to the committee chairs. A pool of facilitators could also be recruited from the jurisdictions to provide support in special circumstances.

3.4 Support to Committee Structure

<i>Recommendation 10</i>	Leverage Secretariat staff expertise through alternative staffing arrangements, consulting support and contract project management.
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The Secretariat staff was one of the major CCMTA strengths identified in the stakeholder research. While stakeholders agreed that Secretariat staff is stretched to the limit, they also stressed the importance of having the right balance of staff/volunteer involvement, thus ensuring that CCMTA remains a volunteer-based organization driven by its members. A major increase in Secretariat staffing levels would therefore be inappropriate, as well as economically unfeasible. However, the effectiveness and impact of the Secretariat could still be increased through the use of creative and flexible staffing arrangements. It may also be possible to access grants, industry sponsorships, and other funding sources to augment Secretariat resources.

3.5 Executive Committee

<i>Recommendation 11</i>	Maintain the present structure of a full Board without a separate Executive Committee.
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The establishment of an Executive Committee of the CCMTA Board was considered as a way of improving decision making processes. The governance literature suggests that boards should establish executive committees under the following circumstances:

- When the full board is large, and a smaller group can speed up decisions
- When board members are dispersed across a large geographic area
- When the board regularly needs to take action or make frequent decisions

(Regardless of the powers assigned to an executive committee, the board still needs to validate decisions at its next meeting.)

The criteria above apply to CCMTA and could form the basis of an argument to establish a CCMTA Executive Committee. However, this is not recommended at this time as it would add another level of complexity to the committee structure, and the standing committees appear to be already filling some of the executive functions.

The Board may want to reexamine the need for an executive committee once the other recommendations are implemented.

4.0 RECOMMENDATIONS - STAKEHOLDER RELATIONS

The stakeholder research indicated some dissatisfied stakeholders, criticisms about the interface with the non-government sector, and widely differing views across the CCMTA membership.

A premise underlying the recommendations in this section is that the CCMTA stakeholders have different needs and should be dealt with in different ways depending on the situation and the decisions being made. In particular, it is necessary for regulators to deal with regulated members as a group, separate from other stakeholders, and engage them at a higher level of involvement. Non-regulated stakeholders do not need to participate directly in decision making, but they still require clear and effective opportunities to provide input.

However, while stakeholders are different, no one group is special. The key to successful stakeholder relations is to identify appropriate interface points and utilize effective involvement methodologies. The following model for stakeholder involvement was developed through the stakeholder research and has been used to shape the recommendations in this section.

Stakeholder Involvement Matrix

	Non-regulated Associate Members	Regulated Associate Members	Jurisdictional Members
Strategic Planning	C	P	P, A
Standards and Regulations	C	P	P, A
Member Services	C	C	A
Budget and Finance	I	I	A
Operations	I	I	I

- I** = Information - Stakeholders are kept informed of recommendations and decisions
- C** = Consultation - Stakeholders are asked for opinions and suggestions and their input is considered in making recommendations
- P** = Participation – Stakeholders directly participate in planning and developing recommendations
- A** = Approval – Stakeholders accept or reject recommendations and make final decisions

Although considered, it is not recommended that regulated stakeholders sit on the CCMTA Board. Conflict of interest issues would likely be too great to be adequately addressed through conflict of interest guidelines. Furthermore, no single associate member would be in a position to represent or address the full range of issues raised by the jurisdictions. Governing boards in the not-for-profit sector that have used constituency representatives have had mixed success. The constituency-based members often have difficulty responding in terms of the best interests of the organization as a whole. In other cases, they become unrepresentative of their constituency by virtue of their vantage point as a member of the Board. A better method of obtaining stakeholder input at the governance level is through systematic consultation methodologies, a point addressed in a later recommendation.

Suggested activities and time frames for implementing the stakeholder recommendations are outlined in Section 5.2.

4.1 Board Meetings

<i>Recommendation 12</i>	Conduct all face-to-face board meetings in open sessions.
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This recommendation is particularly important given the current emphasis on accountability and transparency in the public sector. It is fully consistent with the best practices and governance literature.

Criteria and guidelines for “in-camera” sessions (within open meetings) will need to be identified to cover matters related to finance, audit, legal and human resources issues, confidential systems matters and other designated topics. Sample guidelines appear in Appendix F.

This recommendation has the potential to be a major “quick hit” and should be implemented as soon as possible for all face-to-face board meetings. It also applies in principal to conference calls, but this would present some logistical complexities in terms of log-in procedures, port requirements and on-line participation. Further review of the feasibility of open conference calls will be necessary once the main recommendation has been implemented.

4.2 Regulated Stakeholders

<i>Recommendation 13</i>	Conduct separate meetings between regulated stakeholders and Standing Committees as needed, and where appropriate, in advance of other consultations.
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This recommendation flows from the stakeholder involvement matrix presented at the beginning of Section 4.0 and address that fact that regulated stakeholders require a different level of involvement in some deliberations.

4.3 Stakeholder Meetings

<i>Recommendation 14</i>	Continue the policy of holding face-to-face meetings with individual stakeholders on request.
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The Board instituted this as a pilot project in 2003 pending the outcome of this study, and the policy should be continued. However, some other stakeholders have already expressed concerns about feeling “out of the loop” on these meetings. Guidelines should be introduced, including a protocol on how to request a meeting, who gets a meeting, and how and when the outcomes of the meeting are reported.

4.5 International Representation

<i>Recommendation 15</i>	Invite Board representation from the Commercial Vehicle Safety Alliance.
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An AAMVA representative is currently an invited guest at all CCMTA Board meetings. The CVSA has a similar international role related to commercial motor vehicle safety. In December 2002 the Board considered seeking CVSA representation, and this should be revisited in the context of the increased need for international collaboration on motor transport issues.

4.6 Expanded Consultation Mechanisms

<i>Recommendation 16</i>	Institute expanded consultation mechanisms for soliciting stakeholder input.
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The CCMTA has not been making full use of available consultation methodologies for obtaining stakeholder input. Consultation has been restricted to meetings and periodic surveys. A more structured and proactive approach to stakeholder consultation should now be adopted. Methods could include:

- Surveys about specific issues, targeted to specific stakeholder groups
- Upgrading and expanding the CCMTA web site to facilitate on-line stakeholder response to issues
- Focus groups and member forums on selected topics
- Published guidelines for presentations to committees by stakeholder groups
- Expanded use of discussion papers on key issues

Any consultation outreach should be proactive, soliciting stakeholder responses to predetermined focus questions, rather than reacting to issues raised by stakeholder groups. Most importantly, consultation must be planned in advance and viewed as an ongoing process rather than a single “event”. To ensure that this is the case, all CCMTA committees should develop stakeholder consultation plans for their key projects.

5.0 IMPLEMENTATION CONSIDERATIONS

5.1 Implementation Principles

Gresham's Law of Planning states, "If left uncontrolled, the operational activity always surpasses the strategic activity". Common pitfalls in implementing recommendations for a study of this type are the following:

- Trying to do too much too fast
- Failure to link recommendations to organizational priorities
- Lack of organizational support
- Not dropping existing activities to make way for new ones
- Work plan activities that are not "SMART" – specific, measurable, attainable, results-oriented and time framed
- Failure to monitor implementation and change as required.

The implementation activities suggested in the next section should help to avoid the above pitfalls.

5.2 Suggested Implementation Time Frame

Recommendation	Implementation Activities	Completion	Responsibility
1. Strategic Plan	<ul style="list-style-type: none"> • Update environmental scan • Board completes SWOT analysis and reviews goals • Map revised goals against jurisdiction goals/identify links • Consultation with membership • Annual review by Board 	November 2004 Dec. 04 meeting January 2005 January 2005 Dec. 05 meeting	Board and Secretariat Consultant
2. Priority Setting	<ul style="list-style-type: none"> • Continue new report format for standing committees • Finalize priority setting template based on strategic plan • Test with standing committees • Project groups, working groups and task forces apply template • Adjust resource allocations 	Ongoing February 2005 Spring 05 mtg. 06 budget cycle	Secretariat
3. Board Monitoring	<ul style="list-style-type: none"> • Complete evaluation of project management tools • Implement where applicable • Regular Board review of priorities 	Spring 05 Ongoing after Spring 05	Board and Secretariat
4. Implementation Report Card	<ul style="list-style-type: none"> • Finalize report card • Pilot test with standing committees, if necessary • First report card to Board 	Sept. 2004 Fall 04 meetings Dec. 04 meeting	Secretariat

Recommendation	Implementation Activities	Completion	Responsibility
5. Lateral Communication	<ul style="list-style-type: none"> Continue new practice with standing committee vice-chairs 	Ongoing	Secretariat
6. Meeting Code of Conduct	<ul style="list-style-type: none"> Finalize code of conduct Review and evaluate 	June 2004 Dec. 04 meeting	Secretariat
7. Outcome-based Minutes	<ul style="list-style-type: none"> Implement with Board meetings Implement with committees 	June 2004 June 2004	Secretariat
8. Consensual Decision Making	<ul style="list-style-type: none"> Adopt consensual model Communicate to committees 	June 2004 Fall 04 meeting	Board and Secretariat
9. Facilitation Support	<ul style="list-style-type: none"> Commence recruitment of facilitator pool Facilitator training session for designated committee chairs Prepare facilitator's manual 	January 2005 Fall 05 meetings November 2005	Secretariat
10. Secretariat Support	<ul style="list-style-type: none"> Conduct needs assessment ID contracting out options Identify sources of funds Recruit as required 	December 2004 Ongoing	Secretariat
11. Executive Committee	<ul style="list-style-type: none"> No action required 	June 2004	Board
12. Open Board Meetings	<ul style="list-style-type: none"> Adopt and communicate policy Continue open door policy with other meetings Assess teleconference logistics 	June 2004 Ongoing June 2004	Board Secretariat
13. Meetings with Regulated Stakeholders	<ul style="list-style-type: none"> Establish rules of engagement Adopt and communicate policy 	Fall 2004 Dec. 2004	Board
14. Requested Meetings	<ul style="list-style-type: none"> Finalize meeting protocol Communicate to stakeholders 	Complete June 2004	Secretariat
15. International Representation	<ul style="list-style-type: none"> Invite representative from CVSA 	June 2004	Board
16. Consultation Mechanisms	<ul style="list-style-type: none"> Establish web response template Pilot test template Communicate to stakeholders Web site expansion 	December 2004 January 2005 February 2005 December 2005	Consultant Consultant Consultant Secretariat

5.3 Resource Impacts

The study recommendations have been made with the understanding that CCMTA resources are scarce and volunteer time is at a premium. Implementation of the recommendations should therefore be possible with a minimal resource impact. However, there will be some draws on volunteer time, staff time and financial resources.

1. Volunteers

The Board will need to allocate additional time to update and continually monitor the strategic plan. The new reporting and communication protocols will place additional time demands on the standing committee chairs and vice chairs. Members of the project groups, working groups and task forces will need to allocate time to review their work activities and apply the priority setting template.

2. Staff

There will be additional demands on Secretariat staff to carry out activities related to the recommendations such as:

- Updating the environmental scan and overseeing the process to refresh the strategic plan
- Completing the evaluation of project management tools
- Training and implementation of selected project management tools
- Finalizing and ongoing implementation of the CCMTA report card
- Coordinating ongoing facilitator training
- Conducting a review/needs assessment of Secretariat activities and resources
- Managing more complex logistics arising out of open meetings and expanded stakeholder participation
- Developing, revising and communicating policies
- Assessing the feasibility of open board teleconferences
- Arranging for additional stakeholder meetings
- Implementing new consultation methodologies
- Communicating new initiatives to the membership

The discussion related to Recommendation #10 (Secretariat Support) made the point that a major increase in Secretariat staffing levels would likely be inappropriate, as well as economically unfeasible, and suggested that the effectiveness of the Secretariat could be increased through the use of other staffing arrangements. However, the cumulative impact of the recommendations might necessitate a modest (0.5 to 1.0 FTE) increase in staffing. The actual requirement will be more evident once the needs assessment has been completed.

3. Financial Resources

There will also be some direct financial costs incurred to implement the recommendations, including the following:

- Facilitator training
- Possible consulting support to update the strategic plan
- Purchase of project management software
- Additional meeting costs to accommodate more meetings, larger groups, and different seating arrangements
- Additional conference call costs to accommodate more participants
- Website enhancements including development, management, training and server space
- Printing and distribution of materials and documents related to the implementation of the recommendations
- Contract staff time

6.0 CONCLUSION

CCMTA has an enviable reputation and a proven track record in providing an effective national forum that supports safe and efficient road transportation in Canada. Implementation of the recommendations in this report should serve to further enhance the success of the organization through improved decision making processes and increased responsiveness to its highly dedicated stakeholder groups.

The consultant will hold a follow-up teleconference with the Steering Committee in six months time to review implementation progress and suggest refinements.

It was a pleasure working with the members of this competent and energetic organization.

Dr. David Sheridan
Senior Consultant and Principal
SHERCON ASSOCIATES INC.
www.shercon.ca

June 7, 2004

APPENDIX A
CANADIAN COUNCIL OF MOTOR TRANSPORT ADMINISTRATORS
Survey of Associate and Government Members

The Canadian Council of Motor Transport Administrators (CCMTA) has initiated a project to review its stakeholder relationships, decision making processes and reporting structures. An important part of this process involves obtaining the views of our associate and government members about the various choices facing our organization.

Please return this questionnaire by Friday, April 9, 2004. Your answers are strictly confidential and will be seen only by the external consultant conducting the review. The consultant's report and recommendations will be presented to the Board of Directors at its meeting in mid-May.

Please return your questionnaire by mail or fax directly to the consultant at the address on Page 5. Note that you may also complete the questionnaire on-line by going to www.shercon.ca, clicking on the "Surveys" link, and following the instructions.

If you are unsure, or do not know the answer to a particular question, simply leave that item blank.

1. CCMTA's mission is to provide a forum that supports the development and administration of measures that contribute to safe and efficient road transportation.

How would you rate CCMTA's overall effectiveness in pursuing this mission?

33% Very effective	11% Not too effective
56% Somewhat effective	0% Not at all effective

2. How well has the CCMTA organization been able to accomplish each of the following goals related to its mission:

	<i>Very Effective</i>	<i>Somewhat Effective</i>	<i>Not too Effective</i>	<i>Not at all Effective</i>
Overseeing the successful realization of Road Safety Vision 2010	26%	54%	20%	0%
Enhancing and improving transportation security	11%	70%	16%	3%
Developing national strategies and programs for road safety	42%	39%	18%	1%
Developing and sharing information on road safety factors	48%	35%	14%	3%
Developing and proposing rules, policies and harmonized standards to governments	33%	46%	17%	4%

2. <u>Cont'd</u>	Very Effective	Somewhat Effective	Not too Effective	Not at all Effective
Sharing information and customer service strategies with regard to new communication technologies	17%	56%	21%	6%
Providing associate members and partners with reliable, complete and up to date information	30%	48%	18%	4%
Operating and maintaining a data exchange network (the Interprovincial Record Exchange)	52%	38%	8%	2%

3. List two major strengths and two weaknesses of the CCMTA:

Strengths: _____

Weaknesses: _____

4. Please review the information in the box below and then reply to the questions on the next page.

THE CCMTA Organization

The CCMTA Board of Directors is responsible for providing overall guidance and specific direction to the standing committees and Secretariat. The work of the CCMTA is accomplished through its standing committees, with the assistance of the Secretariat. The following three standing committees constitute the core of the organization:

*Standing Committee on Compliance and Regulatory Affairs
 Standing Committee on Drivers and Vehicles
 Standing Committee on Road Safety Research and Policies*

Special committees, subcommittees, task forces and projects groups are established for specific mandates as the need arises, reporting to either the standing committees or the Board of Directors, and are disbanded when their task is completed.

The Board of Directors and the standing committees meet twice per year during the CCMTA Annual Meeting and in the fall. Additional meetings are held by teleconference as needed. Special committees, subcommittees and task forces/project groups meet on an ad hoc basis.

4. Please indicate your level of agreement or disagreement with each of the following statements. **Leave the item blank if you are unsure or if it does not apply to your particular situation.**

	<i>Agree Strongly</i>	<i>Agree</i>	<i>Neutral</i>	<i>Disagree</i>	<i>Disagree Strongly</i>
a) I have a good understanding of the role of the Board	20%	58%	10%	10%	1%
b) I have a good understanding of the role of the standing committees	35%	52%	8%	5%	0%
c) It is easy to access standing committees between meetings	5%	40%	28%	23%	4%
d) There are too many special committees, subcommittees and task forces/project groups	11%	17%	44%	23%	4%
e) I receive all the information that I require from the various committees	16%	51%	14%	14%	5%
f) Decisions are made in an efficient and timely manner	4%	21%	20%	40%	15%
g) Projects are completed in an efficient and timely manner	1%	16%	30%	36%	16%
h) Associate members should have more opportunities to participate in the work of standing committees	15%	40%	38%	4%	3%
i) Associate members should be represented on the Board of Directors	12%	20%	34%	25%	9%
j) The CCMTA committee structure provides fair and equitable treatment to all stakeholders	14%	42%	30%	10%	4%
k) People are respected and their opinions are valued	25%	58%	11%	3%	4%
l) I can make all the input to policy development that I require	15%	45%	17%	18%	5%
m) CCMTA is slow to respond to issues raised by members	8%	35%	18%	35%	4%
n) Regulators and regulatees need to have different roles related to planning and policy development	15%	36%	41%	5%	3%
o) The overall quality of decisions flowing from the CCMTA committee structure is high	14%	52%	17%	14%	3%
p) Committee meetings are well run	24%	49%	15%	7%	5%
q) The environment at CCMTA is collaborative and cohesive	16%	57%	14%	8%	5%

5. Please offer additional comments or explanations about any of your responses to the previous question.

6. As a stakeholder, what is your single most important expectation of CCMTA?

7. Feel free to offer any specific suggestions to improve decision making processes and stakeholder relations within CCMTA:

8. Please provide the following background information to help us analyse the data.

Type of Stakeholder:

20 Association → *Please specify:* _____

1 Carrier

50 Government member → *Jurisdiction:* _____

3 Other government department

2 Supplier/Consultant

5 Other → *Please state:* _____

9. Indicate if you sit on any of the following committees:

Yes No

8 **75** Board of Directors

27 **56** Standing Committee

59 **24** Special committee, subcommittee, task force/project group

Appendix B – SAMPLE PRIORITY SETTING TEMPLATE

Workplan Analysis:

Activity	Goal Reference	Importance	Urgency	Disposition
1.		1 2 3 4 5	1 2 3 4 5	Stop Start Continue
2.		1 2 3 4 5	1 2 3 4 5	Stop Start Continue
3.		1 2 3 4 5	1 2 3 4 5	Stop Start Continue
4.		1 2 3 4 5	1 2 3 4 5	Stop Start Continue
Etc.				

Priorities Analysis:

	High Urgency	Low Urgency
High Importance	_____	_____
	_____	_____
	_____	_____
	_____	_____
Low Importance	_____	_____
	_____	_____
	_____	_____
	_____	_____

Comments/Conclusions:

(Sample Only)

Appendix C - SAMPLE CCMTA "REPORT CARD"

Project: _____ **Year** _____

	May	December	Comments
On schedule	4 3 2 1	4 3 2 1	
Within budget	4 3 2 1	4 3 2 1	
Level of stakeholder involvement	4 3 2 1	4 3 2 1	
Support of CCMTA strategic priorities	4 3 2 1	4 3 2 1	
Cross committee communication			
Level of consensus attained	4 3 2 1	4 3 2 1	
Quality of decisions	4 3 2 1	4 3 2 1	
Timeliness of decisions ..	4 3 2 1	4 3 2 1	
Follow-through by jurisdictions	4 3 2 1	4 3 2 1	
	4 3 2 1	4 3 2 1	
	4 3 2 1	4 3 2 1	

- Grading:**
- 4 - Excellent
 - 3 - Highly satisfactory
 - 2 - Satisfactory, but needs improvement
 - 1 - Not at all satisfactory

Follow-up Required:

(Sample Only)

Appendix D – SAMPLE MEETING CODE OF CONDUCT

Participants at all meetings of the CCMTA Board, standing committees, project groups, working groups and task forces shall adhere to the following code of conduct:

- All individuals participating in meetings will be treated with dignity, honouring their uniqueness and value. There will be no tolerance for discrimination in any form.
- Participants must deal with each other in an open, honest and respectful fashion.
- Meeting participants must represent loyalty to the interests of CCMTA rather than individual constituencies. In cases where this is not possible, conflicts of interest must be declared at the outset of any discussions.
- Information is to be kept confidential.
- Participants should attend all meetings, complete necessary advance preparation for meetings, and be prepared to spend sufficient time and energy to CCMTA business.
- Participants should arrive on time for meetings and stay for the duration of the meetings.
- Regardless of their personal viewpoint, committee participants should not speak against a decision, or undermine committee solidarity once a decision is made.
- Communication in meetings will be clear, timely and attentive.
- Participants will not exercise undue authority, influence or pressure on decisions
- Conflict shall be dealt with in a rational, timely manner.

(Sample only)

APPENDIX E - LEVELS OF CONSENSUS

Level	Position	Feelings and Behaviour		
1	Agree strongly	"I really like it!"	"I'll advocate for it publicly whether or not it's adopted"	"I'll actively support its implementation"
2	Agree	"I like it"	"I'll advocate for it publicly"	"I'll support its implementation"
3	Agree with some reservations	"I can live with it"	"I'll support it publicly and privately even with my reservations"	"I'll participate in its implementation"
4	Disagree, but willing to go along with majority	"I don't like it. I'm willing to go along with it, but I want my disagreement acknowledged"	"I'll support it publicly and privately when asked"	"I won't work against its implementation"
5	Disagree, and won't be involved in implementation	"I really don't like it, but I'm willing to go along with it because I don't want to stop others"	"I'll not advocate against it publicly or privately"	"I will not be involved in its implementation, but won't sabotage it"
6	Opposed, and will work to block	"I hate it and will work to block it!"	"I'll advocate against it publicly if adopted"	"I'll work to sabotage it"

Notes

(Sample only)

Appendix F

SAMPLE GUIDELINES FOR CLOSED AND IN-CAMERA MEETINGS

The CCMTA Board supports the principles of openness and transparency. The Board is also mindful of its obligation to keep in confidence all matters that are related to sensitive financial information, negotiation strategies, executive performance and compensation issues and/or legitimate personal matters. The Board therefore sets the following criteria for those circumstances where the Board may meet behind closed doors and in isolation of various parties and/or groups.

In Camera Meetings

An in-camera meeting is defined as a meeting of the Board without the presence of staff.

The Board will hold an in-camera meeting when any one of the following criteria exists:

- The performance of the Executive Director or Director of Programs is to be discussed
- The compensation package of the Executive Director or Director of Programs is to be decided.
- The auditor has requested an in-camera meeting to discuss management issues related to the auditor's report.

The Board will report the outcome of any in-camera Meeting to the Executive Director and Director of Programs in a timely and comprehensive manner. Details of in-camera discussions will not be reported.

Closed Meetings

A closed meeting is a meeting of the Board and staff without the presence of external stakeholders. Criteria for a closed meeting include any one of the following:

- Meetings of the Program and Finance Committee of the Board
- Meetings of the IRE Committee of the Board
- Legal matters
- Human resource issues
- Special requests from stakeholder groups for a closed meeting
- Other topics deemed by the Chair to be of a confidential or sensitive nature

The minutes of the meeting will reflect a closed meeting and the rationale for such.

(Sample only)