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TO: The Honorable Detroit City Council

FROM: David Whitaker, Director 

DATE: April 19, 2024

RE: **2023 Legislative Retreat Report**

The Legislative Policy Division (LPD) is pleased to convey to your honorable body, under cover of this memo, a copy of the 2023 Legislative Retreat Report. The report has been prepared by your retreat facilitator, Doers Edge, in conjunction with LPD. In the coming weeks this report will be followed by a report and suggested framework for a Legislative Agenda based upon the work done thus far.

Attachments: Report

Cc: Antoine Bryant, Director, PDD
Julie M. Schneider, Director, HRD
David Bell, Director, BSEED
Ron Brundidge, Director DPW
Steve Watson, Budget Director
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Legislative
Agenda
Development
Process

*A unified City Council,
working agreeably and cohesively
to develop and implement a "Legislative Agenda"*

Legislative
Agenda



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CITY COUNCIL PRESIDENT,
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PRO TEM, DISTRICT 1



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Scott Benson
CITY COUNCIL DISTRICT 3



Latisha Johnson
CITY COUNCIL DISTRICT 4



Gabriela Santiago-
Romero
CITY COUNCIL DISTRICT 6

**Detroit City Council
Legislative Agenda Development
Training Retreat**
October 24-27, 2023



Fred Durhal III
CITY COUNCIL DISTRICT 7



Mary Waters
CITY COUNCIL AT LARGE



Coleman A. Young II
CITY COUNCIL AT LARGE

Facilitated by Doers Edge LLC

Legislative Retreat Report

The Detroit City Council held its second consecutive annual legislative retreat Tuesday, October 24, 2023, through Friday, October 27, 2023, in Lansing, MI. Joining the City Council were designated Council staff members, representatives from legislative agencies, the City Clerk’s Office, program participants and the Doers Edge facilitation team.

The aim of the retreat was to explore one of the Council’s leading priorities, affordable housing, and to build competencies and practices to forward the development of a legislative agenda. This report details the results of that retreat.

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BACKGROUND

The Council defined the purpose and design of this annual retreat as an educational activity to support the work of the Council in general and the Legislative Agenda in particular. Hosted by the Legislative Policy Division and facilitated by Doers Edge LLC, City Council Members, their staff, representatives from City departments and agencies, and guest speakers convened to engage in a series of experiential development activities. The retreat design included activities for Council development, competency development, as well as activities for improving related operational processes. A targeted learning approach was taken by focusing three workshops on a single legislative priority, affordable housing, which is a priority that 100% of the Council offices are working on.

The Doers Edge facilitation team analyzed results of the retreat activities and developed recommendations for moving from experiential education in a retreat environment to experiential learning in a work environment. Those recommended actions are detailed on pages 20-24 of this report. The working documents used to facilitate the retreat which are on Resources List on page 25 of this report.

RETREAT AIMS

There is an aim to be a unified City Council working agreeably and cohesively to develop a legislative agenda. It will take a diverse portfolio of legislative actions to guide and improve the overall quality of life for Detroit residents and others who spend time in the City.

Achieving the aim to develop a legislative agenda will require on-going development of people, content, and processes. The educational activities selected for the retreat provided opportunities for growth in each of these developmental areas. Legislative priorities were addressed during workshops led by housing experts and work sessions led by the Doers Edge facilitation team. Conversation huddles and work sessions addressed both the development of people and identification of opportunities to improve operational processes within and across Council offices.

A Unified Detroit City Council Working Agreeably & Cohesively on a Legislative Agenda

| | | |
|-------------------------|--------------------|---|
| The People Side | Who we are | Council Members & Staff |
| The Content Side | What we do | Legislative Priorities & Actions Administrative Recommendations |
| The Process Side | How we work | Committees, Formal Session Taskforces, District, Office Workgroups |

SETTING THE ATMOSPHERE

The Council development activities used to set the atmosphere and kick off the retreat were reviewing and accepting participant agreements and participating in the interactive team building activity “Point the Finger.”

The participant agreements speak to Council’s intentional aim to become a unified City Council, working agreeably and cohesively to develop and implement a legislative agenda. Agreeing at the onset on how that aim would be achieved during the retreat set the tone for a successful educational experience. It is recommended that the use of these agreements become a normalized practice within the operational culture of Council offices, as well as in the halls of the Coleman A. Young Municipal Center (CAYMC), and out in the districts.

Participant Agreements

This agreement speaks to our intentional aim to be a *unified* City Council, working *agreeably* and *cohesively* to develop and implement a “Legislative Agenda”

• **Recognize that your colleagues were elected just as you were, and deserve respect for having run and won, and for taking on this Council life**

- Show up on time, and come prepared
- Stay mentally and physically present
- Listen with an open mind, and listen to your own listening
- Seek first to understand, then to be understood

- Separate “the person” from “the problem”, “the issue”, “the policy”, “the proposal”, “the _____”
- Agree and disagree respectfully, openly; with civility and decorum
- Engage honestly and constructively
- Everyone participates and contributes to achieving retreat aims

• **EVERY VOICE HAS VALUE**

Once the agreements were in place, the participants engaged in a team building activity called “Point the Finger” which required them to work together to achieve the seemingly simple task of lowering a stick to the floor. A few of the things they experienced were that communication, strategy, cooperation, coordination, and using individual members physical characteristics, skills and abilities, were all important to successfully completing the task and achieving the goal. Participants’ comments



Point the Finger!



following the activity affirmed that they translated these learnings to the work of their offices. The sticks became the property of each office, coupled with a recommendation to engage in the activity periodically when working within and across Council offices.

EXPERIENTIAL EDUCATION: HOUSING WORKSHOPS

Affordable housing is the one priority that all nine Council offices are working on, and it was chosen as the focus of the educational workshops on.

- The Challenges of Residential Development – Ryan Kilpatrick
- Housing Needs and Affordability – Dr. Margaret Dewar
- Housing Policy Strategy Discussion – Ryan Kilpatrick, Margaret Dewar, Ph.D.
- Doing Development in Detroit – The READ Group



The workshops and Q & A sessions were highly interactive with Council Members and staff engaging with the speakers and among themselves, testing and growing their understanding of the housing crisis, affordable housing development, and strategies for facilitating change to meet Detroit’s housing needs.



Key Takeaways and Recommended Actions:

| | Take-aways | Actions |
|---|------------|---------|
| The housing crisis is a national crisis. The conditions behind the crisis are complex, dating back to the 1950s with zoning changes and government disinvestment in housing for low-income populations. The crisis disproportionately affects low- and mid-income residents. Detroit’s pathway to affordable housing will require actions from all levels of government (federal, state, local), as well as key stakeholders (i.e. developers, banks.). | X | |
| Affordable for whom? Who are we attempting to house? | X | |

| | Take-aways | Actions |
|--|------------|---------|
| Rising costs are contributing to unaffordability. These costs include, but are not limited to, water, utilities, materials, repairs, taxes, homeowners' insurance. | | |
| Council Members, staff, and residents would benefit from more education and training on housing development. | X | |
| There are misconceptions and a lack of understanding about how housing abatements and subsidies work. | X | |
| Zoning policy is foundational to housing development as it impacts housing prices, but it is not a standalone solution. | X | |
| There isn't enough money in housing proposals to offer support services and programming to residents. | X | |
| 1 in 5 Detroit residents receive eviction notices in any given year. | X | |
| <p>Chiefs of Staff should review integrated speaker notes to identify lessons that can inform development of draft housing strategies and actions</p> <ul style="list-style-type: none"> • Arrange follow-up conversations with speakers to ask clarifying questions • Share proposed strategies and actions with Council Members, who can then assess what additional housing education/training would benefit them and their staff • Refine housing strategies, priorities, and actions based on Council feedback | | X |
| <p>During ongoing engagement with constituents, elicit their needs and perspectives on housing. Evaluate the needs, perspectives, and trends to use along with learnings to inform Council housing strategies and legislative actions.</p> <ul style="list-style-type: none"> • Lived experiences as homeowners and renters <ul style="list-style-type: none"> ○ Connection to places and people ○ Desired, undesired, undesirable conditions • Preferences and neighborhood demand and quality of life indicators <ul style="list-style-type: none"> ○ How much housing is needed/desired (supply/demand) ○ Types of housing; including topologies ○ Housing design aesthetics (architectural standards) ○ Types of occupants (owners/renters) ○ Not in my backyard (NIMBY) ○ Others • Community partnerships with developers • Interest and applicability of community land trusts, neighborhood enterprise zones, neighborhood TIFS • Community benefits desired from housing developments; Added value to the community | | X |
| <p>Conduct an analysis of all current city housing strategies and programs, and neighborhood studies/plans to identify:</p> <ul style="list-style-type: none"> • Gaps (unaddressed areas) • Under- and over-utilization • Improvement opportunities (weak, complex, broken, bottlenecks, etc.) • Potential legislative actions | | X |
| Conduct a city-wide housing analysis and develop a portfolio of housing development scenarios | | X |

| | Take-aways | Actions |
|---|------------|---------|
| <ul style="list-style-type: none"> Use results to develop core requirements for housing development across Detroit <ul style="list-style-type: none"> Core requirements include land, construction costs, design, fees, (?) Use core requirements to create a portfolio of housing development scenarios for diverse locations in Detroit <p>Potential resource: <i>Center for Community Progress</i></p> | | |
| Conduct a study to identify policies, practices, and programs in other cities that may be suitable for meeting Detroit’s housing needs | | X |
| Establish a process for Council Members to conduct exploratory dialogues with developers during pre-planning phase of proposed development projects <ul style="list-style-type: none"> Note: Review at BSEED’s preliminary plan review process | | X |
| Develop a process for creating and sustaining alignment between Council’s housing priorities and actions, city housing strategies and programs, and Detroit Economic Growth Corporation’s (DEGC) decision-making criteria and processes <ul style="list-style-type: none"> Aim to improve development project approval rate | | X |
| Identify and analyze “hot spots” for evictions. Use the results to inform development of housing strategies and actions. | | X |

See the “Summary of Recommended Actions” on pages 21-25 of this report for additional actions.

See the “Retreat Resources List” on page 26 of this report for links to housing workshop documents.

EXPERIENTIAL EDUCATION: LEGISLATIVE AGENDA DEVELOPMENT – THE PRIORITIES

When the work to develop the legislative agenda began a year ago, each Council office worked to create a list of priorities and to identify the “Top 4” priorities. The compilation of the “Top 4” priorities of each respective Council Member resulted in an agenda comprised of 20 priorities. A review of those priorities during this year’s retreat resulted in a reduction in the number of top priorities to 18 and an increase in the total number of priorities to 75. Council Members indicated that changes in priorities were based on completed work, on changes in constituent needs, concerns, and complaints. The 18 priorities are listed in the table below (see list in column “TOP 4 Priorities”). The full list of priorities is on pages 9-11. The legislative agenda is not intended to reflect all of the work being undertaken by the City Council.

In addition to creating a list of priorities Council Members and their staff began identifying 1) the types of legislative actions* (ordinances and resolutions) they would pursue, 2) determining where the work needed to happen (e.g. office, committee, taskforce, workgroup, etc.), and 3) to project how the work would be funded, whether budget amendments or budget requests would be made or if acquiring grant funding would be necessary.

| PRIORITIES | # of offices this is a top priority | total # of offices working on | % of offices engaged on each top priority | Legislation - Resolutions | Legislation - Ordinances | Legislation-Ballot Proposals | Administrative Recommendation | Work - Committee | Work - Taskforce | Work - District | Work - Office | Work-Workgroup | Current budget request | Future budget request | Grant(s) |
|---|-------------------------------------|-------------------------------|---|---------------------------|--------------------------|------------------------------|-------------------------------|------------------|------------------|-----------------|---------------|----------------|------------------------|-----------------------|----------|
| TOP 4 PRIORITIES | | | | | | | | | | | | | | | |
| Accountability | 1 | 7 | 78% | 1 | 2 | | 1 | 2 | 1 | 1 | 1 | | | | |
| Affordable Housing | 9 | 9 | 100% | 4 | 3 | 1 | 3 | 3 | 4 | 3 | 2 | | 5 | 7 | |
| Economic Development | 1 | 3 | 33% | | 1 | | 1 | | 1 | | | | 1 | 1 | |
| Environmental Impact of Industry on Residents | 1 | 2 | 22% | 1 | 1 | | 1 | | | | | | 1 | 1 | |
| Environmental Justice | 2 | 2 | 22% | 2 | 2 | | 1 | | | | | 1 | 1 | 1 | |
| Equitable Development | 3 | 4 | 44% | 1 | 3 | | | 2 | 2 | 1 | 1 | | | 1 | |
| Generational Wealth | 2 | 2 | 22% | | | | 1 | | 1 | 1 | 1 | | | 1 | |
| Guaranteed Income | 1 | 1 | 11% | 1 | 1 | | | | | | | | 1 | 1 | |
| Gun Reform (Fed; State) | 1 | 1 | 11% | 1 | 1 | | 1 | | 1 | 1 | 1 | | | | |
| Gun Violence Prevention | 2 | 2 | 22% | | | | 1 | | 1 | | | | 1 | 1 | |
| Marijuana Reform | 1 | 2 | 22% | | 1 | | | | | | | | | | |
| Public Safety | 4 | 4 | 44% | 2 | 2 | | 1 | 2 | 2 | | 1 | | 1 | 2 | |
| Reparations | 1 | 2 | 22% | 1 | 1 | 1 | | 1 | 1 | | | | | 1 | |
| Seniors | 3 | 4 | 44% | 1 | | | 1 | | | | | | | 1 | |
| Sustainability | 1 | 1 | 11% | 1 | 1 | | 1 | | 1 | | 1 | | | | |
| Tax Assessments/Property Taxes | 3 | 7 | 78% | 1 | 1 | 1 | | | 1 | | | | | | |
| Transparency | 1 | 7 | 78% | 1 | 1 | | 1 | 2 | | 1 | | | | | |
| Water Infrastructure | 4 | 5 | 56% | 2 | 1 | | | 2 | 1 | | 1 | | 1 | 4 | |
| ADDITIONAL PRIORITIES | | | | | | | | | | | | | | | |
| Community Focused - Needs of Residents | | 5 | 56% | | | | | | | | | | | | |
| Improve Communication with Residents | | 5 | 56% | | | | | | | | | | | | |
| Jobs for Residents | | 5 | 56% | | | | | | | | | | | | |

*City Charter Sec. 4-114. **Ordinances and Resolutions in General.** In accordance with state law, an ordinance shall be enacted to produce a permanent rule for the conduct of government, while a resolution shall be adopted to express a determination, to direct a particular action, or to approve a singular event.

ORGANIZING THE LEGISLATIVE PRIORITIES

21 of the 75 priorities are organized as described below to support prioritizing, coordinating, leveraging, and optimizing work on the legislative agenda:

- Top 4
- Leading 8
- Plus 3

What does “Top 4” mean?

As previously shared, each Council office identified its top 4 priorities, which when compiled, resulted in a total of 18 priorities for the Council as a whole. These priorities, for discussion purposes only, are referred to as the “Top 4.”

What do we mean by “Leading 8”?

There was a need for the Council to have a sense of which of the 18 priorities were receiving the greatest focus across the Council as a whole. The priorities were reviewed to determine the number of offices working on each of the priorities. The results revealed that there are seven priorities with between 44%-78% of Council offices working on them, and one priority that 100% of Council offices are working on, affordable housing. These eight priorities represent the highest opportunities for collaborative work on legislative actions across the Council. These priorities, for discussion purposes only, are referred to as the “Leading 8.”

What about the “PLUS 3”?

The analysis of the complete list of 75 priorities revealed that there are three priorities being worked on by 56% of Council offices that fall outside of the list of 18 priorities. These three priorities were lifted up to give the Council a sense of which of the remaining priorities are also receiving high focus by their offices. The “community/resident needs” and “improved communications with residents” priorities are likely embedded or implied in most, if not all, of the top 18 priorities, and can be addressed simultaneously in most cases, without requiring separate actions. The “jobs for residents” priority on the other hand requires further analysis to identify the direct and indirect correlation with other priorities.

| LEGISLATIVE PRIORITIES | TOP 4 | LEADING 8 | PLUS 3 |
|---|----------|--------------|-----------|
| Accountability | X | X | |
| Affordable Housing | X | X | |
| Equitable Development | X | X | |
| Public Safety | X | X | |
| Seniors | X | X | |
| Tax Assessments/Property Taxes | X | X | |
| Transparency | X | X | |
| Water Infrastructure | X | X | |
| Economic Development | X | | |
| Environmental Impact of Industry on Residents | X | | |
| Environmental Justice | X | | |
| Generational Wealth | X | | |
| Guaranteed Income | X | | |

| LEGISLATIVE PRIORITIES | TOP 4 | LEADING 8 | PLUS 3 |
|---|----------|--------------|-----------|
| Gun Reform (Federal/State) | X | | |
| Gun Violence Prevention | X | | |
| Marijuana Reform | X | | |
| Reparations | X | | |
| Sustainability | X | | |
| Community Focused - Needs of Residents | | | X |
| Improve Communication with Residents | | | X |
| Jobs for Residents | | | X |
| Airport Investment: Tunnel Reopening 6 Mile | | | |
| Baby Bonds | | | |
| Blight | | | |
| Brightmoor | | | |
| Cariol's Law | | | |
| City Expenditures: Prioritize Inclusion and Equity for Detroiters | | | |
| City Parks and Recreation (Increased Support) | | | |
| Community Education on Government Issues and How it Functions | | | |
| Contracting (Responsible Contracting) | | | |
| Council Proceedings (Modernize), Encourage more Resident Participation | | | |
| Culture | | | |
| Disability Rights | | | |
| Evictions/Right to Counsel | | | |
| Fiscal Responsibility/Stability | | | |
| Financial Review Commission (FRC) Process Barriers | | | |
| Government Relations: Better Working Relationship with other Governing Bodies | | | |
| Historic Preservation | | | |
| Home Ownership | | | |
| Homelessness | | | |
| Homes (Scattered Homes) | | | |
| Immigrant Rights | | | |
| Infrastructure Investment | | | |
| LGBTQ+ Rights | | | |
| Local Regulation (Allow Cities to Regulate) | | | |
| Marijuana Licensing Ordinance | | | |
| Museums Funded | | | |
| Neighborhood Improvements and Beautification | | | |
| Neighborhoods Stabilized | | | |
| Participatory Budgeting | | | |
| Planning and Economic Development: Uniform Requirements for Developers | | | |
| Population Growth | | | |
| Port Control (Regain Control of the Port) | | | |
| Poverty | | | |

| LEGISLATIVE PRIORITIES | TOP 4 | LEADING 8 | PLUS 3 |
|---|----------|--------------|-----------|
| Quality of Life-Improving Results (Work Diligently with Fellow Council Members, LPD, the Administration and Residents to Deliver) | | | |
| Returning Citizens (Successful Returning Citizens) | | | |
| Revenues (Increasing) | | | |
| Senior Recreation | | | |
| Sewer Infrastructure Improvement | | | |
| Small Businesses Support | | | |
| Sustainability: Mobility Ordinance (Scooters) | | | |
| Tax Exemptions | | | |
| Transportation | | | |
| Transportation Innovation Zone | | | |
| Tree Trimming (Residential) | | | |
| True Representation as an Elected Official | | | |
| Violence (Gun) | | | |
| Violence (Root Causes of) | | | |
| Water Affordable | | | |
| Wealth Generation | | | |
| Workers' Rights | | | |
| Workforce Development | | | |
| Youth Recreation | | | |
| Zero Tolerance – Corruption | | | |

PLANNED ACTIVITIES DEFERRED TO POST-RETREAT WORK SESSIONS

In addition to reviewing and refining the list of priorities based on past, current, and planned work, activities for building competencies to develop the legislative agenda included:

- Using the priorities to select diverse legislative actions
- Determining where the work occurs and managing the work system to advance work on the priorities
- Analyzing budget implications

Due to time constraints, these activities were not completed during the retreat. These activities will be completed in the post-retreat work sessions with each individual Council office separately and among Council staff.

An additional activity that time did not permit was a review of the crosswalk of eleven housing actions in the 2023-2024 Budget Resolution with the priorities. A training document was provided during the priorities review activity so Council Members and staff have the information for use prior to the post-retreat sessions. A link to the document can be found on page 25 of this report.

See the “Summary of Recommended Actions” on pages 20-24 of this report for actions related to the priorities.

ADDITIONAL OBSERVATIONS ABOUT THE PRIORITIES

After reviewing the 18 priorities, Council Members, staff, and other retreat participants voiced a few noteworthy observations:

- all priorities are quality of life issues
- there is both diversity and overlap in priorities
- there is no choice but to take a city-wide focus
- public safety should be ranked higher
- priorities could be aligned with implementation of the CDBG (interdependency)
- the leading priority, housing, does not align with CDBG
- Council Members are figuring out how to lead systemic change

See the “Summary of Recommended Actions” on pages 20-24 of this report for additional actions.

See the “Retreat Resources List” on page 25 of this report for links to legislative priorities working documents.

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CONVERSATION HUDDLES

The power of conversation huddles lies in the highly interactive design that creates an atmosphere that fosters development of the intersectionality of attitudes, knowledge, skills, and activities necessary for successful development and implementation of the Legislative Agenda.

The Council Members huddles focused on “Unleashing the Power and Potential of Legislative Unity” which directly aligned with the primary retreat aim. These huddles were facilitated by Rev. Larry Simmons and supported by LPD leaders and staff, and the lead facilitator of the Doers team. A curated set of experiential activities gave Council Members the opportunity to try on interpersonal communication techniques.

The Council staff huddles were organized in two groups, the Chiefs of Staff huddle, and the Council staff and agency representative huddle, both focused on “Internal Workings of the Council.” These huddles were facilitated by two members of the Doers facilitation team.

Key takeaways and recommended actions:

| | Take-aways | Actions |
|---|------------|---------|
| There is a connectedness within the Council that represents opportunity for impacting Detroit’s future | X | |
| Seemingly trivial acts can combine to create history and impact for Detroit; consistent, unified, cohesive action builds power, has impact and can lead to historical change; every win matters, small or big | X | |
| Feelings matter, acknowledge them and use them constructively | X | |
| Greater trust is needed. Trust building is essential to achieving Council cohesiveness, unity, and working agreeably to develop legislative actions for the priorities | X | |
| Every issue affects residents | X | |
| Not everyone looks at policy the same way | X | |
| “Common Ground” is needed | X | |
| Acting as “One Council” requires trust, good cooperation, better communication, and working together | X | |
| Council has a lot of responsibility and outside pressures influence policy and Council actions | X | |
| Find a way to slow things down and be part of solutions on the front end | X | |
| The budget can be used to create alignment | X | |
| Whether we agree or disagree the dialogue should not stop | X | |
| LPD and CPC are great resources, and they have institutional knowledge and can give historical reference points. Call on them! | X | |
| Huddle in-place at work for a half-day per quarter for a facilitated coaching session to engage in activities to become more unified, agreeable, and cohesive | | X |
| Formally adopt select principles from the tools provided by Rev. Simmons to reinforce development of interpersonal communication skills and trust building. Adapt the principles as needed to make them suitable for Council culture and for operating within constraints such as the Charter and Council rules | | X |
| Read selections and tips from the book “Switch: How to Change Things When Change is Hard,” by Chip Heath & Dan Heath. The book offers insights on how to get people to start behaving in a new way to make societal changes. Invest in two copies of the book for each Council office, one for each Council Member, and one to be shared by their staff | | X |
| Use change management techniques from the book “Switch,” as well as other sources, to inform development of legislative actions that address the legislative priorities | | X |

| | Take-aways | Actions |
|--|------------|---------|
| <ul style="list-style-type: none"> • Incorporate activities in quarterly coaching sessions to continue building competency • practice using the techniques when working with Chiefs of Staff on legislative priorities and actions • Chiefs of Staff extend the practice to seize or create opportunities for collaborative action across offices <p>These activities are:</p> <ul style="list-style-type: none"> • Professional development • Council development • Team building | | |
| <p>The Chiefs of Staff working group should review retreat huddle notes and select actions that can be implemented to improve internal workings</p> <ul style="list-style-type: none"> • Create a work plan for executing actions • Share selected actions and the work plan with Council Members. Use Council Members feedback to refine the actions and work plans. | | X |
| <p>Dedicate one Chief of Staff working group meeting per quarter to review progress and to synergize work across legislative priorities and actions</p> | | X |
| <p>Encourage staff to include “Lean Six Sigma” training in their current individual development plans. Benefits include increased competencies and capacity:</p> <ul style="list-style-type: none"> • to develop official problem statements for legislative priorities • to improve participation and execution • to design and implement legislative actions • to improve the effectiveness and efficiency of office operations • to implement the legislative agenda development process | | X |
| <p>Review funding sources/appropriations: HUD, DHC, WC3, TAUB</p> <ul style="list-style-type: none"> • Identify opportunities to fund legislative priorities and actions | | X |

See the “Summary of Recommended Actions” on page 20-24 of this report for additional actions.

See the “Retreat Resources List” on page 25 of this report for links to huddle working documents.

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RECOMMENDED ACTION: LEGISLATIVE AGENDA DEVELOPMENT PROCESS

It is recommended that a formal process for managing development of the be adopted by the through a Council rule. The process will include activities like those listed in the table below. The activities are, by design, complementary to the practices and processes performed by the Legislative Policy Division, which supports the Council. The process will be developed during post-retreat work sessions.

| | Recommended Legislative Agenda Development Process Activities |
|------------|--|
| Ongoing | <ul style="list-style-type: none"> Implement legislative priorities and actions <ul style="list-style-type: none"> Council's priorities Budget resolution (resolved) |
| July-Sept. | <ul style="list-style-type: none"> Review monthly financial reports to get an overview of the general fund (budget to actual) Communicate with the Mayor & the administration about legislative agenda priorities, actions, and proposed funding requests Seek budget amendments as necessary |
| Sept. | <ul style="list-style-type: none"> Attend Revenue Estimating Conference and identify opportunities to fund actions |
| | <ul style="list-style-type: none"> Review Legislative Policy Division (LPD) Year End Budget Resolution Review Report and identify opportunities to fund actions |
| Sept.-Oct. | <ul style="list-style-type: none"> Attend public budget meetings to find opportunities to fund existing priorities and actions, and to identify new actions |
| Oct. | <ul style="list-style-type: none"> Facilitated review of LPD district priorities report by Chiefs of Staff Refine legislative priorities and actions based on community feedback |
| Nov.-Feb. | <ul style="list-style-type: none"> Review LPD and administration "District Community Budget Priorities Virtual Forum" reports to identify community priorities and identify opportunities to advance new and/or existing legislative priorities and actions <ul style="list-style-type: none"> Note changes in community priorities year over year (individual districts and city-wide) Refine legislative priorities and actions based on community feedback Consider LPD recommendations such as aligning priorities with budgetary allocations Communicate with Mayor & the administration about budget proposals and impact on legislative priorities, actions, and proposed funding requests Develop "draft" closing resolution based on budget proposals <ul style="list-style-type: none"> Identify sources to fund new or existing legislative and administrative actions (resolved) Identify aspirational actions (whereas) Consider legislative priorities and actions during CDBG deliberations; seek opportunities to forward legislative priorities and actions through work of community groups |
| Feb. | <ul style="list-style-type: none"> Update "draft" closing resolution Refine legislative priorities and "actions" |
| Mar. | <ul style="list-style-type: none"> Review and refine Executive Session spreadsheet Review proposed budget and Mayor's priorities Review Section A to gain global budget overview |

| Recommended Legislative Agenda Development Process Activities | |
|---|--|
| | <ul style="list-style-type: none"> Review Section B Agency narratives Review 4-year financial plan Review LPD Closing Resolution Status Report |
| Mar.-Apr. | <ul style="list-style-type: none"> Review LPD’s budget dailies prior to the budget hearings; identify appropriation changes Put budgets or issues into Executive Session for further deliberation, to obtain more information, and for development of closing resolution Update “draft” closing resolution Refine legislative priorities and “actions” Review and refine Executive Session Spreadsheet Work with LPD Fiscal to identify funds for legislative priorities and actions – one time change, recurring change Identify items to include in closing resolutions (whereas) |
| Apr. | <ul style="list-style-type: none"> Review Schedule A (Council’s changes to proposed CDBG/NOF budgets) Review Schedule B (Council’s changes to proposed general fund budget) Finalize Closing Resolution |

It is also recommended that the Chiefs of Staff be granted authority by the Council to assume responsibility for the following tasks:

- 1) collectively reviewing and refining the proposed legislative agenda development process,
- 2) collaborating with Council to refine and approve the process, and
- 3) managing, monitoring, and enhancing the implementation of the process.

This recommendation will be further explored during the post-retreat work sessions.

It is further recommended that the activities of the legislative agenda development process be aligned with the Council’s calendar, and with the budget calendar. The table below illustrates what that alignment might look like.

| | Budget Activities & Calendar 2024-2025 | Council Activities & Calendar 2024-2025 | Legislative Agenda Development Process Activities & Calendar |
|---------------------|--|---|---|
| July | Fiscal Year Begins | | |
| July – Sept. | Changes to the budget initiated by the Mayor | Conduct training sessions to develop pre-committee process for bringing legislative work into committee | Implement Legislative Priorities and Actions <ul style="list-style-type: none"> Council’s priorities Budget resolution (resolved) |

| | Budget Activities & Calendar 2024-2025 | Council Activities & Calendar 2024-2025 | Legislative Agenda Development Process Activities & Calendar |
|--------------------|--|--|---|
| | | <ul style="list-style-type: none"> Review notes from 2022 retreat activity Allocate 1-2 one-hour work sessions <p>Host annual training retreat</p> <ul style="list-style-type: none"> Prior to summer recess <p>Summer Recess (July 31 – September 2)</p> | <p>Review monthly financial report to get overview of general fund (budget to actual)</p> <p>Communicate with Mayor & Administration about priorities, actions, and proposed funding requests</p> <p>Seek budget amendments</p> |
| Sept | Budget Kickoff | | |
| Sept | Revenue Estimating Conference <ul style="list-style-type: none"> 2nd or 3rd week of September Status of Revenues; Growth or Decline | Conduct post retreat work sessions | Attend Revenue Estimating Conference and identify opportunities to fund actions |
| Sept | NEW – LPD Year End Budget Resolution Review Report <ul style="list-style-type: none"> 4th week | | Review LPD Year End Budget Resolution Review report and identify opportunities to fund actions |
| Sept – Oct | Annual Public Budget Meetings <ul style="list-style-type: none"> Designated Department updates on status in current year Mandated by Community Outreach Ordinance | Attend Congressional Black Caucus Annual Legislative Conference (Sept. 20-24) | Attend Public Budget Meetings to listen opportunities to fund existing priorities and actions, and to identify new actions |
| Oct | District Priorities Forum <ul style="list-style-type: none"> Hosted in every district Community Engagement to give citizens opportunity to share priorities on what they want to see LPD and Adm. both observe and create Community Priorities report to fulfill | Attend Community Budget Priority Meetings | Facilitated review of LPD district priorities report by Chiefs of Staff Refine legislative priorities and actions based on community feedback |
| Nov. – Feb. | LPD Community Outreach Ordinance – District Community Budget Priorities Virtual Forum Report <ul style="list-style-type: none"> LPD develops report of the community engagement from the | November Recess (27-30; 28 Thanksgiving) December Recess (Month 1-31) | Review LPD and administration “District Community Budget Priorities Virtual Forum” reports to identify community priorities and identify opportunities to advance new or existing legislative priorities and actions |

| | Budget Activities & Calendar 2024-2025 | Council Activities & Calendar 2024-2025 | Legislative Agenda Development Process Activities & Calendar |
|-------------|---|---|--|
| | <p>City-wide Community Budget Priorities Forum</p> <p>Administration report to City Council detailing itemized citizen concerns and proposed method to address the concerns</p> <ul style="list-style-type: none"> Administration develops report of the community engagement from the City-wide Community Budget Priorities Forum <p>Budget Preparation</p> <ul style="list-style-type: none"> Budget proposals submitted (Nov – Dec) Fit budget proposals within available revenues and consider citizen priorities <p>Jan – Feb.</p> <ul style="list-style-type: none"> Deliberate on CDBG Identify funds to allocate to community groups | <p>January Recess (Week 1-7)</p> | <ul style="list-style-type: none"> Note changes in community priorities year over year (Individual districts; city-wide) Refine legislative priorities and actions based on community feedback Consider LPD recommendations such as aligning priorities with budgetary allocations <p>Communicate with Mayor & the administration about budget proposals and impact on legislative priorities, actions, and proposed funding requests</p> <p>Develop “draft” closing resolution based on budget proposals</p> <ul style="list-style-type: none"> Identify sources to fund new or existing legislative and administrative actions (resolved) Identify aspirational actions (whereas) <p>Consider legislative priorities and actions during CDBG deliberations; seek opportunities to forward legislative priorities and actions through work of community groups</p> |
| Feb. | <p>Revenue Estimating Conference</p> <ul style="list-style-type: none"> 2nd week of Feb. Used to develop budget for next fiscal year Mayor works with the CFO and Budget department | <p>CDBG/NOF Overview</p> <p>CDBG/NOF Deliberations</p> <p>CDBG/NOF vote</p> | <p>Update “draft” closing resolution</p> <p>Refine legislative priorities and “actions”</p> |
| Mar. | <p>Mayor proposes budget</p> <ul style="list-style-type: none"> Budget priorities <p>Mayor presents 4-year financial plan</p> <p>Closing Resolution Status Report</p> | | <p>Review and refine Executive Session spreadsheet</p> <p>Review proposed budget and Mayor’s priorities</p> <p>Review Section A to gain global budget overview</p> |

| | Budget Activities & Calendar 2024-2025 | Council Activities & Calendar 2024-2025 | Legislative Agenda Development Process Activities & Calendar |
|--------------------|---|--|---|
| | | | <p>Review Section B Agency narratives</p> <p>Review 4-year financial plan</p> <p>Review LPD Closing Resolution Status Report</p> |
| Mar. – Apr. | <p>City Council Budget Hearings</p> <ul style="list-style-type: none"> • 3/11 to 4/1 • LPD generates “budget dailies” – major appropriation amount changes from current year’s budget to proposed budget • Auditor General’s office prepares some budget analyses <p>Public Hearing on the budget</p> <ul style="list-style-type: none"> • 4/1 5pm <p>Executive Session</p> <ul style="list-style-type: none"> • 4/2 - 4/8 • LPD Executive Session Spreadsheet • LPD prepares Schedule B (Appropriation Changes) <p>Develop Closing Resolution</p> | <p>Assign staff to attend budget hearings for Departments where fund</p> <p>Recess (last week)</p> | <p>Review LPD’s budget dailies prior to the budget hearings; identify appropriation changes</p> <p>Put budgets or issues into Executive Session for further deliberation, to obtain more information, and for development of closing resolution</p> <p>Update “draft” closing resolution</p> <p>Refine legislative priorities and actions</p> <p>Review and refine Executive Session Spreadsheet</p> <p>Work with LPD Fiscal to identify funds for legislative priorities and actions – one time change, recurring change</p> <p>Identify items to include in closing resolutions (whereas)</p> |
| Apr. | <p>City Council Adopts Budget</p> <ul style="list-style-type: none"> • 4/8 Vote • Review/Refine schedules: Schedule A, Schedule B, Compensation schedule • Closing Resolution | | <p>Review Schedule A (Council’s changes to proposed CDBG/NOF budgets)</p> <p>Review Schedule B (Council’s changes to proposed general fund budget)</p> <p>Finalize Closing Resolution</p> |
| May - June | | Mackinac Policy Conference (May) | |

RECOMMENDED ACTIONS SUMMARY

Recommended actions appear in several sections throughout the report. This table is a summary of all the actions recommended in this report.

| Retreat planning & implementation | Recommended Actions/Activities |
|-----------------------------------|---|
| Retreat Design | <p>Conduct facilitated work sessions with each Council office prior to the retreat to prepare for retreat engagement</p> <p>Note: The design of the 2022 retreat included these activities; this work served to inform retreat design and design of activities, and helped to establish shared expectations for the retreat</p> |
| Team Building Activities | Co-design one team building activity that will be co-facilitated by the Council Members and one that will be co-facilitated by the Chiefs of Staff |
| Experiential Workshops | Conduct 2-3 workshops targeted on one of the legislative priorities that 4 or more Council offices are working on |
| | <p>To facilitate immediate transfer and translation of the workshop learnings conduct a facilitated practice activity to develop legislative actions for the priority addressed in the workshops</p> <p>Note: This activity may replace one or both of the huddle conversation sessions</p> |
| Post Retreat Work Sessions | <p>One of the recommendations made during the retreats was to engage in a short series of legislative agenda activities post retreat to facilitate moving from experiential education at the retreat to experiential education at work</p> <p>The first of three sessions was conducted within a month of the retreat, and the remaining sessions were to be scheduled based on facilitator and Council office's availability</p> |

| Retreat Educational Activities | Recommended Actions/Activities |
|--------------------------------|--|
| Participant Agreements | Adapt and adopt the participant agreements for use in meetings (excludes formal and committee sessions which are governed by Council rules) |
| Team Building Activities | Do the "Point the Finger" team building activity to jump start meetings and set the tone for working together; "practice makes perfect (better)" |
| Housing Workshops | <p>Chiefs of Staff review integrated speaker notes to identify learnings that can inform development of draft housing strategies and actions</p> <ul style="list-style-type: none"> • Arrange follow-up conversations with speakers to ask clarification questions • Share proposed strategies and actions with Council Members* • Refine housing strategies, priorities and actions based on Council feedback <p>*Council Members assess what additional housing education/training would benefit them and their staff</p> |

| Retreat Educational Activities | Recommended Actions/Activities |
|--------------------------------|--|
| | <p>During ongoing engagement with constituents elicit their needs and perspectives on housing; evaluate needs, perspectives, trends and use learnings to inform Council housing strategies and legislative actions</p> <ul style="list-style-type: none"> • Lived experiences as homeowners and renters <ul style="list-style-type: none"> ○ Connection to places and people ○ desired, undesired, undesirable conditions • Preferences and neighborhood demand; quality of life indicators <ul style="list-style-type: none"> ○ How much housing is needed/desired (supply/demand) ○ Types of housing; including topologies ○ Housing design aesthetics (architectural standards) ○ Types of occupants (owners, renters) ○ Not in my backyard (NIMBY) ○ Others • Community partnerships with developers • Interest and applicability of community land trusts, neighborhood enterprise zones, neighborhood TIFS • Community benefits desired from housing developments; Added value to the community |
| | <p>Conduct an analysis of all current City housing strategies and programs, and Neighborhood studies/plans to identify:</p> <ul style="list-style-type: none"> • Gaps (unaddressed areas) • Under- and over-utilization • Improvement opportunities (weak, complex, broken, bottlenecks, etc.) • Potential legislative actions |
| | <p>Conduct a city-wide housing analysis and develop a portfolio of housing development scenarios for Detroit</p> <ul style="list-style-type: none"> • Use results to develop core requirements for housing development across Detroit <ul style="list-style-type: none"> ○ Core requirements include land, construction costs, design, fees, (?) • Use core requirements to create a portfolio of housing development scenarios for diverse locations in Detroit • Potential resource: Center for Community Progress |
| | <p>Conduct a benchmarking study to identify polices, practices, and programs in other cities that may be suitable for meeting Detroit’s housing needs</p> |
| | <p>Develop a process for conducting Council-Developer exploratory dialogues during pre-planning phase of proposed developments Note: Look at BSEED’s preliminary plan review process</p> |
| | <p>Develop a process for creating and sustaining alignment between Council’s housing priorities and actions, City housing strategies and programs, and DEGC’s decision-making criteria and processes Aim to improve development project approval rate</p> |
| | <p>Identify and analyze “hot spots” for evictions; use information to inform development of housing strategies and actions</p> |

| Retreat Educational Activities | Recommended Actions/Activities |
|---|--|
| <p>Huddles: Council Unleashing the Power & Potential of Legislative Unity</p> | <p>Huddle in-place at a designated time each quarter for a facilitated coaching session to engage in activities to continue building capacity to act as a unified, agreeable, and cohesive Council Note: This practice would be a pre-conference activity and replace the conference Council Member huddles</p> |
| | <p>Formally adopt select principles from the tools provided by Rev. Simmons to reinforce development of interpersonal communication skills and trust building</p> <ul style="list-style-type: none"> Adapt principles as needed to make them suitable for Council culture and for operating within constraints (Charter, Council rules) |
| | <p>Read selections and tips from the book “Switch: How to Change Things When Change is Hard” by Chip Heath & Dan Heath; the book offers insights on how to get people to start behaving in a new way to make societal changes</p> <ul style="list-style-type: none"> Invest in two copies of the book for each Council office (1 for Council Members, 1 shared by Council staff) |
| | <p>Use change management techniques from the book “Switch” (and other sources) to inform development of legislative actions to address legislative priorities</p> <ul style="list-style-type: none"> Incorporate activities in quarterly coaching sessions to continue building competency Practice using the techniques when working with Chiefs of Staff on legislative priorities and actions activities Chiefs of Staff extend the practice to seize or create opportunities for collaborative action across offices <p>These activities are:</p> <ul style="list-style-type: none"> Professional development Council development Team building |
| <p>Huddles: Chiefs of Staff Huddles: Staff and Agency Representatives</p> | <p>Chiefs of Staff working group reviews retreat huddle notes and select actions to implement to improve internal workings</p> <ul style="list-style-type: none"> Create a work plan for executing actions Share actions and work plan with Council Members and incorporate their feedback to refine actions and work plans <p>Sustain regularly scheduled Chiefs of Staff meetings (staff working group) to:</p> <ul style="list-style-type: none"> Build and sustain “Common Ground” Bridge and coordinate work across Council offices <ul style="list-style-type: none"> create and sustain communication loops; walk the halls Support taking city-wide approaches facilitate discussions before public hearings and Council action; look at pros, cons, tradeoffs Monitor progress Identify the right people to talk to when information is needed Identify points of agreement and disagreement on legislative priorities and actions |

| Retreat Educational Activities | Recommended Actions/Activities |
|--------------------------------|--|
| | <ul style="list-style-type: none"> ○ Develop approaches to leverage and optimize agreements ○ Develop techniques for keeping dialog going when disagreement persist ● Bring in others, internal and external, to support the work ● Support Council Members in finishing the work |
| | Dedicate one Chief of Staff working group meeting per quarter to review progress and to synergize work across legislative priorities and actions |
| | <p>Define and establish “common ground”</p> <p>Use common ground to co-create a coordinated city-wide approach to the legislative agenda priorities and actions</p> |
| | <p>Encourage staff to include “Lean Six Sigma” training in their current individual development plans. Benefits include increased competencies and capacity:</p> <ul style="list-style-type: none"> ● To develop official problem statements for legislative priorities ● To improve participation and execution ● To design and implement legislative actions ● To improve the effectiveness and efficiency of office operations ● To implement the legislative agenda development process |
| | Review funding sources/appropriations: HUD, DHC, WC3, TAUB to identify opportunities to fund legislative priorities and actions |
| Legislative Agenda priorities | <p>Formally adopt the legislative agenda as represented by the 18 priorities (collective top four priorities =18 priorities total)</p> <ul style="list-style-type: none"> ● Note: Verification of priorities was received from each Council office during retreat; Refine priorities if needed |
| | <p>Select diverse types of legislative actions based on the legislative priorities</p> <ul style="list-style-type: none"> ● Determine where the work will occur ● Manage work systems to advance work on the priorities ● Analyze budget implications |
| | Review the eleven (11) housing actions in the 2023-2024 Budget Resolution; Determine current status of actions; Determine whether each of the actions needs to remain as is, be modified, be eliminated, or be replaced |
| | <p>Create a “systems map” of the legislative priorities to make existing and potential connections between priorities visible</p> <ul style="list-style-type: none"> ● Cluster “like or related” priorities ● Identify “interdependencies” between priorities and order priorities sequentially ● Identify “collaborative” opportunities <p>Refer to work performed during the retreat</p> <p>Note: Doers Edge will provide an example</p> |

| Retreat Educational Activities | Recommended Actions/Activities |
|---|---|
| | <p>Create housing actions for the Affordable Housing priority based on:</p> <ul style="list-style-type: none"> • Review housing actions in 2023-2024 closing resolution; decide if to keep/discard, continue/cease, refine/keep as is • Apply learnings from the retreat housing workshops to develop strategies and to create and/or refine housing actions |
| | <p>Review all legislative priorities and identify opportunities to work collaboratively to develop and implement actions</p> |
| | <p>Develop strategies to optimize and leverage execution of legislative actions</p> <ul style="list-style-type: none"> • Use activities of the Legislative Agenda Development Process to inform strategies |
| | <p>Develop and adopt an integrated calendar of activities to support implementation of the legislative priorities and actions</p> <ul style="list-style-type: none"> • Budget calendar • Council calendar • Legislative agenda development process calendar |
| <p>Legislative Agenda Development Process</p> | <p>Develop a formal process for managing development of the Legislative Agenda and adopt the process through a Council rule</p> <ul style="list-style-type: none"> • The process will consist of activities that are performed annually • Adopting the process by Council rule will ensure that developing a legislative agenda remains a priority of the City Council • The table on pages 15 – 16 contains a list of proposed process activities <p>Align the process activities with Council calendar activities and the budget calendar activities</p> <ul style="list-style-type: none"> • The table on pages 16-19 provides a calendar view of the activities. <p>Per Sec. 4-105 Rules and Journal of the Detroit City Charter – The City Council shall determine its own rules and order of business</p> |
| | <p>Grant Chief’s of Staff authority and responsibilities for:</p> <ul style="list-style-type: none"> • Collectively reviewing and refining the proposed legislative agenda development process • Working with Council Members to refine and approve the process • Managing, monitoring, and improving implementation of the process |
| | <p>Launch the use of the legislative agenda development process by collaboratively developing actions for two (2) priorities: Affordable housing and Water infrastructure</p> <ul style="list-style-type: none"> • 100% of Council offices are working on housing • 56% of Council offices are working on water infrastructure <p>Successfully developing and implementing legislative actions on these two priorities would be important wins for Detroit, its residents, and this Council</p> |

Retreat resources list

| Filename |
|--|
| Legislative Policy Agenda (LPA) - Priorities review activity handout |
| 2023 Budget Resolution Worksheet – Housing Actions |
| Housing Workshop Speaker Kilpatrick’s Bio and Presentation <ul style="list-style-type: none"> • Policy Analysis for Affordability • Ryan S Kilpatrick Bio1; Ryan S Kilpatrick Bio1 |
| Housing Workshop speaker Dewar’s Bio and Presentation <ul style="list-style-type: none"> • LPDretreat10-25-23Dewar • CV2922Dewar (002) |
| Housing Workshop speaker The READ Group’s Bios and Presentation <ul style="list-style-type: none"> • City Council Retreat - READ Presentation • Bio - Chase L. Cantrell (002) • Anthony Askew Bio • Tekton Development - Overview and Pipeline.v.2023-02-20; Tekton Development Corporate Overview.v.2023-10 |
| Facilitator Rev. Larry Simmions’ Bio and handouts <ul style="list-style-type: none"> • Handouts – Meeting Norms, Simmons Prelim Seven, Communication List • Harvard Business Review: 15 steps for successful strategic alliances (and marriages) • Bio Rev Larry Simmons 2023 |
| Doers Facilitation Team Bio and Presentation <ul style="list-style-type: none"> • Detroit City Council 2023 Training Retreat - Doers Edge - Master Deck 102423 FINAL Rv • Doers Edge Facilitation Team Bio - 102223 FINAL |

The 2023 Legislative Retreat was successfully completed and adjourned on Friday, October 27, 2023.

We did it!!!



Legislative
Agenda
Development
Process

*A unified City Council,
working agreeably and cohesively
to develop and implement a "Legislative Agenda"*

Legislative
Agenda

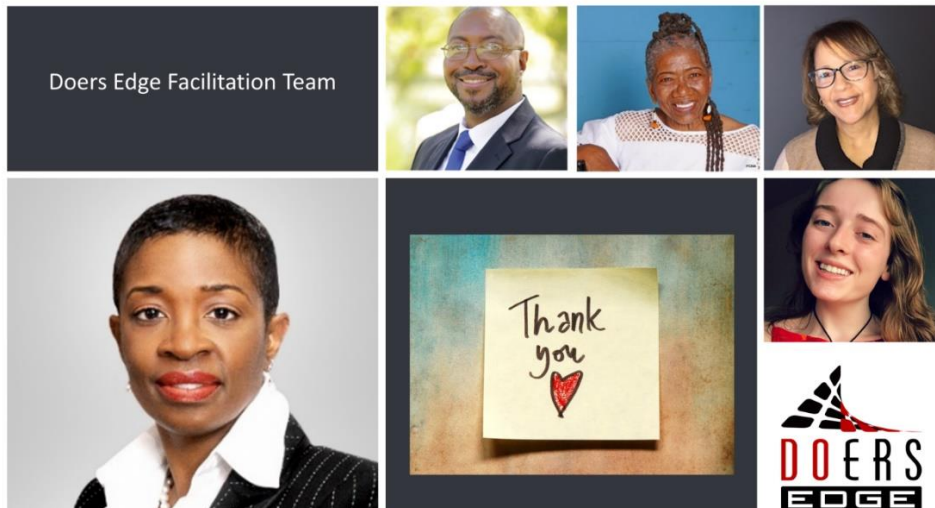
CONTACT INFORMATION

This report and retreat working documents were developed by Doers Edge LLC with input from its retreat facilitation team, and input from the staff of the Legislative Policy Division.

Please contact the Legislative Policy Division and Doers Edge with feedback, questions, and requests regarding both the retreat and the recommended actions.



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