

City of Bellevue, WA

Governing Body Retreat

February 25-27, 2021



A PART OF



The City of Bellevue, Washington, held a Governing Body Retreat February 25-27, 2021. The retreat was planned and facilitated by The Novak Consulting Group, now a part of Raftelis.

Day 1

Introductions & Expectations

The retreat began with the City Council and staff introducing themselves and then sharing their expectations for the retreat.



High Performance Governance

The retreat continued with a workshop by Dr. John Nalbandian titled “High Performance Governance: Bridging the Gap between Political Acceptability and Administrative Sustainability.” John is Professor Emeritus from the University of Kansas, which has the number one rated local government specialization in the nation, according to *U. S. News and World Report*. John has a unique perspective on the Council-Staff partnership that comes from teaching hundreds of city managers in his forty-year career at the University of Kansas, as well as serving as a city commissioner and two-term mayor for the City of Lawrence, Kansas.

The following is a graphic summary of the conversation.



Reflections on the Gap

Every issue has its own gaps – some gaps are wide, some are small, some are deep, etc. Bridge-building becomes a different enterprise for each entity. Some bridges are challenging to build, and some don’t connect. When staff brings something to the Council, and the City Manager suggests that the timing isn’t right, the bridge doesn’t connect. Council members have a larger impact on the lives of staff than staff do on the lives of the Council. Staff will debrief on the feelings of Council, but it doesn’t really work the other way.

Reflections on Disruptors and Paths to Reconciliation

To bridge the gap, we must be intentional in following paths to reconciliation, such as creating networked problem-solving structures and community engagement processes. If followed, leadership is able to come together and create a sense of community for all. Disruptive forces include the influence of national politics at the local level, technology and social media, and the increased focus on social issues.

Reflections on the Values of Governance

Four values underpin the concept of democracy: representation/participation, efficiency/professionalism, social equity, and individual rights. It is not possible to have all four values represented optimally at the same time, and often there are conflicts within any single value. However, all of the values are important to building investment in the community and trust in elected officials, and there are other, often unspoken, values at play as well. Who's responsibility is it to speak for these unspoken values?

Reflections on Raising New Issues

Building on the conversation related to giving voice to unspoken values, Council members discussed the existing processes for raising new issues and creating space to have discussions related to emerging Council priorities and community needs.

Day Two

Debriefing the Workshop

Council members were asked to reflect on different aspects of the High Performing Governance workshop and to share their thoughts on what they found to be particularly interesting. Comments are captured in the graphic below.



Debriefing the Cups

Retreat participants watched a short video entitled “Cups and Community Building with Dr. John Nalbandian.”

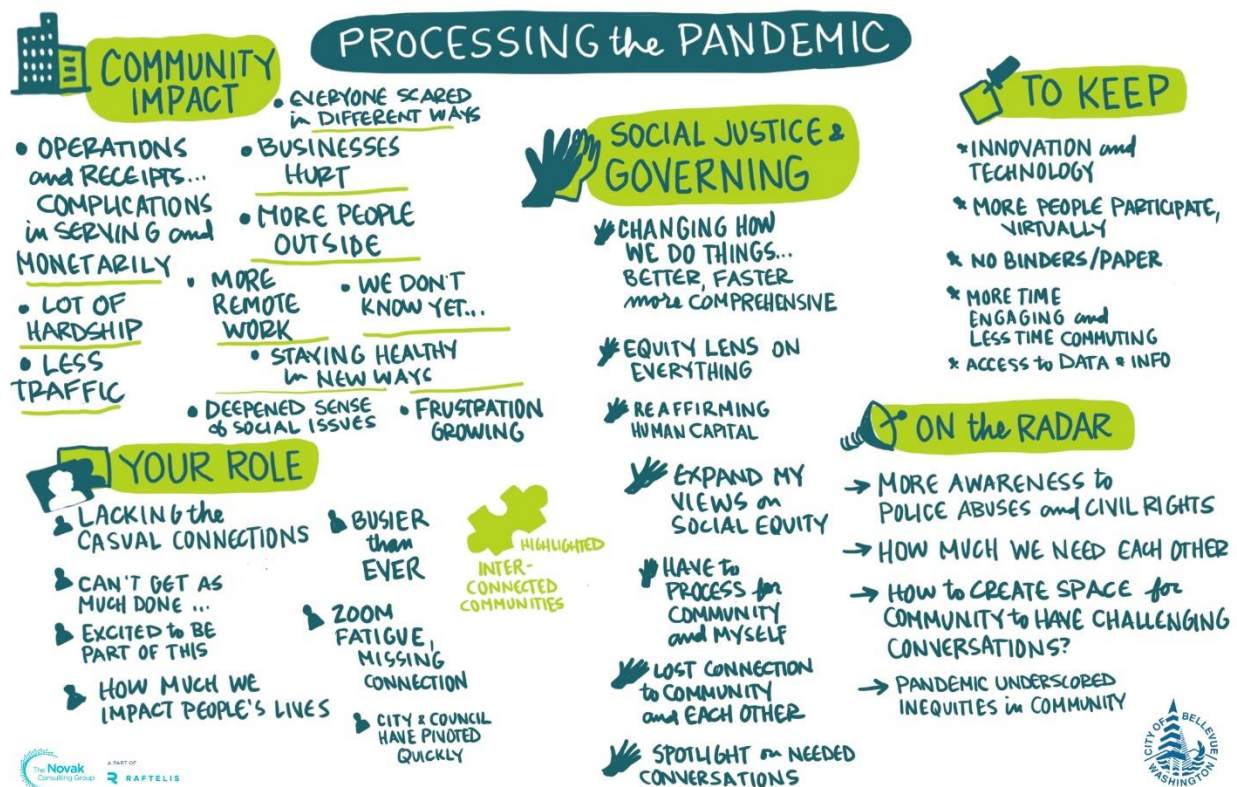


Processing the Pandemic and Protests

The COVID-19 pandemic and subsequent Black Lives Matter (BLM) protests have dramatically altered our world and the context for establishing policy. Participants reflected on how the pandemic and protests have affected the City, the community, and individual views as policymakers. Prompts included the following:

1. How has the COVID-19 pandemic changed the community?
2. How has the pandemic affected how you view your role?
3. How has the COVID-19 environment impacted how you interact with your colleagues? With constituents? With City staff? What has worked? What has been frustrating?
4. How have the social justice protests affected you as a City Council member? Is there anything you are rethinking or reframing that impacts how you govern?
5. What changes have you had to make in the past year that you hope will stay in place even when things return to "normal"?
6. Given all that has happened in the past year, what is on your radar now that was not a concern a year ago?

The following graphic represents Council's reflections.



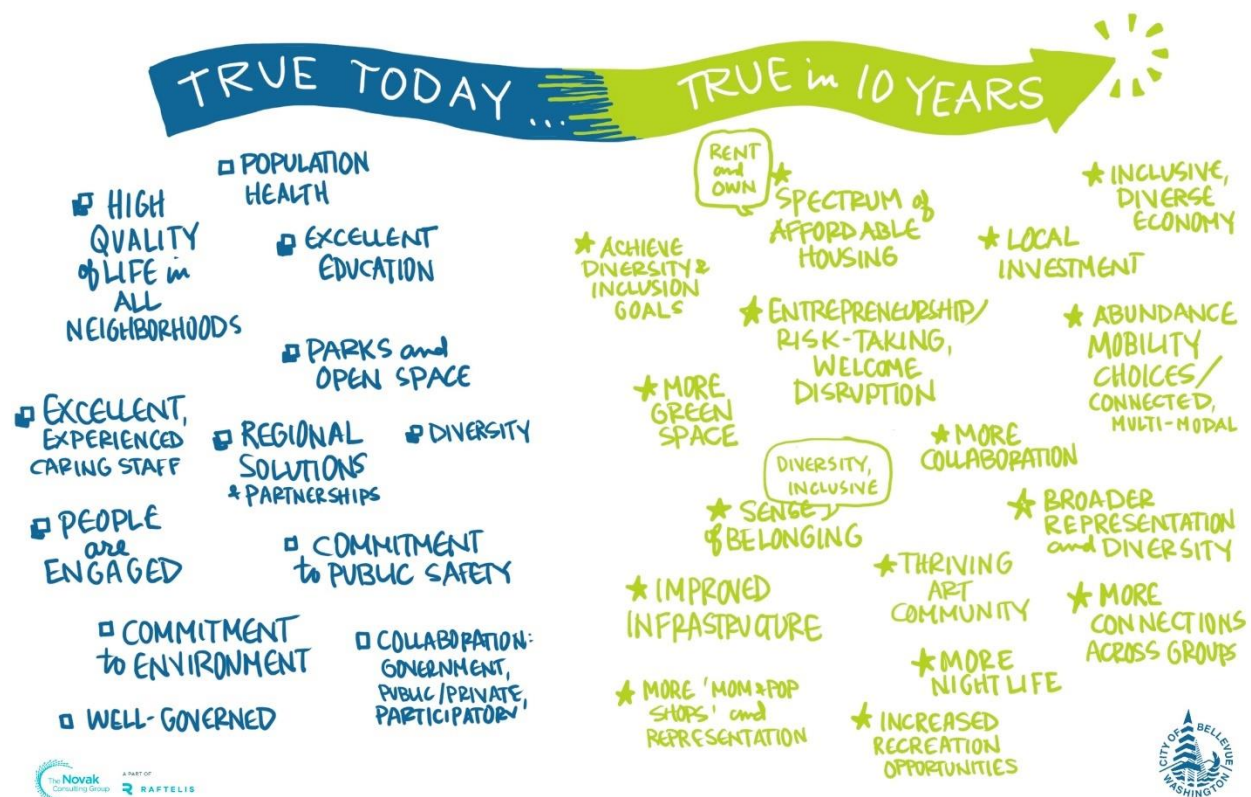
True Today, True in Ten Years

The Council was asked to share their responses to two questions:

- What is **true** about Bellevue today that you **hope** will still be true in ten years?
- What is **not true** about Bellevue today that you **hope** will be true in ten years?

Responses were captured in the following table, as well as the subsequent graphic map.

True Today – still true in Ten Years	<u>Not</u> True today – <u>hope</u> it will be true in Ten Years
<ul style="list-style-type: none"> • High quality of life in all neighborhoods (4) • High rating of community health • Excellent public education (4) • People are very engaged (2) • Abundance of parks and open space (5) • Partnerships with business and non-profit communities • Excellent, experienced, caring staff • Regional solutions and partnerships to common challenges • Business-friendly environment (2) • Commitment to environment (2) • Commitment to diversity (4) • Commitment to public safety (2) • Government in action and collaboration with business community, neighborhoods, other non-profits (2) • Well-run City 	<ul style="list-style-type: none"> • Full spectrum of housing affordability (both rentals and ownership) (5) • Local investment and support of local businesses and start-ups • Inclusive, vibrant economy – more diversity and vibrancy in different ways (2) • Sense of belonging in Bellevue (welcoming, diverse, collaborative, more connections across the community, place for people to age gracefully) (4) • Even more walkable, bikeable, safe (more mobility choices) (4) • Welcome disruption, entrepreneurship, start-up companies, being proactive, developed some risk-taking mentality • Thriving arts community (3) • Increased recreation opportunities • Improved infrastructure (especially transportation) • More green space, hitting existing targets (2) • Achieving goals for diversity and inclusion • Adaptation for 21st century needs (tackle homelessness, inclusion, diversity, forward-thinking) • Broader representation and diversity • Prioritize inclusion in the outreach that we're doing • More night life • More mom and pop shops, more diversity in ownership of mom and pop shops, affordable commercial space • Connectivity across the whole City (2)



Revisiting Bellevue's Vision

Upon reflection, the Council decided to update its vision language, as well as the statements that support each of the vision components. The updated vision language is included below.

**Bellevue welcomes the world.
Our diversity is our strength.
We embrace the future while respecting our past.**

Bellevue is a city of diverse and connected neighborhoods.

All neighborhoods provide communities for residents that are safe and friendly, with gathering places that keep people connected to each other. Housing choices abound. We have many housing types in a range of affordability levels. Bellevue is welcoming, and everyone, from newborn babies to people with decades of life experience, feels a sense of belonging.

Bellevue is a great place for business.

We celebrate innovation and partner with companies to help them achieve success. Entrepreneurs can turn their vision into reality. They have access to capital – human, intellectual, and monetary. We have small mom and pop businesses and world-renowned retailers. We compete with the world and collaborate with global partners.

Education is a core value.

We are well-educated and prepared for life in the 21st century. We are continually striving for improvement. We are creators of the future. Students are prepared to succeed in that future.

We celebrate all aspects of our culture.

We embrace our many diverse cultures through arts, history, business, entertainment, food, community gatherings, and night life. Cross-cultural connections enrich our community and sense of belonging.

We are a “City in a Park.”

Enjoy the tranquility of a wooded trail or a paddle through the Mercer Slough. You can people-watch in an urban plaza, play your favorite sport, or gaze at the shimmering sun on a bright blue lake.

Bellevue is an equitable community.

In Bellevue, we are a diverse and inclusive community where equity is a core value in an inclusive community, free from racism. Everyone is welcome and has opportunities to engage and thrive.

Innovation is an integral part of our community.

We create an environment that embraces and supports innovation in our businesses, schools, and government and deem it crucial to our city's success today and tomorrow.

Environmental sustainability drives our long- and short-term actions.

We create an environment that embraces and supports innovation in our businesses, schools, and government and deem it crucial to our city's success today and tomorrow.

Our elected leaders share these goals and this vision.

Bellevue cares for all people, listens, is accountable to, and engages with all residents and stakeholders. We provide the leadership and strategy needed to fulfill our ambition for excellence. We are leaders and collaborators throughout the region. Bellevue is respected by and respectful of our neighbors.

The future of Bellevue is multi-dimensional, and City government will keep the trust of its residents by...

- Bringing inclusive economic access and opportunities to all
- Providing a high-functioning multi-modal transportation system
- Developing a quality built environment that serves all aspects of our community
- Ensuring exceptional education opportunities for all ages
- Supporting the cultural strengths of our city – arts, heritage, culture, parks, recreation, and community events
- Influencing state and regional politics to help Bellevue advocate for a better quality of life for our residents and region
- Ensuring that residents have enjoyable experiences and access to the goods and services they desire in Bellevue



- ★ Bellevue is a City of Diverse and Connected Neighborhoods
- ★ Bellevue is a great place for business
- ★ Education is a core value
- ★ We celebrate all aspects of our culture
- ★ We are a "City in a Park"

- ★ Bellevue is an equitable community
- ★ Innovation is an integral part of our community
- ★ Environmental sustainability drives our long and short-term actions
- ★ Our elected leaders share these goals and this vision



Council Priorities

Council members were asked to consider the important initiatives that they would like the City to pursue in the next 12-24 months and share them with their colleagues. The list of proposed initiatives is included below.

1. Establish a citizen/resident recognition program
2. Establish a graffiti ordinance
3. Get East Main done by Q2 of this year
4. Update MFTE program, especially in TOD
5. Strengthen housing bonus program
6. Look at Code amendments instead of comp plan amendments for projects with exceptional amounts of low- and medium-income housing
7. Cross-culture engagement and collaboration – multi-cultural center
8. Autonomous vehicle transportation system development
9. Affordable housing for everyone (all ages, all abilities)
10. Finish or be close to finishing major planning initiatives
11. Implement or be building major aquatic center in Bellevue
12. Park funding strategy – levy for operations, maintenance, and capital
13. Racial equity lens
14. More minority-owned mom and pop shops throughout the City
15. Data, tech, and practices (e.g., tactical urbanism) to enhance community engagement and accountability (e.g., incl. open data portal and visualizations)
16. Improved microtransit infrastructure and connectivity (2-5 minute City)
17. Focus on achieving progress in affordable housing and housing the homeless
18. Move forward on planning projects (East Main, BelRed, etc.)
19. Parks levy (include funding for the aquatics center)
20. Look at policies from an environmental sustainability lens
21. Press forward with Vision Zero
22. Look at safe parking program
23. Adopt a Park/Adopt a Street
24. Arts and Culture – pursue aggressively

Day Three

Council Priorities, Revisited

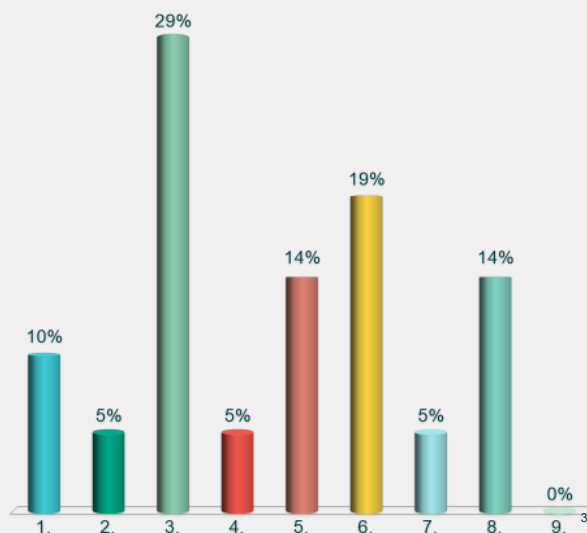
After reviewing the results of the Council priorities exercise, the City Manager and staff identified the Council priorities that are new as opposed to those that are already underway. The following table shows the breakdown of priorities.

New Initiatives	Initiatives Already Underway
<ol style="list-style-type: none"> 1. Establish a citizen/resident recognition program 2. Establish a graffiti ordinance 3. Advance Affordable Housing Opportunities: <ul style="list-style-type: none"> o Look at Code amendments instead of comp plan amendments for projects with exceptional amounts of low- and medium-income housing o Strengthen housing bonus program 4. Autonomous vehicle transportation system development 5. Park funding strategy – levy for operations, maintenance, and capital <ul style="list-style-type: none"> o Parks levy (include funding for the aquatics center) 6. Data, tech, and practices (e.g., tactical urbanism) to enhance community engagement and accountability (e.g., incl. open data portal and visualizations) 7. Improved microtransit infrastructure and connectivity (2-5 minute City) 8. Look at safe parking program 9. Adopt a Park/Adopt a Street 	<ol style="list-style-type: none"> 1. Get East Main done by Q2 of this year 2. Update MFTE program, especially in TOD 3. Cross-culture engagement and collaboration – multi-cultural center (approved in budget) 4. Affordable housing for everyone (all ages, all abilities) – Work underway under Arch program and HB 1590 5. Finish or be close to finishing major planning initiatives – Need to verify timing <ul style="list-style-type: none"> o Move forward on planning projects (East Main, BelRed, etc.) 6. Implement or be building major aquatic center in Bellevue – Site selection/feasibility in budget (so first step) 7. Racial equity lens – On enterprise (internal) work plan; make sure to communicate progress externally 8. Focus on achieving progress in affordable housing and housing the homeless 9. Press forward with Vision Zero (quarterly updates) 10. Arts and Culture – pursue aggressively <ul style="list-style-type: none"> o Arts & Culture Plan and dedicated staff 11. More mom and pop shops throughout the City, with an emphasis on minority-owned 12. Diversity advantage plan – emphasis on minority contractor access 13. Communication <ul style="list-style-type: none"> o Increase the frequency of status reports o Continue quarterly updates (include in weekly packets for easy reference? Priorities webpage with quarterly updates?) o Updates on apprenticeship initiatives Cared for via Vision Statement Modifications: 14. Look at policies from an environmental sustainability lens 15. Racial equity lens for internal and external

Council members were asked to prioritize the new initiatives, and the results were as follows. Top initiatives included advancing affordable housing opportunities; data, technology, and practices to enhance community engagement and accountability; developing a park funding strategy; and looking at a safe parking program.

Prioritizing Initiatives

1. Establish a citizen/resident recognition program
2. Establish a graffiti ordinance
3. Advance Affordable Housing Opportunities
4. Autonomous vehicle transportation system development
5. Park funding strategy - levy for operations, maintenance, and capital
6. Data, tech, and practices (e.g., tactical urbanism) to enhance community engagement and accountability (e.g., incl. open data portal and visualizations)
7. Improved microtransit infrastructure and connectivity (2-5 minute City)
8. Look at safe parking program
9. Adopt a Park/Adopt a Street



Strategic Targets

In addition to its vision, Bellevue has seven strategic target areas. Council members were asked to review the statements around each of the target areas and to suggest updates to the language. While further work may be necessary to refine the language, updated drafts for each strategic target area are presented below.

Economic Development

Bellevue is known as a hub for global business. We attract the best – a highly educated, entrepreneurial, and talented workforce. The best choose Bellevue – we are home to headquarters for global businesses as well as innovative start-ups that are moving beyond the garage. Bellevue business is global and local. Innovation is key to our future.

The City does all the things it needs to provide an attractive business environment. Infrastructure is ample and in excellent condition, including roads, rails, high-speed data, reliable electricity, and clean water. Business regulation is fair, and the tax structure is attractive. The City, region, and state offer appropriate incentives to locate business in Bellevue. Affordable and flexible workspaces nurture start-ups and entrepreneurial businesses.

We provide the lifestyle, amenities, and institutions that attract the next generation of business leaders and innovators: high-end entertainment, outdoor recreation, exceptional K-12 and higher education, high-capacity transit, and a green and sustainable environment. Our educational institutions inspire innovation and train the talent needed to support our diverse industry sectors, including high-tech.

We foster a diversified suite of business activities. We support our existing and traditional sectors, including retail, neighborhood centers, auto sales, financial services, aerospace, and light industrial businesses. We are a growing center for a broad range of technologies – including software, mobile communications, 5G, cloud computing, artificial intelligence, eco-districts, interactive media and entertainment, and medical devices and services. Our arts and cultural opportunities, shopping, and proximity to major recreational activities make us a premier destination for tourism and conventions.

Transportation and Mobility

We are a multi-modal city with reliable and predictable transportation choices and a Vision Zero community.

Bellevue is well connected to the rest of the region and its activities via roads and transit. Bellevue's commercial centers are bustling. People come to Bellevue for entertainment and shopping because it is convenient to get around.

Adequate regional road capacity handles a high volume of demand. Regional trips are accommodated on regional roads, thus limiting the impacts to neighborhoods from cut-through traffic. A state-of-the-art intelligent transportation system safely moves people through the City with minimum wait times and frustration. Visitors and those who do not drive enjoy ample public transportation with seamless, reliable connections through a wide variety of services, including local transit, circulator buses, taxis, and ride-sharing services. Walking and biking are safe and enjoyable, and pedestrians are comfortable and safe.

High Quality Built and Natural Environment

Bellevue has it all. People can find exactly where they want to live and work in Bellevue. The diverse and well-balanced mix of business and commercial properties and a wide variety of housing types and affordabilities attract people who desire a safe, sustainable, inclusive, and accessible community.

Bellevue has an abundance of parks and natural open space. Known as a City in a Park, our park system is one of the best in the nation due to its abundance of parks and open spaces. Bellevue parks provide ample opportunities for all, including forested trails, neighborhood and regional parks across the City, a regional aquatics center, and community gathering places. We enjoy a variety of recreational and sporting opportunities within walking distance of our homes and businesses.

Bellevue is a “Smart City” with a clean, high-quality environment and excellent and reliable infrastructure that supports our vibrant and growing city, including high-tech connectivity. The City has a connected multi-modal transportation system, which blends seamlessly with its buildings, plazas, and parks.

Whether it’s an urban high rise, a classic Bellevue Rambler, or a historic resource, the constant is our people. Our neighborhoods and businesses transcend age, ethnicity, and culture to create safe, welcoming places to live and work.

Bellevue: Great Places Where You Want to Be

Bellevue is the place to be inspired by culture, entertainment, and nature. Learn, relax, shop, eat, cook, read, play, or marvel at our natural environment. Whatever your mood, there is a place for you in Bellevue.

From the sparkling waters of Meydenbauer Bay Park, you can walk or bike east, through Downtown, across the Grand Connection to the Wilburton West center for business and entertainment. Along the way, you enjoy nature, culture, street entertainment, a world fusion of food, and people from all over the planet.

For many of us, Bellevue is home. For the rest of the region and the world, Bellevue is a destination unto itself.

Bellevue celebrates and honors arts and culture. Individual artists, cultural arts groups, and art groups throughout the City are supported by private philanthropy and a cultural arts fund, as well as direct investments by the City. Arts and cultural opportunities stimulate our creative workers and residents, whether they are members of the audience or performers. The cultural arts attract many organizations, big and small, including Fortune 500 companies, to our community, whether it is to locate their headquarters or visit for a convention.

The past is honored. Residents work together and experience a sense of place through an understanding of our history.

Our community buildings, libraries, community centers, City Hall, and museums provide places where neighbors gather, connect with each other, and support our civic and business institutions.

Bellevue College, the Global Innovation Exchange (GIX), and our other institutes of higher learning are connected physically and digitally from Eastgate to Bel-Red, Downtown, and the University of Washington in Seattle. We’ve leveraged our commitment to higher education into some of the most successful new companies of the future.

From the constant beat of an urban center, you can quickly escape into nature in our parks, streams, trails, and lakes. You can kayak the slough, hike the lake-to-lake trail, and have the opportunity to enjoy the latest thrill sport.

Regional Leadership and Influence

Bellevue will lead, catalyze, and partner with our neighbors throughout the region. We are at the center of the lakeside crescent formed by the cities of Redmond, Kirkland, Bellevue, Issaquah, and Renton. We collaborate locally and regionally to advance common goals.

Public Safety, transportation, land use, and a common agenda are at the heart of our success. The Eastside represents a major political, economic, cultural, and educational force in the region. Bellevue, Seattle, and other King County cities collaborate, partner, and celebrate the benefits of working together as one region.

Achieving Human Potential

Bellevue is a caring community where all residents enjoy a high quality of life. People from around the world are welcomed by people from around the corner. Bellevue listens, engages, and values the many voices within our community, and residents know that they are a valued part of their community and have many opportunities to engage with the City and each other. Our outreach is inclusive and culturally sensitive.

Our residents feel connected to each other and invested in their community. People connect to each other through a variety of organizations.

Bellevue is an intellectual community that values education. We have an array of excellent educational opportunities for life-long learning and workforce development, from one of the nation's best K-12 school districts to a variety of secondary and higher educational opportunities, including technical and trades education, college, and graduate programs at a top international research university.

We enjoy high-level community population health and attract top health providers from around the region. We serve our entire community with equitable access to services.

High Performance Government

Bellevue is characterized by high performance government. Our residents live in a safe, clean city that promotes healthy living and well-being. The perception of safety contributes to the success of individuals, businesses, and neighborhoods. Police, fire, public health professionals, and emergency personnel are seen by our community every day, and we ensure that the appropriate levels of services reflect high standards and pride.

People choose Bellevue because they see that City government is well managed. Our high quality of customer service ensures that residents realize a direct link between their tax dollar investments and the services they receive. We make public investments wisely, assuring taxpayers that we are living within our means while also ensuring superb infrastructure to support growing businesses and desirable residential opportunities. We have beautiful public buildings that residents point to with pride. Government plays its role in supporting the careful balance of neighborhoods, commercial and retail growth, diverse residential living opportunities, and amenities that characterize Bellevue. City leadership fosters careful long-term

planning, responsible financial policy, and thoughtful partnerships with businesses, the non-profit sector, and the region.

We support public engagement, innovation, and connectivity. Our boards, commissions, and other advisory groups assist City Council in providing superior leadership by representing the diverse interests of the City and providing thoughtful and creative ideas that assure sound policy direction and decisions. Bellevue does its business using data and cutting-edge technology. City government uses all forms of outreach, including technology, to connect with its residents, giving them voice and visibility into their community.

We seek input from our residents and businesses, and this input informs City decision-making. We make decisions in a transparent manner. We support public engagement and connectivity.

Our residents care for Bellevue. They speak up and collectively work to address our mutual needs. In Bellevue, our residents know that their local government listens, cares about, and responds to them.

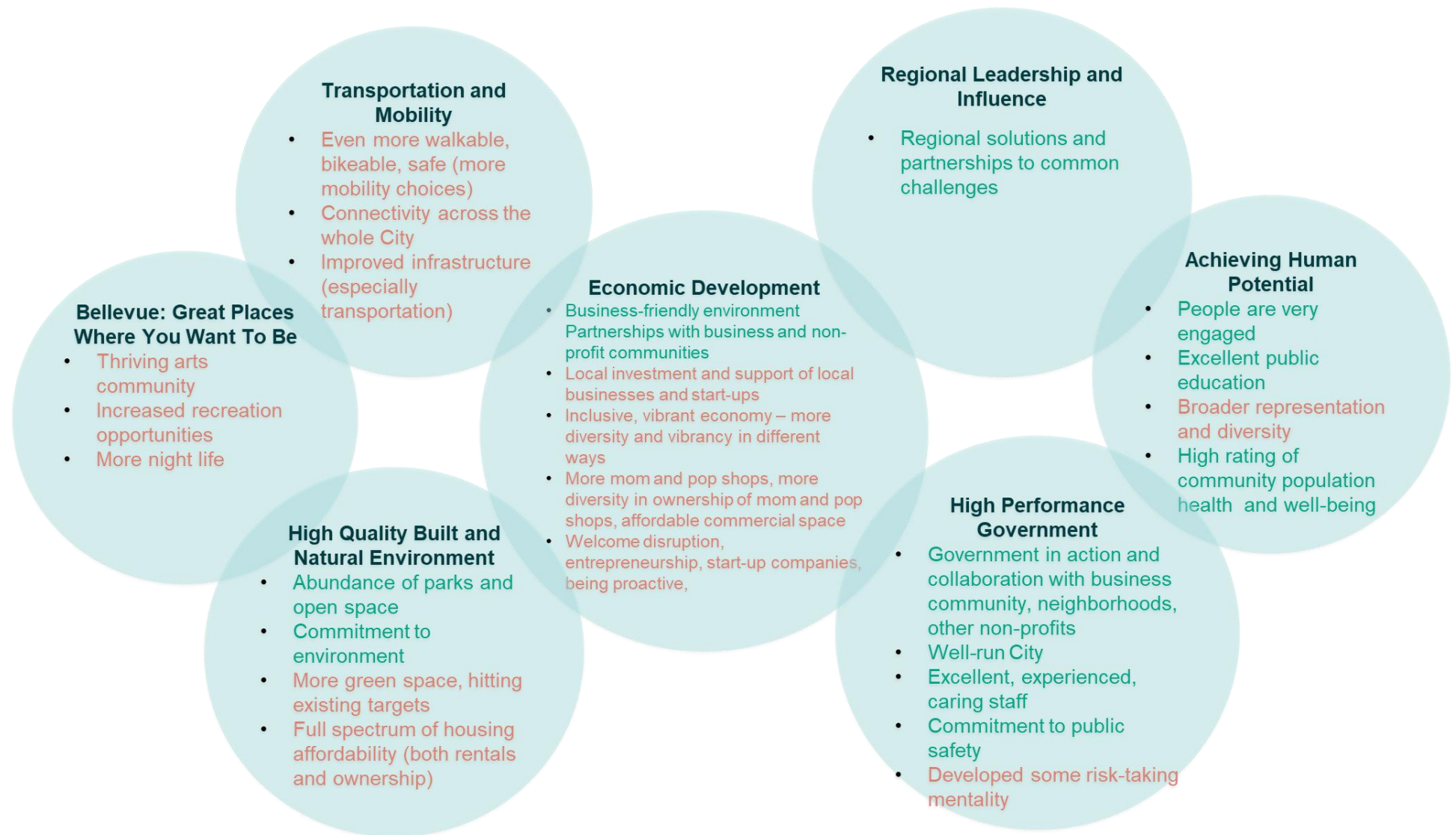
True Today, True in Ten Years – Revisited

After reviewing and updating Bellevue’s vision statement and its strategic target areas, participants reviewed the things that they hope will be true about Bellevue in ten years. Items shown in green are things that are already true today and will hopefully continue to be true, and items shown in red are things that are not true today, but that Council members hope will be true ten years from now.

Items cared for in the updated vision statement are shown in the table below.

True Today/True in 10 Years	Cared for in...
Commitment to diversity	Vision Equity Statement
Achieving goals for diversity and inclusion	Vision Equity Statement
Adaptation for 21 st century needs (tackle homelessness, inclusion, diversity, forward-thinking)	Vision Elected Leaders Statement
High quality of life in all neighborhoods	Vision Neighborhood Statement
Sense of belonging in Bellevue (welcoming, diverse, collaborative, more connections across the community, place for people to age gracefully)	Vision Equity/Neighborhood Statements
Prioritize inclusion in the outreach that we’re doing	Vision Equity Statement

The other items relate directly to the seven strategic targets, as captured on the next page.



Parting Comments

Participants were asked to share a parting comment on the retreat. The parting comments are captured in the image below.





Attachment A – High Performing Governance Presentation

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High Performing Governance

Bridging the Gap between Political Acceptability and Administrative Sustainability

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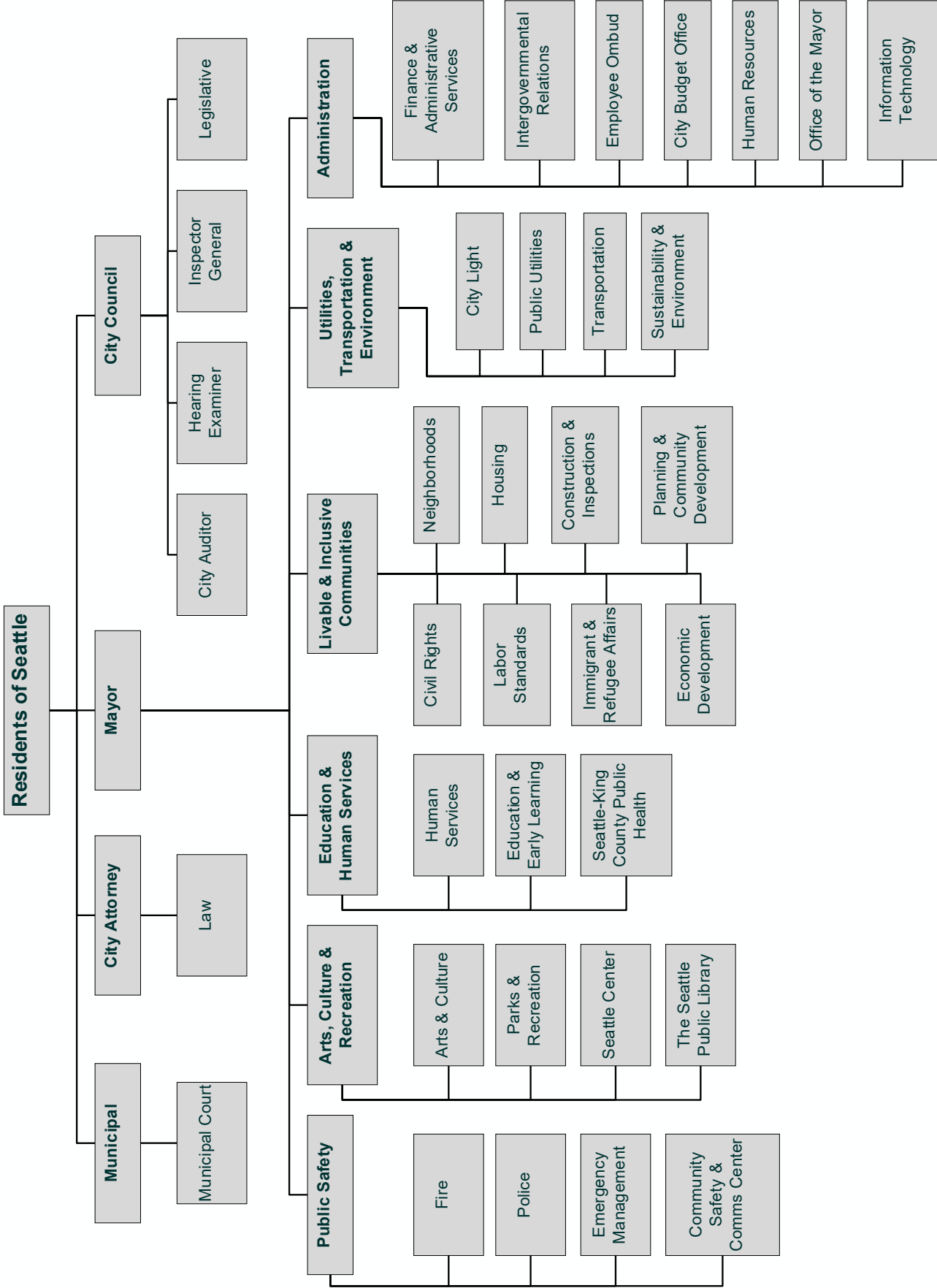
Outline

- A brief look at form of government
- A gap exists and is growing between what is politically acceptable (what we want to do) and operationally sustainable (can we do it?)
- Bridging the gap is facilitated by understanding that politics involves choices among conflicting values—no value profile is best
- And that politics and administration involve more than different behaviors; they are different ways of thinking

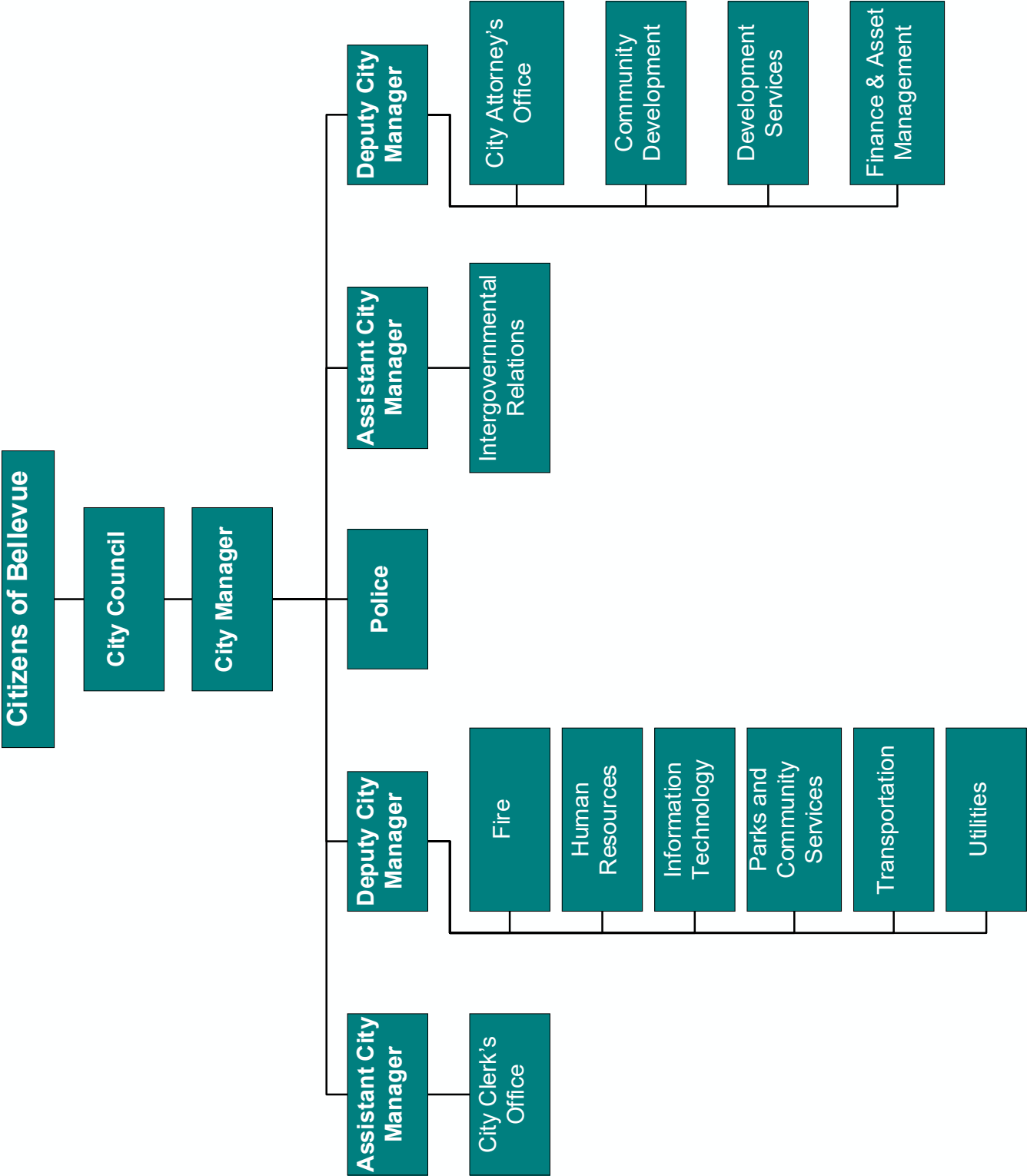
Form of Government

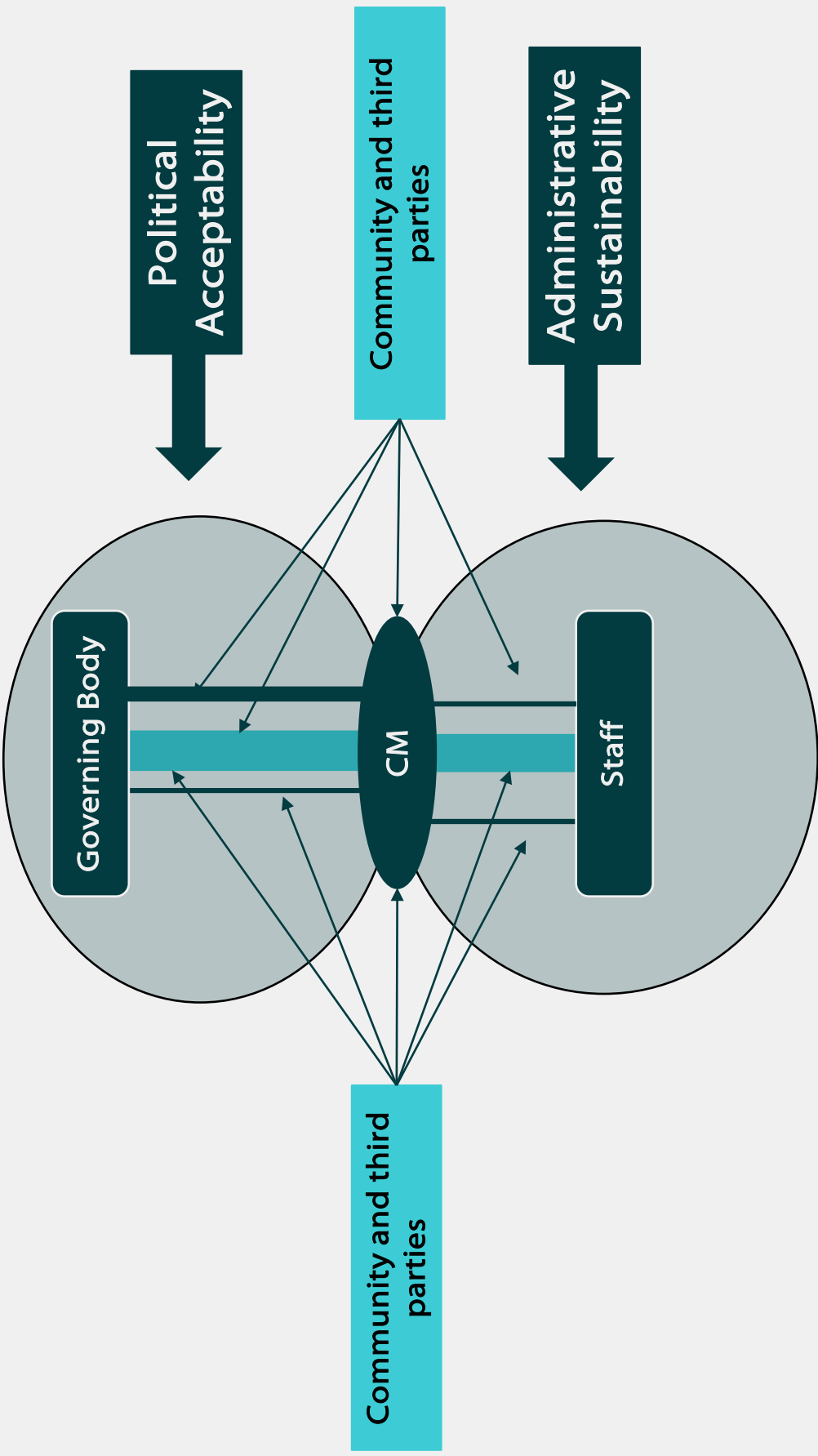
Let's start with a very quick review of your council-manager form of government and why the term "governing body" is not used at the state or federal level or in localities that operate in the strong mayor/mayor-council form

Seattle



Bellevue





POLITICAL ACCEPTABILITY

THE GAP

Identity Politics

The Assertive Citizen

Big Data

Complexity

Rate of Change

Unvetted Social Media

Social Issues

Institutional Bias

OPERATIONAL SUSTAINABILITY

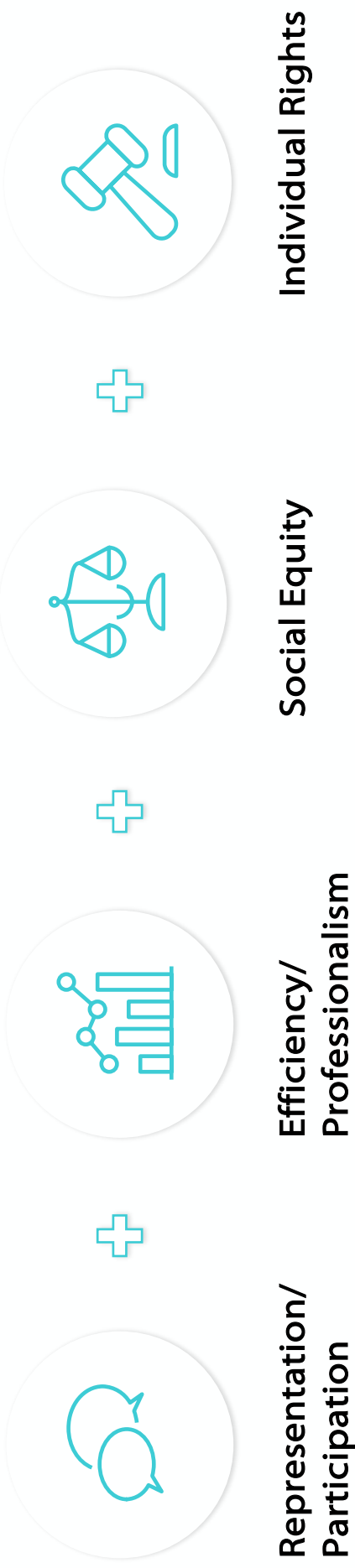


POLITICAL
ACCEPTABILITY

**THE
PROFESSIONAL
MANAGER and
PARTNERS**

OPERATIONAL
SUSTAINABILITY

Values Responsiveness =



Who is obligated to speak to the unspoken value?

Characteristics of Politics and Administration

Political Acceptability		Administrative Sustainability	
Characteristics	Politics	Administration	
Activity	Game/allocation of values	CAO and Senior Staff in the GAP Electeds* Speak to the unspoken values	Problem Solving
Players	Representatives/trustees		Experts-trustees
Conversation	“What do you hear?” <ul style="list-style-type: none">■ Passion■ Dreams■ Stories		“What do you know?” <ul style="list-style-type: none">■ Data■ Plans■ Reports
Pieces	Intangible: Interests and symbols		Tangible: Information; money, people, equipment
Currency	Power (stories), loyalty, trust		Knowledge (deeds)
Dynamics	Constructive conflict, compromise, change		Predictability, cooperation, continuity

Bi-lingual

- Understands that no value profile is the “best”
- Politics and administration are more than different roles, behaviors, and responsibilities. They are mindsets.
- Builds trust and facilitates bridging the gap between what is politically acceptable and operationally sustainable

Summary

- Bridging the gap is essential
- Role of translator/bridge builder is critical
 - Politics/administration = ways of thinking
 - Aligning governing body/staff expectations is crucial
 - Difference between “representative” and “trustee”
- Good politics is about values, not right answers – stories matter (convey values)
- Do not ignore any value over time; it will come back to haunt you
- Democratic process is “messy”

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Council-Staff Dynamics

Council Dynamic		Underperforming	
High-Performing	1. Collaborative, inquiring, community-minded, and cups-sensitive; gets things done; sees itself as a governing body and values staff work	2. Collaborative and functional, but not very skilled; community-minded but naïve about translating needs to action; sees itself as a governing body but unsure and hesitant about how to put that view into practice	3. Moderately functional; focus is narrowly district or issue oriented; respect for other council members more expressed than demonstrated
			4. Dysfunctional; personal attacks, narrow and possibly partisan focus; speaks to own audience; failure to acknowledge and incorporate other views into decision making

Zand Model Cycle of Distrust

