



# Policy Governance® - An Introduction

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# THE KEY BENEFITS OF POLICY GOVERNANCE®

**Enables the Board to add real value by clearly setting the vision and direction of the organization.**

- "...a strong future orientation."
- "...a greater understanding of the need to focus on the Ends."
- "When issues arise we can point to policies that will guide us."
- "...allowed us to see our vision and goals for the future in a much more meaningful way. As Chair I am very happy with my Board performance during the last year."
- "...promotes decision-making for the good of the industry at large, rather than 'tunnel vision' or 'special interest'."
- "...consistency in Board decision-making ... no room for 'one way this time and another way next time'."
- "One of the cornerstones of our long-term success rests on our commitment to a strong set of Governance principles and a method of clearly articulating these principles to management. As Chair I am committed to providing the Board with leadership that results in the organization attaining the highest level of performance. To this end, I believe the Board's Policy Governance framework is the key component in enabling us to achieve our Vision."
- "I come into a board meeting at energy level 7 and leave it at level 9 or 10. It's something that creates positive energy."
- "...enables 'the 40,000-foot view.'"

**Enables the Board to connect with and be accountable to those for whom it holds the organization in trust.**

- "The community trusts because of concrete achievements . . . We move the agenda very quickly. We've been able to accomplish things we'd been told were impossible, and good governance allows us to do that."
- "The board now organizes the time and effort to meet with industry groups in a deliberate way...as a result, a broader view and greater knowledge of the diverse membership and their issues."
- "Nice to see that the organization wants to hear what we think, how we can move the profession forward."

**Makes best use of valuable board time by focusing on the most important issues.**

- "...less committee work"
- "...has completely eliminated a list of reports that were not necessary for board members ... I was impressed to see a decrease in time wasted [at AGM] reading prepared reports."
- "...neat, clean way to run the board meetings ... better use of board meeting time ...shorter meetings"
- "...has added a great deal of structure to our Board operations and improved our efficiency."

**Creates freedom for innovative thinking**

- "Thinking outside the box has been used so much in the business community and in our society that it has become a cliché. The problem is that even when you're outside the box, the box still exists, imposing its limitations to a certain extent or at least providing points of reference. Policy

Governance has taken us so far outside the box that the box no longer exists. It encourages the mind to explore options that have no bounds, allowing one to consider all possibilities. As new members of the Board caught the vision, they found themselves empowered to expand their thinking, to explore possibilities that they had never thought possible. At the same time, Policy Governance gave us a structure and form that kept us focused on our responsibilities to our owners and our Ends. It was an amazing combination that took us beyond anything that we had thought possible and the results were exceptional. There was substantial resistance from the general membership in the beginning but we persisted. Even the early detractors came to realize that this was a positive move in the way that we did business and there has been no looking back.”

- “Policy Governance has empowered our staff and unleashed their creativity and innovation. At the same time we feel that it has increased our accountability to our governing Council and to our members and stakeholders. When implemented with the full commitment of the board and staff, it is a true innovation in governance.”
- “It allows us to hire an Executive Director who is professional and experienced in the specific field and allow him/her the freedom and authority to do the best possible job with a long term vision, without having to deal with micro managing or the changing priorities of an ever changing board roster.”
- “The most important result of implementing Policy Governance has been the confidence to give more flexibility to the management team. We had a highly skilled and highly educated team that could deliver ... We were able to give them a free hand, with accountability to show us that they delivered what was planned.”
- “...a tool for fostering leadership in growing organizations.”

### **Provides clear rational separation of the roles of the Board and management.**

- “The delineation of board work and CEO work is clearer.”
- “...a much clearer and defined understanding of governance and management ...better understanding of role, authority and expectations.”
- “It challenges the board members to be constantly aware of their roles as board members.”

### **Promotes teamwork between the Board and management—roles are clear.**

- “...has made the Board a much closer group.”
- “This model has changed the way I [as a board member] link with members, in that gossip has basically disappeared... The board very carefully planned how it would communicate...”
- “When an opportunity comes along that is consistent with the expected results and within the limitations already specified by the Board, the people closest to what needs to be done can go ahead and take action.” [a CEO]
- “The Policy Governance model was very helpful in our recruiting process [for a CEO] ... Conclusively, I would say that our new CEO understands that Policy Governance is of key importance to us, and management details are his business.”

### **Cures rubber-stamping and meddling, allowing appropriate Board involvement ...in the right things.**

- “...increased our ability as a board to focus on linking with the owners, to spend our time goal-setting, to control what happens in the organization through policy, rather than being involved in management details.”
- “The Board is staying focused on governance-the big picture-more attention to external vision than internal detail.”



- “...the elimination of a number of traditional committees that were actually doing staff work did not mean that the Board would no longer communicate with them. In fact, it was devising more effective methods of linkage.”

### **Makes accountability meaningful.**

- “...an accountability framework that is easily understood.”
- “It keeps the lines of accountability clean between the CEO and the Board.”
- “...does not leave a lot of room for Board members to have private ‘hobby-horses’ ...the Board only has power when they are together.”
- “As Board Chair, I used to feel uncomfortable if a member asked why the organization was doing something and I didn’t know. Now it’s clear that if it’s an operational issue I don’t need to know. I can suggest that the member contact the Executive Director, who will put them in contact with the appropriate staff.”
- “...an effective, transparent governance process.”
- “Trust means knowing that if the board questions me [the CEO] about something, they’re doing it to hold me accountable, and that’s their job.”

### **Makes CEO evaluation fairer and more rigorous—expectations are clear.**

- “If some traditional boards think Policy Governance does not provide staff accountability just speak with our Executive Director about the monitoring reports that must be submitted to the Board. We believe there is much more accountability in monitoring the right things. I speak from experience as I have been president of the both the traditional model and Carver’s Policy Governance Model.
- “CEO is putting more effort into areas identified in policy because reporting is expected”
- “...management knows their limits”
- “...greater policy direction to the CEO”

### **Results in consistent decision-making**

- “With a capable administrator with clear Executive Limitations, and a board that holds itself accountable to the principles of Policy Governance, decision making follows consistent patterns.”

### **Enables proactive decision-making**

- “...because the board is continuously correcting and holding itself and the CEO accountable, it prevents minor issues from growing into major crises.”
- “...has allowed the board to focus on benefits to our members in terms of results versus actions.”
- “...maintains board’s focus on desired future outcomes for our owners.”
- “...allows us to focus on the ‘big picture’ and talk about why we’re here.”

# POLICY GOVERNANCE® SOURCE DOCUMENT

## Why a Source Document?

A “source” is a point of origin. A source document is a “fundamental document or record on which subsequent writings, compositions, opinions, beliefs, or practices are based.” (Websters)

Without a simply expressed clear point of source, interpretations, opinions, writings and implementations may intentionally or unintentionally diverge from the originating intent and ultimately be undifferentiated. The point of source (“authoritative source”) is John Carver, the creator of Policy Governance, with Miriam Carver his fellow master teacher.

Without a simply expressed clear source document, Policy Governance is not reliably grounded and not transferable as a paradigm of governance. It is left vulnerable to interpretation, adaptation and impotence. This document has been produced by the International Policy Governance Association and approved by John and Miriam Carver as being true to source.

## What Policy Governance is NOT!

1. Policy Governance is not a specific board structure. It does not dictate board size, specific officers, or require a CEO. While it gives rise to principles for committees, it does not prohibit committees nor require specific committees.
2. Policy Governance is not a set of individual “best practices” or tips for piecemeal improvement.
3. Policy Governance does not dictate what a board should do or say about group dynamics, methods of needs assessment, basic problem solving, fund raising, managing change.
4. Policy Governance does not limit human interaction or stifle collective or individual thinking.

## What Policy Governance IS!

Policy Governance is a comprehensive set of integrated principles that, when consistently applied, allows governing boards to realize owner-accountable organizations.

Starting with recognition of the fundamental reasons that boards exist and the nature of board authority, Policy Governance integrates a number of unique principles designed to enable accountable board leadership.

## Principles of Policy Governance

1. **Ownership:** The board exists to act as the informed voice and agent of the owners, whether they are owners in a legal or moral sense. All owners are stakeholders, but not all stakeholders are owners, only those whose position in relation to an organization is equivalent to the position of shareholders in a for-profit-corporation.
2. **Position of Board:** The board is accountable to owners that the organization is successful. As such it is not advisory to staff but an active link in the chain of command. All authority in the staff organization and in components of the board flows from the board.

3. **Board Holism:** The authority of the board is held and used as a body. The board speaks with one voice in that instructions are expressed by the board as a whole. Individual board members have no authority to instruct staff.
4. **Ends Policies:** The board defines in writing its expectations about the intended effects to be produced, the intended recipients of those effects, and the intended worth (cost-benefit or priority) of the effects. These are Ends policies. All decisions made about effects, recipients, and worth are Ends decisions. All decisions about issues that do not fit the definition of Ends are means decisions. Hence in Policy Governance, means are simply not Ends.
5. **Board Means Policies:** The board defines in writing the job results, practices, delegation style, and discipline that make up its own job. These are board means decisions, categorized as Governance Process policies and Board- Management Delegation policies.
6. **Executive Limitations Policies:** The board defines in writing its expectations about the means of the operational organization. However, rather than prescribing board-chosen means -- which would enable the CEO to escape accountability for attaining Ends, these policies define limits on operational means, thereby placing boundaries on the authority granted to the CEO. In effect, the board describes those means that would be unacceptable even if they were to work. These are Executive Limitations policies.
7. **Policy Sizes:** The board decides its policies in each category first at the broadest, most inclusive level. It further defines each policy in descending levels of detail until reaching the level of detail at which it is willing to accept any reasonable interpretation by the applicable delegatee of its words thus far. Ends, Executive Limitations, Governance Process, and Board-Management Delegation policies are exhaustive in that they establish control over the entire organization, both board and staff. They replace, at the board level, more traditional documents such as mission statements, strategic plans and budgets.
8. **Clarity and Coherence of Delegation:** The identification of any delegatee must be unambiguous as to authority and responsibility. No subparts of the board, such as committees or officers, can be given jobs that interfere with, duplicate, or obscure the job given to the CEO.
9. **Any Reasonable interpretation:** More detailed decisions about Ends and operational means are delegated to the CEO if there is one. If there is no CEO, the board must delegate to two or more delegatees, avoiding overlapping expectations or causing confusion about the authority of various managers. In the case of board means, delegation is to the CGO unless part of the delegation is explicitly directed elsewhere, for example, to a committee. The delegatee has the right to use any reasonable interpretation of the applicable board policies.
10. **Monitoring:** The board must monitor organizational performance against previously stated Ends policies and Executive Limitations policies. Monitoring is for the purpose of discovering if the organization achieved a reasonable interpretation of these board policies. The board must therefore judge the CEO's interpretation for its reasonableness, and the data demonstrating the accomplishment of the interpretation. The ongoing monitoring of board's Ends and Executive Limitations policies constitutes the CEO's performance evaluation.

All other practices, documents, and disciplines must be consistent with the above principles. For example, if an outside authority demands board actions inconsistent with Policy Governance, the board should use a 'required approvals agenda' or other device to be lawful without compromising governance.

Policy Governance is a precision system that promises excellence in governance only if used with precision. These governance principles form a seamless paradigm or model. As with a clock, removing one wheel may not spoil its looks but will seriously damage its ability to tell time. So in Policy Governance, all the above pieces must be in place for Policy Governance to be effective. When all brought into play, they allow for a governing board to realize owner accountability. When they are not used completely, true owner accountability is not available.

Policy Governance boards live these principles in everything they are, do and say.

Produced by International Policy Governance Association in consultation with John and Miriam Carver, 2005 – 2007 – 2011.

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# A KITCHEN PARABLE

by Jannice Moore

Often boards that are implementing Policy Governance® find the general public or their organization's members do not understand what they are doing. Sometimes they think the Board is abdicating its responsibility by delegating too much to the CEO. This article was written to assist boards in explaining the basic concepts of Policy Governance to members of the public who have no background at all in the model. It does not try to address every nuance, but to explain in broad terms how the model works.

Policy Governance is a model that allows a board, on behalf of the people it represents, to ensure that an organization achieves what it should and avoids what is unacceptable. Let's take a simple example to show how it works. In this example, you and four other people, on behalf of your extended family (in this example you will be "the Board") are responsible for organizing a dinner for a birthday or anniversary celebration. The five of you live in different towns, and the location for the celebration is in yet another city. You decide the best thing to do is to hire a chef (who in this example will be the Chief Executive Officer) to handle preparation and serving of the dinner. So you check out the qualifications of chefs in the area, and hire the best one you can. However, you will need to provide the chef with some directions.

The five of you sit down together and make some decisions. What will the menu include? Who will be on the guest list? How much do we have to spend on the dinner? These are "board" decisions. They are the determination of what benefits or results are expected, who those results are for, and how much they are worth. In Policy Governance language, these things are referred to as the "Ends." In making those decisions, you will have to gather some information. Are the majority of guests "meat and potatoes" types, or would they prefer a more exotic menu? Are there going to be some children, who might require a different menu? Do you have a lot of older guests who would prefer to be served, or is buffet-style better?

After gathering your information, you come up with the following set of desired results (Ends) for the Chef to produce:

*"We would like a tasty buffet dinner for one hundred people. The menu must include roast beef and potatoes, with at least one other main course option. There must be at least three choices of dessert, one of which must be low fat. There will be a few guests who have physical limitations, who must be served rather than go through the buffet line. The total cost of the dinner shall not exceed \$2500.00."*

The above statement tells the Chef (CEO) what results you expect. You have provided clarity in your instructions. You have specified areas where the chef's choices are limited (e.g., there must be potatoes). Where you have not provided further specification, the chef is free to make any reasonable interpretation of what you have said. (He can serve mashed potatoes, scalloped potatoes, baked potatoes, etc., since you did not choose to specify the style.) He can hire assistants to help prepare or serve the meal, as long as the total cost does not exceed your specifications.

Now, you have told the Chef what you want. Do you:

- a) walk away and never talk to him again until the dinner is served?

- b) hang around the kitchen and look over his shoulder, suggesting that he add a little more salt to the soup?
- c) Neither of the above?

The correct answer is (c). You (as the Board) still have two more things to do. First, you need to let the Chef know if there are any things s/he may not do in the preparation of this dinner. While you do not want to interfere unnecessarily with the chef's creative abilities and professional training, there are certain methods you as the Board consider to be unethical or imprudent, even if they might work in producing the desired meal. The Chef needs to know about these in advance. Second, you need to decide how often you will check up to be sure that preparations are on track and consistent with your expectations.

What may the Chef not do? In Policy Governance language, these are called the Executive Limitations. The five of you (the Board) may not all have the same idea about these things, but the Chef can't work for five different bosses, so the group of you will have to sit down together and come to an agreement about what values you have. Let's assume you have done this.

First, you decide you don't want any artificial additives and preservatives used in the meal because this would go against your fundamental value system about natural foods. Then you discuss the fact that giving a dinner could leave you open to liability if someone gets food poisoning, so you tell the Chef not to violate any public health standards regarding the preparation and preservation of the food. That would be imprudent. You also do not want to get in trouble with the law, so you tell the Chef not to serve alcohol without the necessary permits.

Your last task is to decide how often to check up on, or "monitor" the Chef. You decide that two weeks before the dinner, you would like to see the menu plan, so you can assure yourself it meets the criteria you previously specified. You might ask for confirmation that the necessary public health and liquor permits have been obtained, or even ask to see them. You might ask for verification that appropriate refrigeration of ingredients will be available. For each area where you identified an expectation, you (as the Board) have a right, and indeed an obligation, to assure yourself that your expectations are being met. However, this does not mean you will stand around the kitchen and offer advice during the preparation of the food. You hired a professional, you set the expectations, you monitor results and the prudence and ethics of means, but you let the professional do the job. Everyone knows that "too many cooks spoil the broth."

As the Board, you have as much control as you need over the results. You decide what the results should be, for whom they should be, and how much they are worth. You allow the Chef, who is the professional, to make the decisions about how to achieve the results, except to specify clearly that certain methods are not permitted because they are imprudent or unethical. This approach is not abdication of responsibility. Indeed, it is rigorous and planned control over the things that are important to you as a Board.

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# BOARD SUCCESS STORIES

## AN INTERVIEW WITH BOARD CHAIRS AND CEOS

*Note: This interview was conducted a number of years ago but still contains information about implementing Policy Governance® that is valid today. For additional, more current success stories, please visit our website at [www.governancecoach.com/client-success/](http://www.governancecoach.com/client-success/)*

When learning about Policy Governance®, people frequently ask for “real” examples from the experience of boards already using the model. We initiated a discussion with several Board Chairs and CEOs whose organizations have been using Policy Governance (hereafter referred to as “PG” to preserve trees!) for varying periods of time.

Fay Puckett is a Past Chair of the Saskatchewan Registered Nurses’ Association (SRNA), the professional body that grants the right to practice to Registered nurses in Saskatchewan and regulates their practice in the best interests of the public. SRNA is a strong advocate for healthy public policy and has been using the Policy Governance model since 1998. Mark McDonald is Executive Director of the Manitoba Division of the Canadian Cancer Society (CCS), which as part of the Canadian Cancer Society exists so that the incidence and prevalence of cancer decreases and the quality of life for people living with cancer is improved. CCS had been using PG for about ten years at the time of this article. James (Jimm) Simon was the Board Chair of the Division. Eric Kraehenbuehl is the Chair of the Credit Union of New Jersey (CUNJ), a statewide credit union with over 60 years of service to its members. Andrew Jaeger is CEO of the same Credit Union. CUNJ began looking at PG in 2000, and implemented it in 2002. Dr. Patricia Gibbs (Tricia) was the Past Chair of the Sugar Bowl Ski Team Foundation, a non-profit corporation dedicated to the academic and athletic education of young people. Sugar Bowl decided to adopt PG in February of 2005 and implemented its first set of policies in July of 2005.

### **Governance Coach: What were the reasons that your board decided to begin using the model?**

**Eric:** The Board and the CEO wanted to clearly define the roles of both parties, and codify for the membership the Board’s role on their behalf.

**Andy:** I think that the Board was also interested in taking their leadership to the next level.

**Mark:** Following downsizing, our Board wanted to create policies and the model provided a clear path.

### **GC: Fay, your board had a specific incident that highlighted the need for change, didn’t it?**

**Fay:** Yes, the Board had examined governance options following the loss of an appeal of a highly controversial and very public professional discipline case. Professional discipline was in a grey area between board and operations and there was no clarity of roles and many questions of conflict of interest. The Board realized that they needed to have very clear boundaries around the policy development and operations. PG provided that clarity.

**Tricia:** As Board Chair, I was concerned about succession and ensuring that we would be able to pass on organizational ethics and philosophy with turnover of Board members and of-ficers (including “turnover” of my own position). I did a lot of research. PG was the best meth-od of organizing all of the scattered policies and practices that we’d created during my tenure.

### **GC: What are the benefits of Policy Governance in your experience?**

**Fay:** We have seen a clear and effective governance process that is transparent, a strong fu-ture orientation, and an accountability framework that is easily understood.

**Eric:** Yes, it has clearly defined the roles of the Board and the CEO and has made our Credit Union a much better Member institution.

**Andy:** I agree. It has also allowed our Board to focus on benefits to our members in terms of results versus actions. PG allows the CEO to focus on the delivery of results and benefits to the ownership.

**Mark:** From the Executive Director’s perspective, the board’s creation of clear corporate poli-cies clarified board work from staff work. The model gets the board out of the day to day.

**Jimm:** To me, the benefit is that it allows us to hire an Executive Director who is professional and experienced in the specific field and to allow him/her the freedom and authority to do the best job possible with a long term vision, without having to deal with micro managing or the changing priorities of an ever changing board roster.

### **GC: What would you say is the single most important thing that Policy Governance has done for your board?**

**Eric:** It has clearly defined the role of the board, and the relationship with the CEO.

**Andy:** PG provides written criteria that also define how the Board links to ownership, how it links to the CEO and operations and how it deals with itself.

**Fay:** PG maintains the Board’s focus on desired future outcomes for our owners.

**Tricia:** It allows us to focus on the “big picture” and talk about why we’re here, rather than how we should accomplish that purpose.

**Mark:** From the CEO’s perspective, I see that the board has a clear sense that they represent all Manitobans and that ownership linkage is a key board activity.

**Jimm:** From the perspective of the board chair, I would like to see board members become more involved in ownership linkage activities so that they can approach their board work with a broader frame of reference. However, it has been difficult to recruit board members who are willing or interested in doing volunteer work outside of the regularly scheduled board meetings.

**GC:** Using PG may indeed make it more difficult to find board members, because it raises the overall standard of what is expected of the board. If the board is truly acting in its role of hold-ing the organization in trust on behalf of its owners, the requirement from board members is greater than simply coming to meetings and approving plans made by the management. In my work with boards, I’ve found that one of the key features in being able to sustain effective use of the model is recruiting



board members who are prepared to look at the big picture and set direction for the long term value that the organization is to produce, and secondly, to ensure that incoming board members really understand the principles of the model as early as possible in their tenure. Which leads us to the next question:

**GC: What challenges did you have in implementing Policy Governance and how did you overcome them?**

**Andy:** PG takes an incredible commitment from the Board of Directors, from the initial decision to let go of the old policies to building the new policies and putting them into practice. We were also challenged, and sometimes still are to a small degree, by letting the process overtake the Board's work – we spent a lot of time on whether we were “doing Policy Governance right” rather than on focusing on Ends and Ownership Linkage.

**Jimm:** We have a similar challenge - how do we keep review of compliance and/or content from being the majority of work on the board agenda? We are constantly working to streamline the reporting system, to streamline the policies and number of policies and to spend time on our agenda talking about cancer and not about the policy system.

Incoming board members often perceive themselves as needing to be “experts” and to offer expert advice, when the most important skill they need is to listen and paint the picture of the possible.

**GC:** Yes, there is a tendency for many boards to become so focused on the “process of Policy Governance” that they forget the reason they are using it is as a tool to help them actually gov-ern. To some degree, this is an issue of becoming familiar with the model, much like learning to use new software. At first, you are more focused on how it works; later you can use it “in the background” and simply concentrate on the content of your task. One of the reasons this can remain an issue for some boards is the frequency of turnover: it is preferable to have terms long enough to allow members to gain some expertise.

**Tricia:** At first, we tried to monitor too many policies at each Board meeting. Board members were becoming overwhelmed with the amount of work and follow-up needed after each Board meeting. The Executive Director was reluctant at first to attempt “interpretation” of policy, believing that the Board should just “tell him” what we wanted him to do. He now understands the necessity and benefits of clearly defining interpretations and providing clear “evidence” in support of these interpretations.

**Eric:** Our biggest challenge was getting away from micro managing. Through training and coaching we have moved on this matter to a very great degree.

**Mark:** The model is foreign to most volunteers. No matter how much we explain the work of the board new members think the language and rules are odd.

**Fay:** Yes, there is a steep learning curve for people when they first encounter PG. Past experience, learning and successes are challenged. The future focus is much more difficult to work with than the concrete here and now. Incoming board members often perceive themselves as needing to be “experts” and to offer expert advice, when the most important skill they need is to listen and paint the picture of the possible. I think these challenges are met by continual examination of the environment and intense discussion of possible directions. These discussions are generated by examining current developments and their implications, and sorting as many perspectives as can be gleaned.

## **GC: What is the biggest change in how your board functions since it began using Policy Governance?**

**Andy:** The Board has become very comfortable with leaving the operational means out of the boardroom (except for monitoring) and focusing on results for the ownership. The Board needed 12 to 18 months to really get comfortable with the change but since then has embraced it very well and is doing a great job.

**Eric:** I would agree that after an adjustment period, the board became less focused on means and more focused on Ends, and stayed out of the day-to-day operations. No more micro managing. It was difficult at first, but we are doing well today.

**GC:** If I could offer a reflection, your board has less frequent turnover than, for example, Jimm and Mark's board. I think this has made the transition easier for you.

**Jimm:** People who join boards are generally comfortable and experienced with board meetings, how they function and what is expected, such as assigned tasks for completion, when the meeting adjourns. PG is an entirely new system. It has a long learning curve and presents some frustration to people who have joined a board to get involved in operations. We have had to modify our recruiting and training process in order to recruit PG friendly individuals and provide them with more training than would be required for "normal" board work.

**Mark:** Making the ownership linkage come alive was the big challenge. In the beginning it was difficult for the board to work outside the context of a formal board meeting. They did not know how they could work on the issue and many were reluctant to volunteer for the ownership linkage plan. We now recruit for board members with this work in mind. Candidates understand this is the key function of the board.

**Tricia:** Our meetings are much better organized and more efficient. Our organizational structure is tremendously simpler than it was before we began using PG.

## **GC: What would you say has been most important in your board's ability to sustain the effective use of PG, even though you have had changes in board members?**

**Eric:** Well actually, we have not had much change in the Board since 2002; however, we have an orientation program for new Board members to bring them up to speed with PG once they come on Board. It has served us well to date. Our annual training sessions also allow us to further understand and develop deeper understanding of PG.

**Andy:** I think the most important factor has been the commitment from the Chairman and CEO, as well as a few other champions. Frankly though, if the Chair/CGO is not committed it could lose effectiveness and even be dismissed – during the first two years for us there were Board members who questioned PG – the Chair kept the Board focused and successfully argued the points.

I would encourage boards to examine their current practices and ask themselves if they are clearly focused on future oriented goals. Do they have clear lines of ac-countability? Do they have a systematic way to ensure the results they have directed and delegated are actually achieved?

**Tricia:** From my perspective, it is the standardized agenda, which allows you to set up an annual

agenda along with individual meeting agendas according to a standardized system.

**GC:** Tricia, from my observations as your coach, like Eric, your influence and firm commitment to PG as Chair had a large role in sustaining the model. In addition, you made a point of ensuring that your successor as Chair had opportunity to gain a firm grasp of the model. As a point of clarity, the “standardized agenda” you refer to is really an approach to the agenda that focuses primarily on work related to Ends, and also clearly separates board decision-making, monitoring compliance with policies, and information that is simply “nice to know” but does not require board decisions. Adopting this discipline in board meetings helps to maintain the proper focus.

**Jimm:** We have sustained the effective use of PG through excellent succession planning for board members and the long term dedicated efforts of our Executive Director. I would say that we often counter resistance – people are resistant to change – and it is quite easy, when one comes to a bump in the road, to point a finger at PG for not being able to deal with the situation rather than the more difficult task of working towards a solution.

**Fay:** Continuous board education in the process and a strong staff commitment have sustained the use of PG. There are some natural ebbs and flows but once the critical mass of board members endorses the process it becomes easier to maintain it as the norm.

**Mark:** We have used the same governance coach. The consistency of this relationship and trust has made a huge difference. Without the advantage of a coach it is too easy to slip back into a traditional approach or create a hybrid that is flawed.

**Andy:** Yes, having coaching available gives the Board an outside perspective on a regular basis that is needed for continuous improvement.

**Eric:** We’ve found that coaching is a tool that has allowed the Board to have a third party perspective on how we are doing. This is important, since it is very easy to look in the mirror and think all is well, or question what is going on. A third party view helps very much to focus in on what is working and where improvement is possible.

**Tricia:** I don’t think our Board’s use of PG would be as effective as it is without the initial 18 months of intensive coaching we received. There is a bit of a steep learning curve with PG, and you need an expert at that time to make sure you don’t swerve off course, which is very easy to do. This advice does become internalized over time, so you feel you have more expertise simply as a result of the initial teaching and pro-active intervention of the consultant.

### **GC: Do you have any advice to boards considering Policy Governance?**

**Fay:** I would encourage boards to examine their current practices and ask themselves if they are clearly focused on future oriented goals. Do they have clear lines of accountability? Do they have a systematic way to ensure the results they have directed and delegated are actually achieved? If they answer yes to all these questions they likely don’t need to change anything. If they need to address any of these questions they should consider using PG.

**Andy:** I would advise Boards to bring in an expert on PG and to adopt the model in its entirety. We used a PG expert to develop the policies and to coach our Board. It is not feasible to do it yourself and it is not worth the effort if not adopted as a whole “system” – I hear many CEOs and Boards

say they have adopted pieces of PG or they do “PG Lite.” Having gone through the challenges of implementing and successfully practicing Policy Governance, I know they are not embracing the tenets or values of PG. Once a Board decides to adopt PG, go all the way.

**GC:** In fact, if a board is not using all the principles of Policy Governance, it is not using the model at all.

**Eric:** You have to take it slow, and ask a lot of questions. It is imperative that there be a consensus on the direction, because if not a lot of time could be spent back tracking once you have decided to go to PG. You need to educate, read, and engage people in the specific business of PG. This takes time, but it is well spent time.

**Mark:** The model is clear but the challenge is to keep it fresh. Each new wave of board members means educating them about their policy work. The benefits must always be explained. Try and get the new board to ownership linkage work as soon as possible. Early wins in this area will result in a more satisfied board.

**Tricia:** Be ready to lose a few board members who enjoy micromanagement more than good governance. Be ready to go through a period of “customization” that may be time-consuming and, at times, discouraging. Keep your eye on the Ends Policies when that happens! They will motivate you!

**GC:** What about advice for boards that have just recently begun using the model?

**Mark:** Try and get the new board to ownership linkage work as soon as possible. Early wins in this area will result in a more satisfied board. I have never met a new board member who wanted to write “policies.” Move quickly through this phase.

**Andy:** Do not get discouraged. It is a significant shift in thinking and behaviour. It will feel uncomfortable and unnatural because you were governing a different way for so long. As mentioned earlier, one of the biggest challenges is the commitment. Expect a two to four year learning curve.

**Eric:** You need to give it time, at least two years of committed practice to firmly understand Policy Governance, and there needs to be an unwavering commitment to give it that time.

**Fay:** Hang in there! Initially the model itself consumes a large portion of board time as board members try to get it right. Focus on the future, have lengthy discussions about direction and the rest of the process becomes much clearer. Get help! Coaching in the process is invaluable.

**Tricia:** Stick to the standardized agenda and don’t give up. The process will bear fruit after a reasonable interval - for us, it took 18 months.

**Jimm:** My advice is to remember that policies should not be carved in stone. It requires on-going refinement, tinkering and adjustment to suit changing situations. Specific challenges within an organization do not indicate a problem with the overall PG system, but can often be alleviated through planning, rewriting policies, etc. Also, I think it’s important to remember that PG is a tool, not a cult.

**GC:** Sometimes boards new to the model mistake the policies themselves (often begun from a template) with the principles of the model. The policies can change as necessary, as long as they don’t deviate from the principles.



## **GC: What has using Policy Governance meant for you personally as board chair?**

**Eric:** It has allowed me to focus on Ends and has freed my time from thinking about specific operations of the credit union. It has focused the board more on the future and membership linkage. Since roles are clearly defined and monitoring is very specific, the performance assessment of the CEO is demonstrated and clear to the Board, which in turn makes the process much more complete, fair and efficient. I would not want to go back to older practices.

**Fay:** Moving into the chair of a board that has used PG for some time has allowed me to focus my energy on taking a more active role connecting with the public. We were able to truly focus on future direction. There was a minimum of conflict yet we gathered wide diversity in perspectives. We did have a large turnover in board membership due to changes in appointed positions. This was challenging. However, the structure and momentum carried us through. I would not consider a chair position unless there was a strong likelihood that PG would be adopted.

**Tricia:** I've been able to pass on my Board Chair position to a new person, and feel comfortable that all the ground we gained in moving out of "micromanagement" would not be lost. It's allowed us to create a system that is "user independent", meaning that we can follow an annual plan that hits all important governance areas without requiring successor Board chairs to reinvent the system each time.

We have sustained the effective use of PG through excellent succession planning for board members.

**Jimm:** I wouldn't go back to where we were. I've been on non PG boards, and I believe that currently PG is a good system for us. I think it has allowed the Executive Director and me the opportunity to move the organization forward and to adapt to constantly changing circumstances without needing to consult with each other before taking action. Some of my answers to earlier questions may have seemed negative, but in fact, while there is a long learning curve, I feel the benefit of allowing a really good and trusted Executive Director the freedom to do his/her job far outweighs the downside.

## **GC: What has the Board's implementation of Policy Governance meant for you as CEO?**

**Andy:** PG has made my role as CEO clearer. I understand through written criteria what benefits the Board wishes the ownership to receive. It allows me to operate the business without the challenge of the Board or Board members getting involved in day-to-day operations. It has enhanced the relationship between the Board and me because of the clarity. I would not want to go back to the old way because of the blurred line between the Board role and the CEO role. The model also ensures that performance is judged only on written criteria. The old method allowed for a large degree of subjectivity.

**Mark:** The transition to the model was tough. It is a leap of faith for the CEO. Board members like to know what is going on at the operational level. The monitoring reports do not contain the color and flavour of the day-to-day operations. I would work for a traditional board but my questions and expectations of the board would be very high. The conversation would be different. Each type of board has its strengths and weaknesses. It is the relationship between the board and the CEO that is critical to success.

**GC:** I find it interesting that you refer to a leap of faith for the CEO – most boards think it's a leap of

faith for them when beginning PG. From the CEO's perspective, the leap refers to actually believing that the board means what it says about allowing freedom within boundaries, and evaluating the CEO only on the basis of pre-stated criteria.

**GC: What kind of a legacy has using Policy Governance made available for your organization in the future?**

**Tricia:** Our policies have become a living organism, giving us clear-cut goals and a sound method for attaining those goals and for achieving success for the organization. The whole Board is extremely familiar with our Ends and each and every one of the policies. This is a legacy that will not only bring us success in the immediate future, but also will allow us to adapt to change in a way that benefits our organization in the more distant future.

**Andy:** The legacy because of PG will be that our organization is connected to the needs of our ownership and strives to deliver results and benefits that our owners need and desire. It will also leave a legacy of having logical, written policies for everything that is expected and evaluated by the Board.

**Eric:** I believe it has and will allow us to provide to our membership the services and tools that are most important to them, and in turn that will allow the Credit Union to be positioned to provide and develop desired services and tools well into the future.

## POLICY GOVERNANCE® ENABLES CLARITY OF ROLES

It is interesting to reflect on the underlying principles which John Carver has incorporated into his Policy Governance® model. Carver's genius lies in having been able to take a number of simple, common-sense concepts, and articulate them into a set of principles that are internally consistent, so as to provide a complete system or model that can be applied to virtually any organization with a governing board. While many of the individual principles have value in their own right, when formulated into the Model, they prove the adage that the whole is greater than the sum of the parts. Removing any of the principles damages the system.

Those who think Policy Governance is too inflexible, or complain that "one size does not fit all" have not understood that the model is not a set of rules, such as, "Thou shalt have no committees," but rather a set of principles to apply to your particular situation – "have committees if and when using them does not violate any of the principles." For example, don't create a committee to help the staff do work that's already been delegated to the CEO, because that would violate the principle if there is a CEO, the board delegates operational matters only to the CEO and holds the CEO accountable; don't create a committee if doing so will interfere with the board's ability to speak authoritatively with one voice.

Two principles in particular relate to the roles in an organization: (1) The board connects its authority and accountability to the owners, and has a responsibility to govern on their behalf with an understanding of their values and perspectives. (2) The board is situated as a link between owners and the operating organization, so the work of governance is quite separate from the work of management.

These are not new concepts. Robert Greenleaf, writing in the 1940's and '50's, stated, "Trustees have a significant role that they can play best because they are able and informed people who are NOT managers ... I argue for an arrangement in which trustees provide the vision and purpose of what is to be done and managers get it done." [Emphasis added.] He goes on to suggest "the managerial mind ... is not likely to generate the absolutely basic visions that give purpose and direction ... The managerial mind is limited by its first priority to get things done—in the immediate—and to keep the institution afloat from day to day. To be good at getting things done, a manager must concentrate on the short range ... The long range, the indefinite future framed against a good view of the distant past, requires a different kind of thinking ... I did not pull my contentions out of thin air. They rest on considerable experience as a member of the corporate staff of a huge bureaucracy and in a variety of trusteeships, both capped by extensive consulting experience to both trustees and managers."<sup>1</sup>

<sup>1</sup>On *Becoming a Servant Leader*, Robert Greenleaf, Ed. Don Frick and Larry Spears (San Francisco: Jossey-Bass, 1996), pp. 222ff.

# THE MYTHBUSTERS

by Jannice Moore

I frequently hear “myths” about Policy Governance.

## **Myth # 1: “Carver says to get rid of most and preferably all committees.”**

In fact, Carver spends a significant amount of time in his books explaining the appropriate use of committees. What he says is to “start with no committees and add them only when clearly needed.” That does not necessarily mean to get rid of them, although it will mean getting rid of “traditional” committees if they are not doing board work. A Board Committee may be very useful, and appropriate, IF it is doing board work, not work that has already been delegated to staff, and IF it operates so as to avoid interfering with the holism of the board. That means that a committee would be:

- doing “pre-board” work, not “sub-board” work, and
- identifying for the board a range of alternatives related to a specific board issue, and the implications of those alternatives. All board members can then consider and apply their values to the alternatives, rather than the committee members spending their efforts on applying only their values, and presenting a “recommendation.”

## **Myth # 2: “The Carver model is too rigid.”**

“The insistence that boards should never get involved in operations is perhaps the right course for large, well-established groups that have lots of expertise on staff. But a small grass-roots organization may well be best served by a working board.”

While Carver certainly stresses that the most important work of the board is in determining Ends, and developing broad-based limitations, leaving development of means to the CEO within those limitations, the model is NOT “one-size-fits-all.” The beauty of the model is that it is based on a set of principles, which are internally consistent. Because of this, it is indeed possible to customize it to the circumstances of different boards, without contravening the principles. In the above case, two basic principles apply:

- “policies come in sizes,” and
- “when the Board stops speaking, the CEO may make any reasonable interpretation of the Board’s policy.”

The Board’s policies limiting the staff means should begin at the broadest level. For a large organization with lots of expertise on staff, ideally, those limitations would remain very broad. For a small organization with limited staff expertise, the Board may write more detailed limitations, as long as it remembers the principles of starting with the largest, moving inward only in sequence, and allowing the CEO to make any reasonable interpretation of the policies that it has developed.



# SOAP DOESN'T WORK.... OR DOES IT?

by Jannice Moore

## Island Packet.com

"Have you ever heard of the mushroom approach . . . administration [fed the board] a lot of manure and [kept] them in the dark"

## Edmonton Journal

"Nothing happened without the superintendent [CEO] being involved."  
- (Board Chair)

## Hamilton Spectator

"[the model] delegates virtually all significant responsibility to the director of education

"Policy governance . . . has become symbolic of a school board abdicating its elected responsibilities to a hired superintendent. It is time to rescind the Carver Model and to take back accountability for Board responsibilities."

## Island Packet.com

". . . Board of Education members say they are not returning to a system of handling their business called "policy governance," which gave the superintendent broad authority to carry out the school district's business with little interference from the board. . . . the board has tried to distance itself from in recent years because of problems it created."

"The Board takes care of the ENDS (goals) and the Chief Executive Officer takes care of the MEANS (procedures and methods to accomplish the goals). . . we have found out that the exclusive management power of the Chief Executive Officer is above the law, above the organizational bylaws, and above the pertinent legislation."

Perhaps you've read or heard the boards in question were definitely **not** using Policy Governance® in spite of their claims to be doing so! Blaming Policy Governance for the board abdicating its accountability, creating problems, the CEO being above the law, or the board being kept in the dark, is akin to looking at a child with a dirty face and saying, "See, I told you, soap doesn't work!" Obviously, the child did not *apply* the soap, so you can hardly blame the soap for not working. Similarly, the boards described above did not *apply* Policy Governance, so shouldn't blame Policy Governance for their problems.

Why am I so sure that they were not using Policy Governance? Let's set the record straight.

## A Complete System

Policy Governance is a highly logical **system** of governance. The system is made up of a set of principles, all of which must be present and operative in order for the system to work.

Using only some of the principles is akin to removing the sparkplugs from your car and then wondering why the engine doesn't work, or removing some of the systems files from your computer and wondering why it crashes.

Unfortunately, there are too many boards who believe they can use just some of the principles, or who have a misunderstanding about what those principles actually are.

### **The Board Acts On Owners' Behalf**

The claim that virtually all significant responsibility is delegated to the CEO, or that a board has abdicated its accountability cannot possibly be applied to a board that is applying Policy Governance. In fact, the model is *based* on the premise that the board is accountable to the owners. (In the case of organizations such as schools the owners are normally the members of the public.) It clearly identifies the *board* as being fully in control of the organization, acting as servant-leader to and for the owners. Quoting John Carver, the model's creator, "the model not only allows, but **demands** board involvement." [Emphasis added.] The board stands between the owners and the management. This is consistent with the legal concept in corporate governance that the directors are "stewards" of the corporation, separate from the management.

### **Governance and Management Are Separate Jobs**

The board's role is to exercise the authority granted by the owners and properly empower management to carry out the operational activities necessary to achieve results on behalf of the owners. The board *retains the accountability* for any authority delegated to others.

Policy Governance provides a clear system to ensure that the board's involvement is used to maximum advantage in order to provide leadership and accountability without trying to do the job of management. Would you charge the hospital board with abdicating its responsibilities because the board didn't perform your hip replacement, but instead the board had policies in place that assured that a skilled surgeon did so? Allowing the people with the most appropriate expertise (the management) to actually manage only makes sense.

### **Set Clear Direction**

The board's leadership includes developing policies which set clear direction as to what results are to be produced for which beneficiaries, and what those results are worth. Only when it is satisfied that it has defined this direction to a sufficient level of detail does the board hand off the achievement of the Ends to the CEO. The model also emphasizes that these policies need to be based on a thorough understanding of the values, perspectives, wants and needs of the owners, augmented by the board's diligence in obtaining in-depth understanding of the relevant issues.

### **Set Boundaries For Means**

One often hears the claim that the board concerns itself only with Ends, and the CEO is in charge of means. Actually, the model requires that before delegating the achievement of Ends to the CEO, the board must set clear boundaries of prudence and ethics within which the CEO may choose appropriate means.

Policy Governance provides a systematic approach for the board to create wise policies. That approach includes beginning with the largest concepts, and systematically working into further levels of detail until the board is satisfied that any reasonable interpretation of what it has said would be acceptable. In working with hundreds of Policy Governance boards, I have never found a single board that would delegate to the CEO without setting policy that clearly made it unacceptable for the CEO to do anything unlawful or in violation of legislation or bylaws. The claim that the CEO has "exclusive" management

power or is above the law is simply wrong. Using this systematic approach, the CEO has only the amount of power that the board chooses to delegate.

### **Demand Performance and Monitor**

Simply having policies in place, however good they may be, is not in itself sufficient. The policies must be followed, and evidence that they are followed must be provided to and assessed by the board before the model is actually being used. This process is called “monitoring.” Almost invariably, when criticisms of Policy Governance are raised, when there are complaints that the board is “kept in the dark” or the CEO has too much power, monitoring has been neglected. Either it is not done at all, or the board is accepting “trust me” reports in lieu of real evidence that its policies are being followed. Once again, this is not properly using Policy Governance in the way it was intended. The board must monitor systematically and rigorously based on expectations previously stated in policy.

### **Clear Delegation and Monitoring Produce Clear Accountability to Owners**

A key principle of Policy Governance is that while the CEO is granted a significant amount of operational authority, this authority is not without corresponding accountability. The board rigorously monitors whether the CEO has made reasonable interpretations of the delegated policies, and whether there is evidence of achievement of the Ends, and compliance with the Executive Limitations. This monitoring process is structured in a manner that covers every policy, using a combination of written reports from the CEO, external, neutral third party assessment, and direct inspection by the board itself. By virtue of clear delegation and rigorous monitoring of the use of delegated authority, the board is able to demonstrate accountability to the owners.

A key principle of Policy Governance is that the board must monitor systematically and rigorously based on expectations previously stated in policy.

In order for a board to be able to demonstrate accountability to its owners, there must be a clear, unbroken chain of command and accountability. This is accomplished by the following sequence of events, all consistent with proper application of Policy Governance:

1. The board gathers a wide variety of input from the owners, taking into account their diversity, to understand their values and needs.
2. The board further informs itself with expert opinion, future perspectives, and other background information to enhance the quality of its deliberations.
3. Based on the above information, the board as a whole applies its collective judgment to make the most informed decision it can about what results are to be achieved and what means would be unacceptable, and records its decision in policies.
4. These policies, adopted by the board, provide clear direction to the CEO.
5. The Board then holds the CEO accountable to accomplish any reasonable interpretation of those policies. The CEO is required to submit detailed monitoring reports which include the CEO's interpretation, with rationale as to why that interpretation is reasonable, along with evidence of compliance. (The CEO does not just say “trust me – I did what you asked.”) The Board also has the option to engage an external party to verify compliance (for example, a financial auditor), or to directly examine evidence itself.
6. When the board receives this evidence of compliance it is then able to report back to the owners, assuring them that its accountability to them as a whole has been fulfilled.

This *rigorous chain* of accountability is *in no way* an abdication of the Board's accountability, or the granting of unbridled power to the CEO. Rather, it is a very responsible method for the board to remain accountable to the ownership.

The Policy Governance model begins with the recognition of (a) the fundamental reasons why boards exist and (b) the nature of board authority. It is a comprehensive set of integrated principles designed specifically to enable accountable leadership by the board. The principles form a system. When all of the pieces are in place, they allow boards to be truly accountable to their owners. If any of the principles are missing, the effectiveness of the model will be impaired, just as removing one wheel from a clock will seriously damage its ability to tell time. Not using all of the principles, and then blaming the model for not working is no more rational than blaming the dismantled clock for not working.

## So Why The Confusion?

Since even a basic, careful reading of the literature on Policy Governance makes it clear that the criticisms cited at the beginning of this article are not founded on fact, why is it that these misconceptions are so rampant? I don't have an exhaustive answer, but there are at least a few obvious reasons:

1. Some boards don't take time to properly learn the basics - this includes, unfortunately, engaging consultants who claim to know Policy Governance but do not have solid training in the model. Reading the book about Policy Governance and then claiming to be a consultant does not make one a knowledgeable consultant any more than reading a textbook on surgery makes one a competent surgeon. Governance is a serious job, with serious consequences, and boards need to acknowledge the importance of that job and devote reasonable time to learning it.
2. Board members change over time, and some boards do not ensure that new members have a solid grasp of the model's principles. Without good orientation for new board members, after a while the board's version of the model becomes a copy of a copy of a copy, and is often no longer recognizable as Policy Governance. Practices creep in that are not consistent with the model, but are assumed by new members to be part of the model. Alexander Pope said in *An Essay on Criticism* that "a little learning is a dang'rous thing." This wisdom certainly applies to incomplete knowledge about the model's principles.
3. Some boards do not see the need for continuing to improve their governance function. Just as managers need to have continuing professional development, so do boards and board members. While the principles don't change over time, the experience of increasing numbers of boards using Policy Governance results in more refined and better articulated ways of applying the principles. Staying fresh and up to date is vital.

## Soap Does Work!

As should now be apparent when a board claims that Policy Governance doesn't work, the first thing to do is to find out if the model – *all of the principles* – is actually being used. The claim that soap doesn't work is invalid unless you've checked to see if it was applied. Similarly, the claim that Policy Governance doesn't work is also invalid unless you check to see if it is actually being applied. Compare the behaviours of the board in question to the principles of the model (see the Source Document earlier in this package.) I believe you will inevitably find claims the model doesn't work are related to one or more missing principles. The model – a complete system – was not applied.





# WHAT'S UNIQUE ABOUT THE GOVERNANCE COACH™?

The Governance Coach™ has helped hundreds of boards provide clear, future-focused direction leading to organizational success. We specialize in John Carver's Policy Governance® model. Our unique process can help your board govern with excellence.

We have developed a unique system we call the REALBoard Excellence Advantage™ to help your board achieve mastery of Policy Governance. This system takes you through a series of steps, beginning where you are, learning the basics, learning how to apply the principles of the model to your board's specific needs, and ultimately developing habits that will serve to sustain the investment you have made in learning to govern more effectively and leave a legacy for future boards. See the cover page of this package for an overview of our unique approach.

Our experience has led to the development of a number of unique practical aids. These hands-on tools have helped many boards more effectively apply the principles of Policy Governance. Our on-line learning modules give you a unique opportunity for interactive learning at your convenience.

- We have built our company on values of integrity and servant-leadership.
- We are committed to your success and will personally coach you to maximize the benefits of the model.

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Boards of governors hold in their hands the very future of their organizations—a responsibility even more critical than scoring points or hitting high C. Yet, the motto of many boards seems to be “We can do it ourselves.”

A qualified governance coach can provide you with a game plan for realizing accountable board leadership. Such a coach, with a solid understanding of governance and a depth of experience with a model that can help you achieve excellence, is an investment in your organization's future.

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