



## VOLUME I

This information is being released externally by BPA on March 1, 2006, as analysis generated for BPA's Enterprise Process Improvement Program (EPIP) studies. Although baselines were sourced from the Financial System, they do not track directly back to official financial statements. In some instances subsequent analysis was performed to better represent the particular scope of the process being reviewed. Projections of savings should be considered as initial targets and may or may not convert to future budgets.

**Final Report to the  
BPA Business Operations Board  
on  
Communications/Liaison  
by  
Communications/Liaison Team  
and  
Executive Sponsor  
(Steven Hickok, Deputy Administrator)**

**May 18, 2005**



## Table of Contents

### Volume I.

<b>Section 1.</b>	<b>Executive Summary - Pg. 4</b>
<b>Section 2.</b>	<b>Communications/Liaison EPIP Team - Pg. 14</b>
<b>Section 3.</b>	<b>Methodology - Pg. 17</b>
<b>Section 4.</b>	<b>Current State Observations - Pg. 18</b>
<b>Section 5.</b>	<b>Future State - Pg. 25</b>
<b>Section 6.</b>	<b>Implementation - Pg. 60</b>



## **Table of Contents**

### **Volume II.**

<b>Appendix 1.</b>	<b>Communications/Liaison Team Charter</b>
<b>Appendix 2.</b>	<b>Employee Baseline FTE List</b>
<b>Appendix 3.</b>	<b>Interview List of Vice Presidents and Key Non-VP Managers</b>
<b>Appendix 4.</b>	<b>Interview Guide for Vice President Interviews</b>
<b>Appendix 5.</b>	<b>Interview Notes from VPs and Key Non-VP Managers</b>
<b>Appendix 6.</b>	<b>Current State Organization Charts</b>
<b>Appendix 7.</b>	<b>Process Maps and Metrics</b>



## 1. Executive Summary

BPA intends to transform its communications and liaison functions into a more strategic contributor to BPA's four pillars: high reliability, low rates consistent with sound business principles, responsible environmental stewardship and accountability to the region. The new organization will tell the BPA story through clear, relevant messages that support BPA's business objectives, leverage BPA's role as a leading corporate citizen of the Pacific Northwest and build and strengthen strategic alliances with stakeholder groups. The agency will speak with one voice. Through key functional areas listed in the Future State discussion below and the development and implementation of mission-critical responsibilities, the Future State Communications/Liaison organization supports the elements of "BPA Direction: Flight Plan to 2007-2011."

- S1: "BPA policies encourage regional actions that ensure adequate efficient and reliable transmission and power service." – National, Regional and Tribal Relations, Media Relations, Public Involvement.
- S4: "Cost-effective solutions for meeting fish, wildlife and environmental responsibilities, measured against clearly defined performance objectives." – National, Regional and Tribal Relations, Public Involvement.
- S10: "Customer, constituent, and tribal satisfaction, trust and confidence meet targeted levels." – National, Regional and Tribal Relations, Media Relations, Public Involvement, Employee Communications.
- I1: "Effective cost management through our systems and processes." – entire Communications/Liaison organization.
- I3: "Risks are managed within acceptable bounds." – Media Relations, Public Involvement, Employee Communications, National, Regional and Tribal Relations.
- I5: "Collaborative relationships with customers, constituents, and tribes are supported by our managing to clear, long-term objectives with reliable results." – entire Communications/Liaison organization.



- I6: “BPA’s processes, decision making, and performance are transparent.” – Media Relations, Public Involvement, Employee Communications, National, Regional and Tribal Relations.
- P1: “Leaders set clear direction and are accountable for results.” – Employee Communications.
- P2: “BPA invests in a talented workforce to achieve strategic results.” – Employee Communications.
- P3: “Effective feedback motivates and aligns employees around meaningful work.” – Employee Communications.
- P4: “BPA’s positive work environment enables its people to do their best work.” – Employee Communications.

The two overarching responsibilities of the Communications/Liaison function – Agency Relationship Building and Strategic Issues Management – also support each element of the Flight Plan.

## **A. Future State**

BPA’s vision for the Future State Communications/Liaison organization is:

- The Communications/Liaison organization will facilitate two-way communication between the agency and its stakeholders by keeping open channels of communication that allow the needs and desires of all stakeholders to be considered in the agency’s decision making processes. The agency has actively engaged in a dialogue with customers, the community, employees, regional and national officials and the tribes of the Pacific Northwest in the past. The future state of the Communications/Liaison organization will build upon this foundation to enhance the agency’s ability to fully understand the complex important needs of its stakeholders so that appropriate solutions to conflicting demands can be found.
- Focused – Centralized under the direction of the Chief Public Affairs Officer.
- Strategic – Messages and relationships are aligned with the agency’s strategic objectives.
- Coordinated – Work completed while balancing all stakeholder audience concerns.
- Lean – Sized consistent with benchmark comparisons and the needs of the agency.
- Effective – Efforts are focused on producing mission-critical outcomes.



- Proactive – Staff/work products stay in front of events.
- Efficient – Limited resources are applied to maximize results.
- Accountable – Meets clients’ true needs through efficient, measured processes.
- Professional – Ensure gap closure through staff training and experience.

The effectiveness of the CPAO will be critical to the success of the Future State Communications/Liaison organization. The CPAO has the opportunity to manage the disparate communications/liaison functions as one, generating synergies to deliver mission-critical results on behalf of the agency. If the CPAO (and the CPAO’s staff) can develop strategic initiatives that harness the full capabilities of the functions outlined in this document, then the consolidation will achieve much more than FTE and budget savings; it will serve to build strong two-way relationships with our stakeholders that will support BPA’s mission success in serving the region.

The eight communication functions listed below are those deemed mission-critical to BPA. The CPAO and his/her management team should focus most closely on:

- Agency Relationship Building
- Strategic Counseling
- Strategic Issues Management
- Public Involvement
- Media Relations
- Policy/Executive Communications
- Customer and Constituent Communications
- Employee Communications



## **B. Future State Recommendations**

### Communications

The CPAO should:

- Build the new organization in a way that recognizes the importance of hearing and understanding the agency's stakeholders as well as the importance of conveying information to these stakeholders. Realign the separate Communications functions into a centrally managed organization that is structured and managed in support of one BPA. This model should make the function more accessible and accountable to the needs of internal clients.
- Be supported by the Administrator and other executives ensuring that the entire agency coordinates the writing, publishing or production of any message or product to broad internal or external audiences through the new centralized Communications organization.
- Decrease the number of Communications staff to a level sufficient to achieve a most efficient organization in the Future State. We recommend decreasing the Communications staff to 30.0 FTE.
- Transfer responsibility for administering the BPA "Writers Pool" and other outside writer contractors from Workplace Services and others to Communications (with CPAO oversight). At least \$275,000 was spent in FY2004 on outside communication contractors through the Writers Pool and other writers (with similar amounts spent in previous years). There may be additional opportunities for savings among the \$600,000 in agreement and contracts beyond the writers pool. See table in section 1.D below. Outside, including sole source, contractors should be used only when their expertise cannot be found within the agency.



## Liaison

The CPAO should:

- Be supported by the Administrator and other executives ensuring that the entire agency cooperates fully with National, Regional, and Tribal relations structures.
- Maintain the current National Relations and Regional Relations structures.
- Centralize Tribal Relations into one structure with 7.0 FTE.
- Impose a single, formalized strategic planning process and succession planning in each liaison area and hold the managers accountable to the CPAO for both.
- The National Relations and Regional Relations functions were downsized in recent years, and benchmarking shows them to be generally right-sized.
- Maintain the size of National Relations at 6.0 FTE.
  - Delineate duties of those who have National Relations-related functions in other areas of BPA (i.e., Regional Relations, Strategic Planning, EF&W, etc.).
  - Determine whether responsibilities and reporting relationships should be modified.
- Downsize Regional Relations from 11.5 FTE to 11.00 FTE.

In summary, the Future State Liaison staff number should be 24.0 FTE. This number should achieve the More Efficient Organization model.

The CPAO should also:

- Prioritize and focus the Future State Communications/Liaison organization only on those key responsibilities that support the agency's mission and goals. Create and report meaningful metrics (see Process Maps in Section 5.D below and Appendix 7 for additional examples); hold managers and staff members accountable to metrics that are set.





- Establish CPAO-VP service level agreements and performance contracts with senior communication leads with business knowledge to ensure that clients' communication needs are met by a best in class communication/liaison organization.
- Protect those in the Future State organization from scope creep by prioritizing their work for internal customers to meet the key responsibilities. Shadow organizations should not be allowed to form.
- Evaluate the grading of all vacant positions.

### **C. Key Drivers**

The agency faces ever-increasing pressure due to:

- The need to hold costs to the lowest possible level consistent with operating the agency in a quality manner.
- The desire of all stakeholders and constituencies for timely and accurate information and to provide useful and timely input.
- The critical relationships that exist between the agency and all of its stakeholders.

### **D. Financials and Metrics**

Projected savings of \$2.0-\$2.5M annually are based on three factors:

- The eventual reorganization will save \$2.0-\$2.2M in annual salary/benefits costs.
- A significant percentage of the money spent annually on the Writers Pool (\$275K) and other outside communications contractors will be saved by the Future State organization's active management of the function.
- Moving to the Future State will create a more effective organization, manage expectations, cost less and generate greater benefits.



### D. Financials and Metrics (continued)

An investment must be made in staff to enhance skills and professional credentials. This includes classes, seminars, details, mentoring, and professional memberships.

The 2004 baseline proposal & contract cost are summarized in the table below.

<b>COMMUNICATIONS</b>							
	A	C	D	K	P	T	Total
PERSONNEL COMP & BENEFITS	\$22,726	\$68,759	\$2,834,657	\$393,800	\$635,259	\$724,858	\$4,680,059
GENERAL CONTRACTS		\$12,253	\$373,044	\$107,702	\$117,595	\$283,085	\$893,680
MATERIALS & EQUIPMENT			\$23,700	\$26	\$3,731	\$15,928	\$43,385
RENT/UTILITY/LAND			\$16,234	\$1,766	\$2,121	\$234	\$20,355
Total	\$22,726	\$81,011	\$3,247,636	\$503,294	\$758,707	\$1,024,106	\$5,637,479
<i>LEAVE &amp; BENEFITS ADJUSTMENT</i>							\$2,340,030
<b>TOTAL</b>							<b>\$7,977,509</b>
* General Contracts includes the Writers Pool							
Brio Query Criteria							
-Analysis Type = ACT, PAY,ACR							
-Account Type not begin with 1070,10717,1075,107995,10817,1085,186,2,60017,6005,6006,600930							
-Product not equal to "XXTP"							
-Period between 1 - 998							
-Year = 2004							
-DeptID = DC,DM,DR,DT,PL							
-Exclude Planning Council Project 00003767 and Tribal Electric 00036075 (Sales and Marketing)							
-Include Transmission costs for Public Affairs Projects = 00004269,00110760,00110773,00117355,00124120,00128617,00139549,00145124							
-For non dedicated organizations picked up costs for: Christy Brannon, Buzz Cobell, Darrell Eastman, Katherine Cheney, Michael Coffey, Nick Christmas, Rebecca Clark, Jean Oates, Geri Kozicki Caroline Whitney, Darby Collins, Ken Johnston, Jamae Hilliard, Randy Ridenhour, Melanie Jackson, Robert Shank, Debra Stout, Laura Williams, Alvie Hairston, Corrina Sutter, Andy Thoms Deb Smiley							
-For dedicated organizations excluded costs for Rod Aho, Shannon Green, Thomas Deklyen, Val Roadman, and Iris Crisman.							
-For contracts included: 58,456,1273,2467,2597,4767,3128,4582,41540004,8771/2/3/4/5/7/9,8780/1/2/3/5/6/8,8852,11729,16981							



## **E. Future State Organization**

The future state organization is a line organization. The compact nature of the organization means that most employees will have to be generalists who will be assigned to a number of task teams. Each client will have a service level agreement with the CPAO as well as a business advocate in the new organization to ensure that the client's work is done. The management of the communications function will maintain a task list with assignments and current status. Work will be prioritized to ensure that the most important agency needs are met. The CPAO provides a single point of control for all communication/liaison activities. Some details of the future state organization are provided in section 5.

## **F. Gap Summary**

Unless addressed in the near-term by the CPAO and the management team, the following Current State gaps will impact the success of the Future State organization.

- The leaner Future State organization requires Communications and Liaison professionals with skill sets that are both broad and deep. Employees with narrow specialization are needed only in technical support functions. Many Current State staff perform only one or two major functions.
- The Communications function has been centralized and decentralized over the years. The Current State is decentralized (corporate and business lines). Tribal Relations is currently decentralized among corporate and business lines. Most managers and staff have enjoyed great autonomy over the past several years (since the last CPAO-type leader). There are too many staff needing new skill sets, efforts that need better coordination, and clashing roles and responsibilities across the organization.



## Gap Summary (continued)

- The benefits of the Future State can only be realized through tighter managerial control, organizational discipline, and active partnering with agency organizations. Some managers/staff may resist coordinating all messages through a centralized communications/liaison organization. Senior management must commit to actively support this coordination effort or it will fail.
- Knowledge gap/lack of training – Only a handful of employees in the Current State organization have specialized degrees in the areas in which they work. Nonetheless, many have developed specialized knowledge on the job and have learned how to carry out the duties assigned to them. It does raise the issue of training and levels of knowledge/skill sets that will help employees adapt to and succeed in the Future State. Staff must be properly trained and developed.
- More strategic counseling – Instead of asking internal clients what they seek to accomplish by using Communications services (and then developing a communications-based solution), currently some employees simply “take the order” – they create a brochure or write Talking Points or a speech because a client asks for it. More strategic counsel should be given to clients so that client objectives are met. The client must also be trained to participate in this dialogue.
- Focus on strategic, results-oriented efforts that “move the meter” – As a corollary to the above, we should measure the effectiveness of the deliverable (or whether the deliverable even achieves the objective). For example, we should determine how many media outlets actually ran information from the press releases, how many of the key messages were used in the articles, and whether the tone of the article was pro- or anti-BPA. We should assess how well the inputs were evaluated and the impact they had on improving our decisions.



## **G. Implementation Issues**

Implementation of these recommendations should be orchestrated by the CPAO, a position that is in the process of being filled. One of the greatest challenges to implementation is the migration of staff and the appropriate skills from the current to the reformed future state.

Systems – There are no special systems needed to implement this proposal. Nevertheless, a systematic approach to training, knowledge transfer and skill improvement will need to be developed and followed in order to maximize the potential for success. Project capture, planning, tracking, and measurement will be necessary to deliver high quality and reliable service. Off the shelf software is available, e.g., microsoft project, to meet some of these needs.

Capital Expenditures – No major capital expenses are involved in implementing the Future State.

Schedule –We recommend implementing the Future State organization as soon as possible. Moving quickly to the Future State will have a positive impact on the majority of the staff.

Alignment with strategic business objectives -- Communications/Liaison resources must be aligned with and prioritized to meet strategic business objectives in the balanced scorecards.

## **H. Prioritization**

Communications/Liaison was chosen to be one of the first seven EPIP areas because an effective, efficient and strategic Communications/Liaison organization could help persuade internal and external stakeholders that EPIP (and other change management initiatives) produce value for BPA and its stakeholders. Implementation should proceed immediately.



## 2. Communications /Liaison EPIP Team

### Organization

The Executive Sponsor of the Communications/Liaison Team is BPA Deputy Administrator Steve Hickok. The Team Co-Leads are Paul Majkut, BPA Assistant General Counsel, and Scott Mall of KEMA. Members participating on the Team represent National, Regional and Tribal Relations; Corporate Communications; Finance; Legal; Energy Efficiency; Environment, Fish&Wildlife; Power Business Line; and Transmission Business Line. The Team consists of the following members:

Crystal Ball - Public Affairs Specialist (DR)	Karen Hunt - Manager, Regional Relations (DR)
Katherine Cheney - Communications Manager (KEWS)	Kelly Kintz - Supervisory Accountant (KFRM)
Buzz Cobell - Tribal Liaison (KE)	Dulcy Mahar - Manager, Communications (DM)
Michael Coffey - Communications Specialist (KEWS)	John Smith - Manager, Tribal Relations (DT)
Darby Collins - Public Affairs Specialist (T)	Roger Seifert - Special Assistant to Vice President of National Relations(DC)
Jennifer Eskil - Marketing Lead-Partnerships (PND)	Jeff Stier - Vice President of National Relations (DC)
Jamae Hillard-Creecy - TBL Public Affairs Manager (T)	Sonya Tetnowski - PBL Public and Tribal Affairs Manager (PL)
Barry Hirsch - Supervisory Public Affairs Specialist (DM)	



The Team Leads interviewed members of the Communications/Liaison Team. In addition, Team members received elementary training in process mapping from KEMA staff, as well as training to identify key responsibilities, write business case briefs for functions and responsibilities and to outline processes.

The Communications/Liaison Team’s Charter is contained in Appendix 1.

Among those interviewed by either or both of the Team Leads were the following:

Steve Hickok – Deputy Administrator	Cathy Ehli – Acting Vice President for Operations & Planning, Transmission Business Line
Ruth Bennett – Chief Operating Officer	Terry Esvelt – Senior Vice President, Employee & Business Services
Lorri Bodi – Senior Policy Advisor	Michael Federovitch – Manager, Transmission Finance
Christina Brannon – Policy Analyst	Brian Furumasu – Chief Information Officer
Allen Burns – Executive Vice President, Industry Restructuring	John Hairston – Acting Vice President, Generation Supply
Alan Courts – Vice President, Engineering & Technical Services	Lee Hall – IT Operations Manager
Jim Curtis – Vice President and CFO	Fred Johnson – Vice President, Transmission Field Services
Greg Delwiche – Vice President, EF & W (DM)	Jim Kehoe – Manager, Environmental Planning & Analysis



Barney Keep – Acting Manager, Power Finance	Steve Oliver – Vice President, Bulk Marketing & Transmission
Bob Lahmann – Co-Lead, Marketing & Sales EPIP and Lead of One BPA Study	Mark Roberts – Policy Strategist
Eric Larson – Chief Risk Officer	Randy Roach – Sr. Vice President & General Counsel
Pam Marshall – Vice President, Strategic Planning	Brian Silverstein – Acting Vice President Transmission Planning
Sarah McNary – Senior Policy Advisor	Garry Thompson – Manager, Eastern Power Business Area
Chuck Meyer – Vice President, Transmission Marketing & Sales	Vickie Van Zandt – Senior Vice President, Transmission Business Line
Nancy Mitman – Acting Chief Financial Officer	Mike Weedall – Vice President, Energy Efficiency
Paul Norman – Senior Vice President, Power Business Line	Carolyn Whitney – Vice President, Transmission Management Services





### 3. Methodology

#### A. Scope

The initial scope of the Communications/Liaison EPIP was to improve the efficiency and effectiveness of the disparate functions found in the organization. The scope was modified:

- When senior management decided to hire a CPAO and consolidate decentralized Communications functions.
- When it was determined that few, if any, uniform, formalized processes were recorded in the Current State.
- When significant cost-savings were requested of the EPIP teams.

These decisions led to the mandate to focus primarily on the Future State organization. Nevertheless, this document provides overviews of the Current State whenever such information is illustrative or informative.

The methodology used was consistent with the KEMA proposal – “BPA’s staff must actively participate in the Communications/Liaison process improvement project, including prioritization of functional area goals and responsibilities.” To the degree possible the process has involved employees from each area under review.



## **B. Selection**

In designing the Future State, the Communications/Liaison Team outlined:

- Key functions that should be priorities for the managers and staff.
- Key responsibilities of each of the key functions.
- Metrics for at least one function.
- Key processes that will be used in the Future State to accomplish the key responsibilities.

Some key processes were then mapped.

## **C. Data Gathering**

Employees were asked how much time they spent performing various functions. Their process maps are in appendix 7.

# **4. Current State Observations**

## **A. Processes**

Surveys and interviews reflected that uniform, formalized processes were not commonly in use in the Current State Communications/Liaison organizations. The lack of uniform, formalized processes was compounded by the separate communications units, which handle similar work in very different ways.

Therefore, at the January 3, 2005, progress review meeting with BPA Deputy Administrator Steve Hickok and Chief Operating Officer Ruth Bennett, it was decided that no significant time would be spent on the Current State Communications/Liaison organization. Instead, the focus would be on designing the Future State.



## **B. First Impression Observations**

While the Communications/Liaison staff provide a number of valuable products and services, including support for the Programs in Review, Power Function Review, and Customer Collaborative, a more active dialogue among separate stakeholders is needed. These observations focus on areas needing improvement.

- The agency has historically invested significant time money and energy in efforts to reach out to key stakeholders so that their interests and needs could be understood, fully appreciated and incorporated in the agency’s decision making processes. This effort should be preserved and enhanced with an eye toward continuous improvement.
- There should be more focus on results-oriented efforts that “move the meter” and less focus on “deliverables.”
- Due to previous budget cuts, there are no major cost-savings available (except Writers Pool type contracts) without significant staff reductions.
- While some employees have developed specialized knowledge on the job, most Communications/Liaison employees do not have specialized degrees in their areas of work, and there are resulting skill gaps that need to be addressed through specialized training.
- In some instances staff performing very similar work have significant grade differences.
- There are a number of Communications/Liaison employees who are currently eligible to retire or who will be eligible within three years, and succession planning is not being utilized to the degree it should be.
- While competent in their Current State positions, many employees have one-dimensional skill sets and therefore will have skill gaps in a Future State generalist role.
- Metrics vary across the communications organizations.
- There is a lack of cross-training in some Current State work groups.
- Very few staff members are investing in their careers (or are encouraged to do so by BPA) through membership in professional organizations/societies.
- There are few uniform, documented processes, so confusion, inconsistency and errors may occur.



## **B. First Impression Observations (Continued)**

- While ad hoc coordination occurs among some staff members and on some issues, there is no overarching strategic planning or ongoing coordination among all functions. Therefore, there is an opportunity to significantly increase coordination in resources, skills, messages, and projects among the various Communications Liaison functions.
- Of the three Liaison functions, National and Regional Relations are perceived to generate high value by both internal and external stakeholders. While there is a level of coordination between the two functions, it is a somewhat ad hoc process and not as strong or strategic as it could be if it were more formalized. Neither function has any significant or strategic interaction with Tribal Relations, even though all three areas deal with issues that can overlap at times and impact the others significantly.



## C. Interview results

The Communications Team Leads interviewed each member of the Team during the first two weeks of December 2004. The Communications Team Leads also interviewed a number of senior managers across BPA whose organizations are communications or liaison “clients.” Excerpts from those interviews can be found in Appendix 5. A few relevant quotations include:

“. . . I think one consolidated Communications organization would be even better, and am hoping for a more strategic focus from a CPAO. A consolidated organization would also provide for better coordination among National Relations, Regional Relations and Communications. I need more resources in Media Relations and a strong external strategy . . .” – Allen Burns

“I need a continued physical presence in Vancouver of at least a senior-level Communications ‘business advocate’ who understands business line issues and can easily attend all critical project meetings. Communications strategy input, including political risk assessment, must be integrated into decision-making as decisions are made early in the planning process.” – Alan Courts

“We also will need Communications to take a more strategic approach for the agency and EF&W in the fish and wildlife area.” – Greg Delwiche

“We need to set Communication’s priorities so it meets TBL’s needs through Communication staff performance plans and a service level agreement between the CPAO and the business line. If we centralize . . . Communication staff, we need more generalists. The generalists need to be trained to meet TBL’s special needs.” – Fred Johnson



### **Interview results (continued)**

“There is a lack of coordination of financial communications and consideration of a strategic communication. BPA’s costs and financial choices are subject to intense scrutiny and as we strive to improve transparency we need to become much better communicators of financial information. For example, (the business lines) do not coordinate with each other or Corporate Finance before sharing financial information at the PPC. This is particularly a problem when agency-wide financial data such as overheads or debt management activities are presented from a post-distribution, business-line only perspective. Stakeholders attempting to piece together the total agency picture from the separate presentations have complained of hearing different stories.” – Nancy Mitman

“The Administrator needs to reinforce the CPAO’s role in setting our political and external messages. National, Regional and Tribal Relations, as well as Communications, must report to the CPAO to ensure the CPAO’s effectiveness.” – Carolyn Whitney

### **D. Survey results**

Three surveys of Communications/Liaison employees were completed to ascertain key Current State data such as major responsibilities, time spent on those responsibilities, and key deliverables. After being reviewed by managers and supervisors, this information was used as the baseline information for planning the Future State organization. Based on their experience and benchmarking data, the Team estimated the Future State Organization needs of the consolidated communication and liaison function. See Benchmarking Chart and Best Practices Organization Chart in section 5b.

### **E. Previous Analyses**

In 2003, a Communications/Liaison Efficiency Project was done to better align the disparate communications functions as well as increase cooperation and coordination among the communications and liaison functions.



While a Senior Communication Team was established to improve coordination of strategic messages and sharing resources, most agree that it has not worked in the manner envisioned. Team members acknowledge that the most visible manifestation of this coordination, the Public Affairs Council (PAC), focuses on issue presentations, rather than development of agency strategy.

## **F. Benchmarking and Best Practices Data**

Benchmarking data was collected from 15 public, private, investor-owned and other governmental utilities, as well as from several publicly traded corporations (non-utilities). The data collected included:

- the utility's communications/liaison organizational structure and budget (when available)
- the number of communications employees (and liaison, when possible)
- the utility's revenue and number of employees

In addition, BPA's Team Leads and some Communications/Liaison managers/staff took part in a telephone interview with key Tennessee Valley Authority (TVA) Communications/Liaison management. Among the findings of that interview were:

- The TVA Communication (Liaison) structure is quite similar to the proposal here. TVA's Liaison functions, including its DC office, report to the TVA Executive Vice-President of Communications & Government Relations.
- Since that person was hired three years ago, TVA has cut Communications/Liaison staff from 120 to 56.
- In that person's words, "no (Communications/Liaison) responsibilities have fallen off the table – we're doing as much or more with fewer, but better, people."
- TVA continues to use outside marketing (@\$2 million/yr) and public relations contracts (@\$.8 million/yr).
- "We are more strategically focused, and we have earned 'a seat at the table' by delivering results."

A table on the next page shows the nine most relevant benchmarks from the survey.



**EXTERNAL BENCHMARK INFORMATION/COMPARISON  
WITH TVA AND OTHER UTILITIES**



<b>Organization</b>	<b>Communication Employees</b>	<b>Revenues</b> Approximate (millions)	<b>Employees</b> Approximate
Bonneville Power Administration	73	\$3,500	3,500
Tennessee Valley Authority	56	\$7,000	13,000
PacifiCorp	23	\$3,500	6,500
Western Area Power Administration	12	\$942	1,300
Sempra Energy	9	\$7,900	12,000
Sierra Pacific Resources	18	\$868	1,300
Santee Cooper Power Co.	11	\$1,000	1,760
Wisconsin Energy	20	\$782	1,500
Nebraska Public Power District	18	\$660	2,200
Major Midwest Utility	13	\$4,400	7,700





## 5. Future State

### A. Recommended Future State

The Communications/Liaison organization is charged with leading BPA's achievement of the critical mission of improving the agency's overall relationships with key stakeholders. The organization will tell the BPA story through clear, relevant messages that support BPA's business objectives, leverage BPA's role as a leading corporate citizen of the Pacific Northwest and build/strengthen strategic alliances with stakeholder groups. The Communications/Liaison organization's goal is to communicate more strategically, openly, consistently and proactively.

To support the agency's strategic goal of providing a "single voice" to stakeholders, all communications to external and internal audiences must be coordinated through a centralized Communications organization for consistency of message, tone, format and production. This will allow the agency to develop a powerful, unified voice through a coordinated "look and feel," as well as providing consistent and professional writing and design. It also will present a more consistent "ear" for the input we receive, enhancing the value of the two-way communications we strive for.

Just as no one at the agency would think of contacting a Congressional office without going through the National Relations and/or Regional Relations functions, no one can be allowed to write, publish or produce any message or product to broad internal or external audiences without coordinating through the new centralized Communications organization.

Program offices, departments, and business lines remain responsible for their specific strategic goals and targets. Nevertheless, Communications is responsible for all communications and public involvement strategies, planning and tactics needed to reach the audiences and achieve those goals. This becomes a partnership between Communications and the client to achieve the client's goals while managing the overarching needs of the agency as a whole.



The organization will provide counsel, products and services that support improved relationships with internal and external stakeholders. The following are the mission-critical functional areas that the Communications/Liaison organization should focus on:

- i. Agency Relationship Building
- ii. Strategic Counseling
- iii. Strategic Issues Management
- iv. Public Involvement
- v. Media Relations
- vi. Policy/Executive Communications
- vii. Customer & Constituent Communications
- viii. Employee Communications
- ix. Liaison



## **i. Agency Relationship Building**

To achieve its mission, BPA needs to build and maintain productive relationships with stakeholders. Enduring and resilient relationships depend on the senior leadership of the organization investing heavily in building and maintaining those relationships. This also calls for measures that monitor how the organization is doing with its key stakeholders.

The ways in which Communications/Liaison can contribute to building and maintaining good relationships include:

- Strategically articulate BPA policy and build support for BPA decisions through a single, consistent agency voice.
- Maintain knowledge of BPA programs and ensure stakeholders have sufficient notice, knowledge and opportunity to participate meaningfully in evaluating and influencing BPA proposals.
- Contribute to the development of BPA policy with consideration for the needs and views of stakeholders. Where possible, identify “win-win” policy options. Where not possible, help identify trade-offs of alternate decisions.
- Identify the need for and schedule appropriate opportunities for stakeholders to meet with BPA executives, managers and staff, facilitating the opportunities to fully understand and appreciate the perspectives and needs of others.
- Monitor stakeholder actions, policies, programs that could impact BPA and keep appropriate BPA management and staff informed.
- Monitor how the agency is doing through stakeholder surveys and other feedback.

Building and maintaining good relationships increases the agency’s credibility with stakeholders and thereby increases the likelihood they will support agency programs in support of its mission.



## ii. Strategic Issues Management

Strategic issues management is the process used to align organizational activities and stakeholder expectations. The function should anticipate and take appropriate action on emerging trends, concerns or issues likely to affect the agency and its stakeholders. Done well, strategic issues management will allow BPA to anticipate and influence change. Effective strategic issues management will allow BPA to prioritize and proactively address public policy issues that can affect its success.

Those charged with strategic issues management will help identify and close gaps between expectations, performance, communications and accountability. By making strategic issues management a mission-critical function of Communications/Liaison, all of BPA's external relations activities will be focused on high-priority challenges and opportunities.

There are five primary steps in effective strategic issues management:

- Issue identification
- Issue analysis
- Issue change strategy options
- Issue action program
- Evaluation of results

Scanning the environment for problems and opportunities, evaluating their impact, establishing priorities, developing strategies and tactics and measuring results are not only the components of strategic issues management, they are part of effective communications planning. Strategic issues management should link communications planning with strategic planning and improve the effectiveness of both disciplines.



### **iii. Strategic Counseling**

Strategic communications counseling is among the key responsibilities of the CPAO (and those the CPAO designates). Assuming the counsel is on-target, timely and helpful, there may be no greater service the Communications/Liaison organization can provide to BPA's senior leadership. The CPAO must have the strength of character to offer counsel when circumstances dictate (even when it may not be asked for). Current VPs seek this service from their communication managers and value their advice. Conversely, senior leadership has a responsibility to seek out such counsel.

### **iv. Public Involvement**

Public involvement is the use of appropriate processes and procedures to inform and elicit input from key stakeholders of an issue or a proposed decision that may impact them. When done well, the process should improve BPA's relationships with its customers and constituents and result in better decisions for the region. The public involvement process ensures that the views of all parties interested in or affected by a proposed BPA decision are integrated into the planning and/or decision-making process. It is a dynamic process that attempts to identify, record, analyze and synthesize ideas, concerns, needs and values before recommendations are given to or made by BPA decision-makers. Corporate and business lines are responsible for their specific strategic goals and targets. Communications is responsible for all communications and public involvement strategies, planning and tactics needed to reach the audiences and achieve those goals. This becomes a partnership between Communications and the client to achieve the client's goals while managing the overarching needs of the agency as a whole.



Benefits of a strategic, well-executed public involvement program include:

- Increased transparency of BPA's public process enables the agency and its stakeholders to share a common understanding of BPA's decision-making processes, and final BPA decisions are made based on active stakeholder participation and feedback
- A forum for collaboration and understanding in the region is created
- Legal requirements, including NEPA and the Northwest Power Act, are met

The goals of public involvement are:

- Fulfill public responsibilities and regional stewardship
- Ensure that external audiences understand BPA issues in an accurate and timely fashion
- Inform stakeholders, landowners and constituents of BPA's mission, values, and policies to achieve understanding and/or support
- Solicit public input regarding policy decisions, seeking understanding and/or support for decisions and a belief that BPA has listened to stakeholder concerns, understands stakeholder needs and interests and stakeholder input was considered prior to BPA making final policy decisions
- Work to facilitate regional agreement and/or understanding of BPA issues impacting the region
- Ensure AEs, CAEs, and Tribal Relations staff receive information in a timely manner in order to develop, maintain and/or improve relationships with their key stakeholders



- Develop public letters that describe the project, explain opportunities for the public to provide input and tell them how to contact BPA for additional information
- Develop communications strategies and implementation plans for BPA's public involvement initiatives

Products and services that meet the goals include:

- Be creative in designing and implementing forums for public involvement and communications
- Coordinate and integrate the dissemination of information and explain explicitly how internal staff should use the information with external stakeholders
- Ensure alignment within BPA to ensure consistent messages are conveyed to external audiences
- Create appropriate tools to support communications with external audiences



## **v. Media Relations**

Media relations encompasses those activities that involve working directly with persons responsible for the editorial (news and features), public service and sponsored programming products of mass media. Media relations efforts generally involve five media – newspapers, magazines, radio, television and the Internet.

The goal of an effective media relations program is to maximize coverage and placement of articles and messages in the mass media without paying for them directly. One tactic to achieve this goal is to develop and maintain mutually beneficial relationships with mass media organizations. If the information BPA disseminates is newsworthy, then an effective media relations program can increase the chances of media coverage.

Therefore, the media relations role is critical to BPA. By having an effective, strategic and proactive media relations program, BPA can raise its visibility with its key stakeholders and, over time, build/refine/burnish its image. Why is this important? Until stakeholders understand, value and support BPA to a greater degree, the agency is more vulnerable to attacks of all kinds by critics from all quarters.

An effective, strategic and proactive media relations program can build support for BPA and its policies and help build the agency's reputation over time. A strategic, well-executed media relations program:

- Provides credibility through strategic, accurate, prompt and useful information that results in the desired coverage by the media of BPA and its initiatives.





- Gets BPA's messages into communications vehicles (media outlets) that reach and are believed by key stakeholders.
- Helps build a better understanding of BPA, its mission, vision, values, products and services.
- Maintains an ongoing strategic outreach program to key national, regional, local and trade media.
- Is cost-effective in reaching target audiences.

The goals of the media relations program are to:

- Increase public awareness/support of BPA and the benefits of the Federal Columbia River Power System.
- Clearly articulate BPA's identity, vision, mission and strategies for key audiences and stakeholders.
- Increase strategic outreach to media and other key external audiences.
- Develop positive, long-lasting relationships with strategic media to build credibility and increase access and coverage.
- Tailor information to specific audiences.

Products and services that meet the goals include:

- Effectively handle all incoming media inquiries through a centralized media relations function.
- Create a News Bureau function that has at its core a strategic media outreach program to develop relationships, educate and pitch critical media.
- Develop and implement public/media relations strategies for the organization, its key programs, products and services.
- Position /leverage senior executives to promote programs, policies and activities to gain targeted media attention.



- Develop BPA fact sheets and other collateral for distribution and posting on the agency's external Website.
- Develop an agency press kit for distribution and posting on the external Web site.
- Update and maintain BPA bios/profiles/photo files.
- Position key executives as speakers at significant industry conferences and other key opportunities.
- Maintain a state-of-the-art media contact system that includes logging incoming and outgoing calls, contact information, reporter profiles and media outlet descriptions.

## **vi. Policy/Executive Communications**

Policy/executive communications are developed to assist the agency's senior management in communicating effectively with internal and external stakeholders. Strategic writing of this type is a function that should be differentiated from "general" writing. Strategic writers are able to take highly complex policy issues and communicate them effectively to key stakeholders in a form that is understandable by those stakeholders. Policy/executive communicators are able to develop strategic messages for targeted audiences. Moreover, they are able to edit other writing for policy adherence, style and grammar.

The goals of Policy/Executive Communications include:

- Inform and educate about agency viewpoints, issues and concerns in a manner that is accurate and timely.
- Persuade or promote action, as appropriate.
- Craft and articulate strategic messages.
- Provide clarity, transparency and consistency in agency communications.
- Increase understanding by and engagement with strategically targeted audiences.
- Reiterate and reinforce agency themes of mission, vision, strategic direction and values.



Production & Services that meet the goals include:

- Be engaged from the beginning on emerging issues in order to fully understand all nuances and sensitivities.
- Produce written products that are strategically focused to meet well-defined audience/stakeholder needs.
- Develop “beat” assignments to ensure close coordination and linkage with functional units.
- Develop streamlined processes for securing reviews of written work to ensure timely delivery of products.
- Employ a consistent and clear writing style that is comprehensible to all audiences.
- Meet deadlines that enable production and design staff to meet their deadlines in packaging written material.
- Develop sensitivities to needs of targeted audiences to ensure effective communications.

## **vii. Customer & Constituent Communications**

Customer communications encompasses the strategies, tactics and activities involved in getting desired marketing and sales messages to intended target audiences, regardless of the media used. Customer communications are also the formal and informal messages that sellers transmit to buyers; the systematic (planned) as well as the unsystematic (unplanned) promotion by an organization of its products/services to its audiences. The business philosophy that underlies effective customer communications holds that organizational success is dependent upon the efficient identification of the needs and wants of target audiences and the effective satisfaction of them.

Similar to (and intertwined with) the benefits the agency can reap from proactive relationship building, strategic issues management and media relations programs, customer communication should also be a key focus of the Future State Communications/Liaison organization. Clearly identifying what BPA stands for will help define ongoing relationships through the power of its personality and value, which further distinguishes the organization (and its products/services) from other organizations.



With the best-managed organizations, the organization's values are accepted and practiced by the workforce, particularly in service organizations. The employees have a relationship with their organization that is the counterpart of the intended customer relationship.

The goals of strategic, well-executed customer and constituent communications include:

- Build greater understanding of BPA's mission, vision, values, products and services
- Provide consistent, persuasive messages to customers and constituents
- Inform and engage customers and constituents about business decisions and activities
- Use customer communication best practices to maximize value while minimizing costs

Products and Services that meet the goals include:

- Create messages that resonate with audiences and persuade them to take action(s) sought by BPA
- Increase BPA's credibility and visibility
- More clearly articulate BPA's products, services, accomplishments and public responsibilities
- Tailor information to specific stakeholder audience needs
- Determine the need(s) (what outcome do they seek) of internal customers
- Develop strategic customer communications plans that meet the needs of the Marketing & Sales organization and programs/projects of the business lines
- Based on those plans, create clear, concise and consistent messages and materials for internal clients and their constituents
- Provide effective tools to management, customer and constituent account executives that allow them to effectively inform and engage customers and constituents
- Develop a consistent look and feel for all BPA internal and external communications products



### **viii. Employee/Human Resources Communications**

Communication is the lifeblood of every organization and crucial to its ongoing success. As a critical process, employee communications should link to many different elements of the workplace including the overall culture, job satisfaction, productivity, individual and team performance and overall organizational performance. In a general sense, effective employee communications ensures:

- Employees know what, how and when to do things.
- Management and employees work efficiently together by having a common understanding of the organization's goals and objectives.
- Leadership understands what is happening in the organization and knows what issues are blocking optimal performance.

The goals of the employee communications program are:

- Define, and communicate BPA's culture, values and mission to all employees.
- Communicate changes in the organization; use employee communications as the bully pulpit to lead change.
- Communicate (and make relevant) BPA's organizational goals and strategic direction.
- Establish consistency and commonality of key messages among internal audiences to build loyalty, esprit de corps and productivity.
- Position front-line managers as lead communicators by developing turnkey managers' communications.
- Stimulate employee commitment to BPA and its mission and seek to improve overall employee perceptions and attitudes.
- Through all employee communications vehicles, reiterate the themes of shared mission and values, customer service, best practices, employee recognition and agency/business line highlights.



Products and services that meet the goals include:

- Develop a BPA News Network (specific employee communications vehicles that are branded and strategically focused to meet well-defined audience/stakeholder needs).
- Determine the number of employee communications newsletters needed by writing a business case profile or “brief” for each (i.e., audience, issues covered, format, frequency, etc.).
- Develop strategic two-way communications vehicles (or channels) that communicate effectively with employees and allow them to communicate easily with management.
- Determine the number/type of two-way communications vehicles/channels (i.e., voice mailbox, Q&A site on Internet/intranet, suggestion boxes, town hall meetings with Q&A, etc.). Write a business case profile for each.
- Develop a “Road Show” executive outreach program for senior management with internal audiences. Link schedules and milestone opportunities with employee meetings.
- Quarterly all-employee meetings and managers’ briefings already exist. Senior managers of business lines hold periodic meetings with employees under their command. The Communications function in general and employee communications specifically should have a role in the agenda and executive talking points so that the agency speaks with one voice to its employees. Determine if there is a need for other face-to-face employee meetings and briefings. Make sure that Q&A opportunities are always a part of the agenda.

While DOE or other parts of the federal government generate most of the human resources communications BPA employees receive, there are some communications that are generated by the agency. These communications responsibilities should be transferred from Human Resources to the Communications organization. While the content of Human Resources’ newsletters should continue to be generated by Human Resources employees, the Communications organization should have the responsibility to edit the content of those newsletters and integrate content into any relevant strategic context.



## ix. Liaison Functions

Liaison at the national, regional and tribal levels exists to create two way communications between the agency and many of its key stakeholders. Legislation created the Agency, and legislation has shaped its development. The Agency's ability to understand the needs and concerns of legislators and to help them to make informed decisions is critical to its mission. The importance of tribal relations is documented in the Agency's strategy map. Transacting business in the Northwest requires an appreciation of tribal needs and interests and the ability of the Agency to convey its needs and plans effectively to this body of stakeholders.

Common Metrics and Best Practices: All three liaison functions in the future state should have as a minimum:

- A strategic plan.
- A strategy map.
- Documented processes.
- A current list of issues.
- A current list of key decision makers/thought leaders with contact information.
- Call reports with the purpose of the call, the substance of the call and any open issues generated by the call. These should be generated for most outside phone calls and visits. Some calls need to be kept confidential.
- A monthly status report and an annual review of activity and results.

Team leads asked employees working in certain functional areas, including Liaison, to outline at least one key process of the function and propose metrics for measuring success. The processes outlined are listed in section 5d.



## **a. National Relations**

National Relations provides the link between BPA and its federal stakeholders. National Relations seeks to promote the agency's best interests in Washington, DC, by managing and negotiating legislative, regulatory and administrative issues within Congress and the Administration (the White House, the Departments of Energy, Army, Agriculture, Commerce, Interior, Treasury and Homeland Security, and the Environmental Protection Agency, Office of Management & Budget, General Accounting Office, and Federal Energy Regulatory Commission.)

The individuals charged with this function seek to meet the needs of all clients they serve, including to educate and inform Members of Congress, Congressional staff, and the Administration about BPA policies, programs and issues. The BPA Washington office serves as a central resource to Washington-based stakeholders for timely responses and information, while proactively seeking opportunities to promote BPA.

Members of the BPA Washington staff are further charged with developing, maintaining and expanding relationships within Congress, the Administration, Executive Branch officials and staff, think tanks and energy trade associations. BPA's Washington-based staff also maintains strategic relationships with Washington representatives of the utility industry.

Staff members also conduct regular briefings for Congressional staff and host Congressional staff visits in BPA's operating territory. They attend Congressional committee and regulatory hearings and individual meetings with stakeholders. They prepare BPA senior managers for Congressional hearings and meetings, and accompany BPA representatives to meetings with Members of Congress, their staffs and representatives of the Administration.





BPA's Washington-based staff also works closely with other BPA staff and senior managers to provide guidance on a wide range of issues, initiatives, programs and procedures.

National Relations is autonomous and must react in an ever changing environment in Washington, DC. It has provided a list of 19 processes it is involved in and a performance contract, but it has not provided a National Relations organization strategic plan. The office also maintains a list of subject matter area assignments for its staff. It has documented one important process, budget formulation. In the future state it should follow the Common Metrics and Best Practices recommended above, including documentation of further processes. This is necessary to prioritize and measure the work it does and preserve the institutional knowledge of that office. Most of that knowledge would be lost if the leader and most senior staff member were to leave.

## **b. Regional Relations**

The BPA Regional Relations staff manages BPA-related legislative and regulatory issues at the state and local levels and constituent issues at the local, state and national levels.

Regional Relations is charged with educating and informing public officials and key members of their staffs about BPA policies, programs and initiatives. The Regional Relations staff is responsible for proactively building and strengthening relationships with stakeholders, providing accurate and relevant information in a timely manner and being responsive to constituent concerns. The staff builds strategic alliances with community and business leaders, organizations, and associations as another means of effectively conveying BPA's messages and strengthening the agency's image and reputation.

In addition, Regional Relations staff work closely with BPA executives and staff to provide guidance and assistance on various projects, processes and stakeholder issues.



Regional Relations must react in an ever changing environment in the region. It has provided a strategic plan, strategy map, a constituent action plan, survey results and a staffing plan. It has documented one important process, constituent action planning. Thus, it is already following much of the Common Metrics and Best Practices recommended above. In the future state it should follow the additional recommendations, including documenting further processes.

### **c. Tribal Relations**

For the past two years, BPA's Tribal Relations function has been split among corporate and the business lines. We recommend consolidating the function and creating an organization that would be parallel in scope, responsibilities and management with the National Relations and Regional Relations functions. Tribal Relations is a critical component of BPA's mission and business objectives. Currently, the agency provides through contracts \$40-\$45 million annually to the 13 Columbia Basin Tribes. An additional \$3.5 million is provided through contracts for tribal cultural resources. BPA owns and operates over 15,000 miles of transmission facilities in its multi-state service territory. Many of the projects required to construct and maintain transmission facilities are located on tribal lands and have the potential to adversely impact tribal natural and cultural resources and relationships with the agency. Two tribal utilities have become full-service preference customers of BPA in the past two years, and several of the Pacific Northwest Tribes are in the process of forming electric utilities. Other tribes are also exploring energy development and energy efficiency opportunities and seeking advice and business assistance from BPA staff.

Managing long-term relationships with the 46 tribes located in BPA's service territory is a complex endeavor. Dramatic changes have occurred in BPA's tribal relations and tribal relations program over the past nine years. In April 1996, then-BPA Administrator Randy Hardy signed the BPA Tribal Policy developed in collaboration with the 13 Columbia Basin tribes. A formal tribal government trend survey and two business line customer surveys still in use were developed to measure agency progress in meeting tribal needs.



To properly manage long-term relationships with the tribes and foster internal relationships to meet the mutual needs of BPA and the tribes, the tribal liaison function must be consolidated. This primary goal is accomplished by having a centrally managed function:

- Building and maintaining long-term relationships with the 46 tribes and influential tribal organizations within the BPA service area.
- Fostering internal relationships and acquiring program knowledge and information necessary to help BPA work effectively with the tribes to achieve agency goals and objectives.
- Developing, implementing and revising long-term tribal strategies, programs and plans to meet the changing needs of BPA and the tribes.
- Providing advice to BPA technical and policy-level decision-makers to enhance compliance with federal laws and regulations, treaties and executive orders.
- Facilitating informational, technical and government-to-government consultation meetings with tribes as needed.
- Facilitating outreach to tribal communities such as scholarships, apprenticeships, youth camps, contracting, business opportunities and technical assistance.
- Providing training to BPA employees to promote better understanding of tribes and their needs.



Tribal Relations has provided a strategic map and balanced scorecard, and program plans for PBL and TBL functions. It has documented one important process, tribal training. In the future state it should follow the Common Metrics and Best Practices recommended above, including documentation of further processes. This is necessary to prioritize and measure the work it does and preserve the institutional knowledge of that office. A significant portion of that knowledge would be lost if the current leader of that function were to leave.

## **10. Other Functions**

The following functions support the Communications/Liaison organization:

- Event Management
- Graphic Design
- Web Content/Design/Management
- Community Relations & Education
- Clerical/Administrative

Each function will be addressed in greater detail below.



## **B. Functional Chart of the Future State Organization**

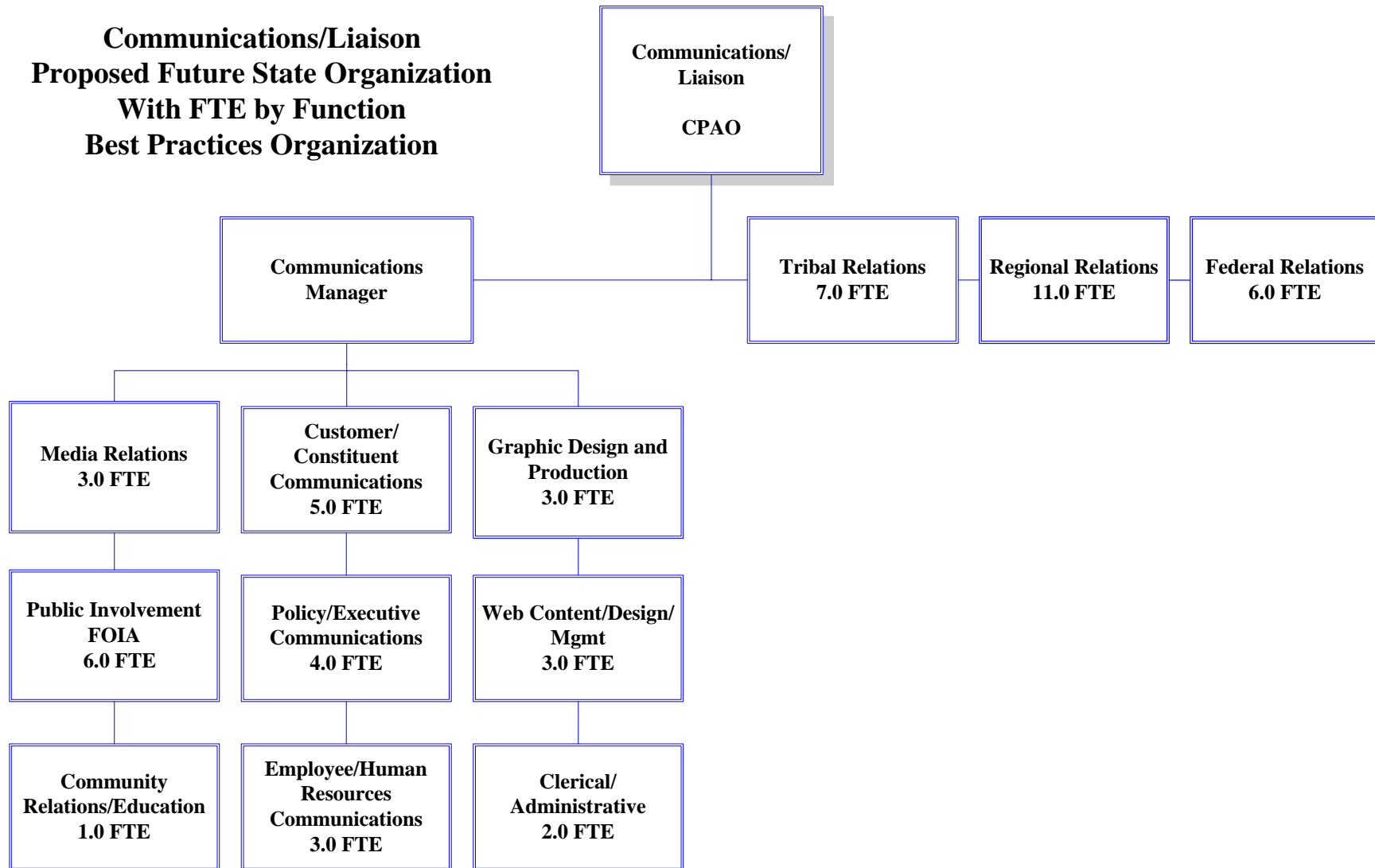
The following functional chart identifies the key communication functions and illustrates the recommended FTE reductions, as well as a reduction in the number of managers compared with the Current State organization. We recommend a reduction to either four or five managers under the CPAO (one each for National Relations, Regional Relations, and Tribal Relations and either one or two for Communications). It is expected that in the reformed organization that managers do a significant measure of the work, and, therefore, are included in the FTE for the Future State.

To ensure that client needs are met, we also recommend that lead points of contact – senior communication leads with business knowledge in the Future State organization – be identified for each major client area. To ensure their effectiveness, these leads should be senior working staff who have ready access to strategic business discussions in their client organizations.

To ensure that the most important work is done first and that those who do it are accountable for that work, the Team also recommends that the 18 processes listed below, and mapped and measured in Appendix 7, be further refined, supplemented, and applied to staff working in the functional areas.



**Communications/Liaison  
Proposed Future State Organization  
With FTE by Function  
Best Practices Organization**





**Communications/Liaison Future State**  
54.0 FTE

External Communications

- Media Relations – 3.0 FTE
- Public Involvement/Event Mgmt – 5.0 FTE
- Community Relations/Education – 1.0 FTE
- FOIA – 1.0 FTE

Client Services/ Communications Services

- Graphic Design/Production – 3.0 FTE
- Web Content/Design – 3.0 FTE
- Clerical/Admin – 2.0 FTE

Client Services/ Communications Services

- Customer & Constituent Communications – 5.0 FTE
- Employee/HR Communications – 3.0 FTE
- Policy/Executive Communications – 4.0 FTE

Liaison

- National Relations – 6.0 FTE
- Regional Relations – 11.0 FTE
- Tribal Relations – 7.0 FTE



The span of control for each function is:

- Communications Managers – 29.0 FTE (one manager)
- National Relations Manager – 5.0 FTE (one manager)
- Regional Relations Manager – 10.0 FTE (one manager)
- Tribal Relations Manager – 6.0 FTE (one manager)

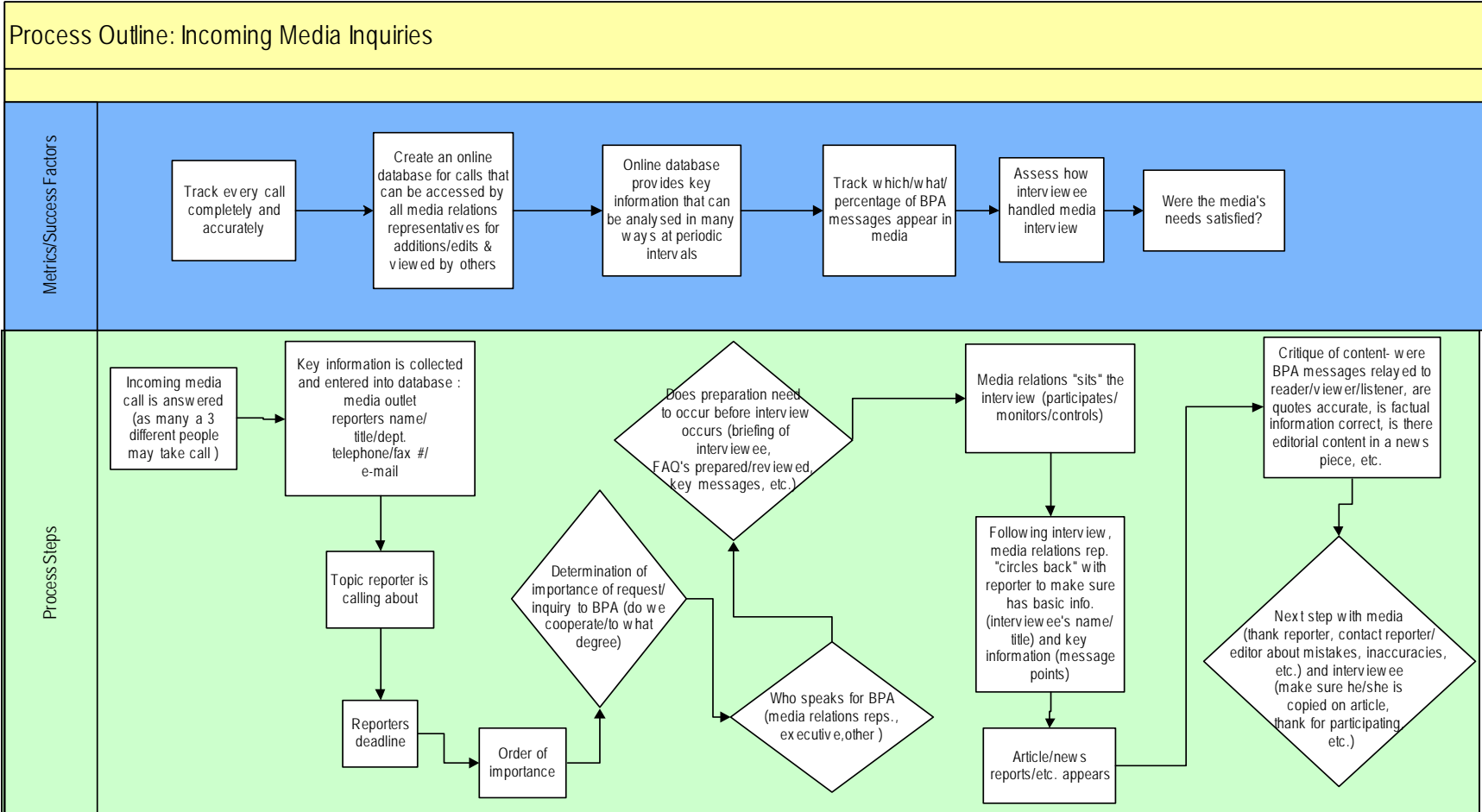
### **C. Future State Responsibilities**

Once Future State functions were determined and defined, the key responsibilities for each function were outlined. The responsibilities are embedded in the functional area descriptions above.

### **D. Future State Processes/Future State Process Maps**

The following 18 processes have been outlined and mapped with metrics for 16 of them. The processes should be further refined and supplemented during the Implementation Phase of the EPIP. An example follows, with the remainder of the process maps found in Appendix 7.







Map

Media Inquiries  
Proactive Media Outreach  
Events Management  
Public Involvement Planning  
Strategic Writing/Editing  
Talking Points Preparation  
Administrator/Executive Presentations  
Employee Meetings  
Strategic Marketing Plan  
Science Bowl  
Requests for BPA Sponsorship  
Approving Web Content for Posting  
Modifying Web Look and Feel  
Modifying Web Content Standards  
Publication Design/Printing  
Budget Formulation  
Semi-Annual Constituent Action Plan  
Tribal Relations Training

Functional Area

Media Relations  
Media Relations  
Public Involvement  
Public Involvement  
Policy/Executive Communications  
Policy/Executive Communications  
Policy/Executive Communications  
Employee Communications  
Marketing Communications/Customer & Constituent Communications  
Community Relations/Education  
Community Relations/Education  
Web Content/Design/Management (approval by chief editor)  
Web Content/Design/Management  
Web Content/Design/Management  
Graphic Design  
National Relations  
Regional Relations  
Tribal Relations



## **E. Impact of the Future State**

Financial – Because of the proposed FTE reductions in Communications/Liaison, the financial impact on BPA should be positive. The amount of cost savings and how quickly those savings are realized depends on the Business Operations Board's decision whether or not to implement the proposals fully or in part and the time taken to implement the recommendations. The cost savings can only be achieved if communication needs are consolidated, strategically aligned, fiscally managed, and professionally supported.

Organizational – The recommendations call for an overall reduction in FTE, consistent with industry benchmarking. We recommend that the CPAO fill management positions reporting to the CPAO before filling Future State staff positions.

If implemented, the FTE level of the Future State Communications/Liaison organization would be approximately 27 percent lower than the Baseline. This does not include the FTE required to fulfill the CPAO function itself.

Perceptions and Reaction of Constituents – As the recommended changes occur, the CPAO and the Deputy Administrator must communicate effectively to internal clients (primarily those listed in Section 2/Interviewees) that this redesigned workforce should be held accountable for key responsibilities (as outlined in this document). Service level agreements and performance plans must be used to control the scope of work of the Communications/Liaison employees and achieve a balance in client satisfaction and cost.

Legal, regulatory and administrative implications – Any implications appear to be minimal. The Freedom of Information Act responsibility will be transferred to the Communication/Liaison group without changing those responsibilities. This will require a delegation from the Administrator to the new FOIA officer.



Impact on Risk – The risk is that by taking no action or less complete action than that recommended, Communications/Liaison will continue to be a disjointed, non-strategic function that is staffed at a higher than necessary level.

Standards of Conduct implications – No Standards of Conduct implications are apparent.

Other Impacts – Long-term, the Future State Communications/Liaison organization should provide more strategic, effective and efficient levels of service to the agency and its component parts. Assuming the managers and staff are able to meet the challenges inherent in the Future State, there is an opportunity for Communications/Liaison to serve a more integrated, strategic, and valuable role to the agency than in the Current State.

Service Level Changes – There may be major impacts on some service levels. In the long-term, a consolidated Communications/Liaison organization will be more efficient and effective. In the short-term, as the organization transitions from Current State to Future State, issues are bound to arise. A serious concern of the Business Lines is a decrease in service. At the same time, several areas (such as Finance, Marketing & Sales, Environment, Fish & Wildlife, Energy Efficiency, Industry Restructuring, and Human Resources) are seeking additional support from Communications. For example, EF&W and Industry Restructuring are seeking help publicizing the benefits they provide the region. It will be imperative that service level agreements, respect for the more clearly defined responsibilities, and expectations for the new organization be established quickly.



This table lists change initiatives to take Communications and Liaison to the future state and the degree of expected improvement in four key areas. Cost in this table refers to total dollars spent for these functions and efficiency refers to the value created for each dollar spent.

### Degree of expected improvement

Change Initiative	Effectiveness	Efficiency	Cost	Client Satisfaction
Consolidate Communications under CPAO	High	High	Low	Mixed
Common practices and metrics for liaison	High	High	Low	High
Reduce/Realign communications staff	Low	Medium	High	Low
Reduce communications managers	Low	Medium	High	Low
Prioritization of Communication functions	High	Medium	low	Low
Reduce liaison staff	Low	Medium	Medium	Low
Centralize tribal relations	High	High	Low	High
Metrics for all communications functions	High	High	Low	High
Service level agreements with all clients	High	High	Low	High
Process maps/metrics for all core functions	High	High	Medium	High
Manage outside writers' contracts	High	High	High	Mixed



## F. Alternatives Considered

There are several alternatives outlined below that are not recommended for adoption at this time. Nonetheless, we recommend that final decisions on how to organize the Communications/Liaison function and which specific functions fall under it should be held in abeyance until a CPAO is in place. Then the CPAO's background and experience can help drive the decisions to be made. Among the alternatives to consider are:

- All three liaison representative proposed that their functions continue to report to BPA's Deputy Administrator with a strong consulting arrangement (through service contracts) between the CPAO and the managers of the liaison functions. As a result of the 2003 Communications/Liaison Efficiency Project mentioned in section 4.E above, a Senior Communication Team was established to improve coordination of strategic messages and sharing resources. Most agree that it did not work in the manner envisioned. Team members acknowledge that the Public Affairs Council focused on issue presentations, rather than development of agency strategy. While ad hoc coordination did occur among some staff members and on some issues, there was no overarching strategic planning or ongoing coordination required among the Communications and Liaison functions. BPA will be able to coordinate fully resources, skills, messages, and projects among the various Communications Liaison functions only by uniting these functions under the CPAO. This consolidation should not limit the easy access of the leaders of the affected functions to the Administrator. None of these leaders currently report to the Administrator and this has not limited their access to him. An additional benefit of this consolidation is the integration of the tribal liaison currently spread throughout the organization into a single Tribal liaison organization that would better coordinate with and be on the same level as the other Liaison functions.
- One could debate whether certain Functions are mission-critical and whether the Communications/Liaison organization should be handling them.
- The number of employees by function can be debated, although no contrary benchmark data were found.



- Depending on background, experience and focus, does the CPAO need a Deputy? Does the CPAO need a full-time administrative assistant? These would be additional to the future state FTE target of 54.
- Consider outsourcing non-core functions. Some tend to be self-contained, one-dimensional functions that do not lend themselves as easily as other functions to cross training and multi-tasking among functions. Functions that potentially could be outsourced (either wholly or to a degree) include:
  - Event management is the process by which an event is planned, prepared, and produced. As with any other form of management, it encompasses the assessment, definition, acquisition, allocation, direction, control, and analysis of time, finances, people, products, services, and other resources to achieve objectives. An event manager’s job is to oversee and arrange every aspect of an event, including researching, planning, organizing, implementing, controlling, and evaluating an event’s design, activities, and production. Some aspects of event planning are common market-based offerings.
  - Graphic design is the use of graphic elements and text to communicate an idea or concept. Specifically, graphic design incorporates the arrangement of type and visual elements along with specifications for paper, ink colors and printing processes that, when combined, convey a visual message. In the context of Web resources, graphic designers are responsible for the look of a site and all its visual elements including page layout, background and spot imagery, color scheme, typography, navigation buttons, etc. Graphic design is a common market-based offering.
  - While a great deal of graphics design and production is done in-house at BPA, the function could be outsourced. It is likely that some very experienced FTE would need to be retained to oversee outside vendors and ensure that projects were being completed in a professional manner, within budget and time guidelines.



- Web content design/management is a system used to organize and facilitate collaborative digital content creation. At BPA, the Communications function will be responsible for the “look and feel” design and content of BPA’s various websites and intranets, while the IT organization will be responsible for the technical capabilities of BPA’s systems. Web content management should take the information on the various BPA websites and intranets and organize it so that it is easily searchable, retrievable, updatable, and flexible in how it can be reformatted and retransmitted. Ideally, web content management should be the process of tracking and managing a document end-to-end, from creation to copyediting to Web posting and, finally, to the archive.

This function has been in existence a relatively short period of time, and is constantly evolving. The benefit of outsourcing the function is that you should receive current hardware, software and creative assistance, which may not be available in-house.

BPA Communications employees have indicated that there are numerous Web design and content management projects underway or that need to be undertaken. A deadline could be set to complete those projects using current staff levels and then, as the projects are completed, the reformed Future State structure could be implemented.

Another alternative would be to force-rank all of the current and pending web design/content management projects and assign appropriate projects to the Future State staff and outsource the others.

A third alternative would be to outsource the entire function. A cost/benefit analysis of in-house capabilities/costs and outsourced costs/capabilities is advisable.





There are additional functions that could be candidates for outsourcing, but for which there is no recommendation at this time:

- Public involvement – According to departmental employees, there are firms that specialize in assisting federal agencies with public involvement. While we do not recommend outsourcing this function, it may be worth evaluating the firms and determining their capabilities and costs in comparison with BPA personnel. A cost/benefit analysis should determine the feasibility of outsourcing some or all of this function.
- Employee communications – While we do not advocate outsourcing this function, there are firms that specialize in providing employee communications services to organizations. It may be advisable to seek out a few of these companies, assess their services and determine if there are any sub-functions that can be outsourced, or skill sets utilized and then a cost/benefit analysis should be conducted.
- Clerical/administrative – There appears to be a greater reliance on clerical support staff within BPA (including the Current State organization) than in publicly traded companies. While we currently do not recommend that clerical support be outsourced, we strongly urge that clerical staff support functional areas rather than individuals.



A function that should be moved from Communications/Liaison to Workplace Services:

- Photography – This function should be re-assigned to Workplace Services. It is a shared services function that could be collocated with Photo Archives. An alternative would be to outsource the function entirely – as more areas of the agency use digital cameras to capture key images, the need for a photographer (and the willingness for business units/departments to pay for a photographer’s T&E to take a photo) has diminished. When the agency has a need for a truly professional photograph, an outside contractor could be used.

BPA should make a strategic business decision regarding the functions of Community Relations/Education:

- Community relations is the function charged with establishing rapport with the community (or units of the community) and raising and maintaining the organization's broad public profile, particularly through the use of two-way communications. Community relations is also an organization's planned, active, and continuous participation with and within a community to maintain and enhance its environment to the benefit of both the organization and the community. An organization’s educational programs also attempt to reach specific stakeholder groups and impact their behavior.
- In the Current State, Community Relations/Education programs are a small budget item supported by a total of 1.5 FTE spread among Communications, EF&W and Energy Efficiency. Each function has its own education programs. Currently the three functions operate independently of each other and without strategic direction. This function represents a small expense with enormous unrealized potential. We recommend centralization of this function in Communications so that the power of two-way communications and education can be harnessed in a strategic campaign to achieve the agency’s objectives. If the function is not converted to a strategic contributor, it becomes an expense the agency can live without.

A benchmarking study of the Community Relations/Education function, and a summary of BPA’s current efforts, have been completed and are available, but is not in the Appendices.



## **G. Technology in Communication**

Traditional media are being marginalized by an explosion in new media. Streaming video, digital photography and videography, satellite radio, mp3 audio and blogs are fundamentally changing the communications landscape. The Internet is becoming the preferred source of information for many. Time- shifting television and portable media players along with cell phones, PDAs and Blackberries are teaching people that “communication when I want it, where I want it, in a form I find convenient” is possible. Traditional content is being repackaged in these new formats and entirely new forms of communications are emerging as creative people invent ways to exploit the capabilities of the new technology.

Any communications department that is oblivious to this trend is destined to be suboptimal and ultimately irrelevant. We recommend that new hires in the communications function be screened for technology awareness/capability and that a small investment in training and experimentation with new technologies be undertaken in a joint effort with IT. The new technologies can enable extremely low-cost, highly targeted, high-speed, two-way communications that have the potential to greatly improve effectiveness while lowering cost.



## 6. Implementation

### A. Implementation Steps

The following is a proposed outline for the CPAO to follow in order to implement the recommendations found in this report.

#### 1. Establish Organizational Structure

- Develop implementation plan.
- Finalize Future State FTE and organizational structure.
- The Future State organizational structure is a line organization based on functional groups with senior staff leads identified for each major client area. Senior staff leads with subject matter expertise and business knowledge will provide strategic communications advice. The new organizational structure will create clearer roles and responsibilities, while ensuring that client needs are met in a strategic fashion. The new organizational structure is presented in charts in Section 5b.
- Enter Service level agreements.

#### 2. Establish Key Functions and Teams

- Refine key responsibilities of each functional area.



- Refine and supplement key processes and metrics (success factors/measures for determining performance) for each function.
- Train functional groups (focus on key functions that need immediate attention – media relations, public involvement, marketing communications, employee communications, tribal relations). In order for this to be successful without severely impacting ongoing workload, it is recommended that each team meet 2-3 times weekly for 60-90 minutes in workshop settings with specific curricula and assignments.
- Team building (many functional teams will be made up of individuals who have not worked together before and/or who may not have a great deal of respect for other team members).

### **3. Implement Change Management**

- Implement a comprehensive Change Management Communications effort.
- Those retiring or leaving the agency for any reason should be debriefed and given specific assignments that capture as much intellectual capital as possible (this recommendation, while made specifically for C/L, should be implemented agency-wide) As reported in the March 21, 2005 edition of *Fortune* magazine, “knowledge management experts divide critical know-how in organizations into two parts: explicit – the kind of technical acumen that is easily quantified, explained and stored, and tacit – what is held in our heads and includes facts, stories, biases, misconceptions, insights and networks of friends and acquaintances, as well as the ability to invent creative solutions to problems.”
- Develop a system to formally capture core institutional knowledge. This should include process documentation.



## **B. Infrastructure Requirements**

Training & Professional development – Training will be a critical component for the success of some (or all). This training also is critical to the long-term success of the Communications/ Liaison organization. Because of the specialized nature of the functions and responsibilities, it is unlikely that the level/type of training needed will be available from the BPA Training function. In its October 2004 proposal, KEMA strongly recommended “building capability through knowledge transfer.” Some amount of knowledge transfer among Communications/Liaison managers and employees can be accomplished through a rigorous “in-house” effort. However, a major training/knowledge transfer effort can occur using the “BPA University” model (specific training by subject matter experts). Training should be web-based work group-oriented communication tools, including web document writing. BPA should encourage professional development. There will be a cost to properly train and develop Staff, including paying for membership in professional communication organizations.

IT systems – No major changes/needs are anticipated in the IT area. Some simple project assignment tracking methods, such as use of microsoft project, and metric oriented dashboards need to be established. Off the shell software for some processes, like call capture, are readily available.

Budget – In order for the Communications/Liaison organization to be more effective, some of the savings resulting from headcount reduction should be invested in larger travel budgets, professional development and memberships in communications-related organizations that stress professional development opportunities.

Schedule – As noted earlier, the changes outlined in this report should be implemented as quickly as possible.

Performance Management – As noted earlier, it is recommended that all staff members (not just managers) should be held accountable for their performance through performance contracts.



### **C. Relative Priority of the Recommendation**

The rationale for including Communications/Liaison in the first 7 EPIP areas was not related directly to budget or headcount reduction (although both can be accomplished if these recommendations are followed). Rather, it was because the Communications/Liaison organization contains critical functional areas that can and should be capable of building support for BPA with external and internal stakeholders (see Change Management Communications in Section 5).

Following shortly after the hiring of a CPAO, the proposed reorganization of Communications/Liaison will help focus the direction, responsibilities and scope of the organization. It can then be harnessed to provide greater support for EPIP, One BPA and other key BPA initiatives.

### **D. Impact on Other Processes**

The major impact the proposed reorganization of Communications/Liaison can have on the other Enterprise Process Improvement Projects is by improved reporting on key milestones and events to the employees of the impacted EPIP areas in particular and BPA's employees in general.

Increasing the functional capabilities of the Communications/Liaison organization should provide specific benefits in terms of better service to key areas of BPA (such as Finance, Marketing & Sales, Environment, Fish & Wildlife, Industry Restructuring and Energy Efficiency).



Improvements in Communications/Liaison should, over time, improve the overall reputation/image of BPA. The changes should also lead to improved employee morale and esprit de corps, which would indirectly benefit all areas of BPA. Surveys would need to be done to document this assertion. An enhanced reputation and image should also assist all BPA employees who interact with external stakeholders. Surveys could be done to document this assertion.

### **E. Dependencies on Other Processes**

The Communications/Liaison EPIP is not dependent on other processes.

### **F. Relationship to and Synergy with Other KEMA, BPA, and DOE Initiatives**

As noted above, the Future State Communications/Liaison function should benefit all current and future Enterprise Process Improvement Projects, as well as the One BPA initiative, any OMB/DOE A-76 efforts, etc. In particular, an expanded Change Management Communications effort would provide significant benefits to each and every effort previously noted.

It is recommended that the CPAO report progress on the EPIP implementation to the BOB on a quarterly basis.