

Albemarle County, Virginia

Governing Body Retreat Notes

September 9, 2020

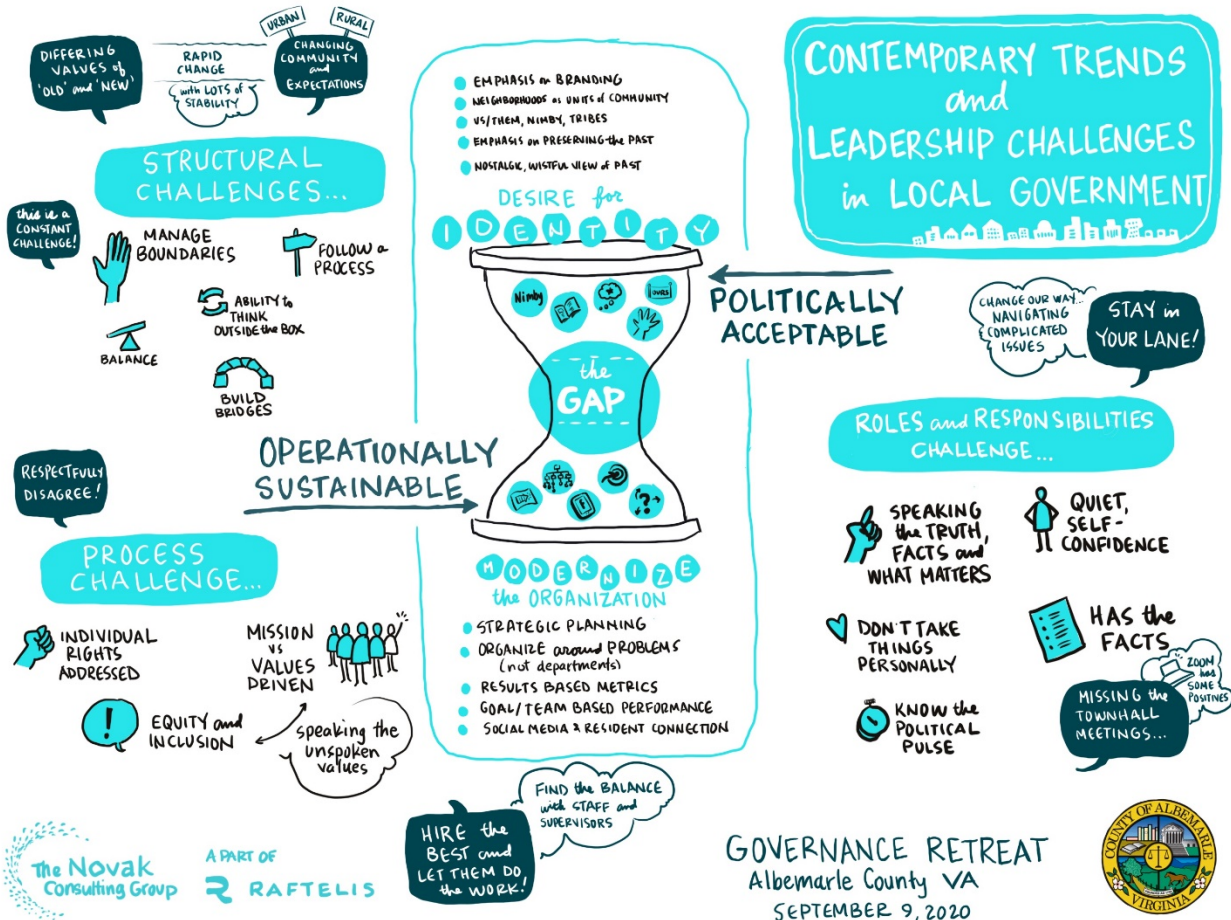


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On Wednesday, September 9, 2020, the Albemarle County Board of Supervisors held a virtual retreat that was facilitated by Julia Novak and Dr. John Nalbandian. The first part of the retreat was a workshop on Contemporary Trends in Local Government. The complete presentation is included as an attachment to this report. Key concepts of the workshop were captured by Visual Facilitator Julie Gieseke in this visual map.



Revisiting the Workshop

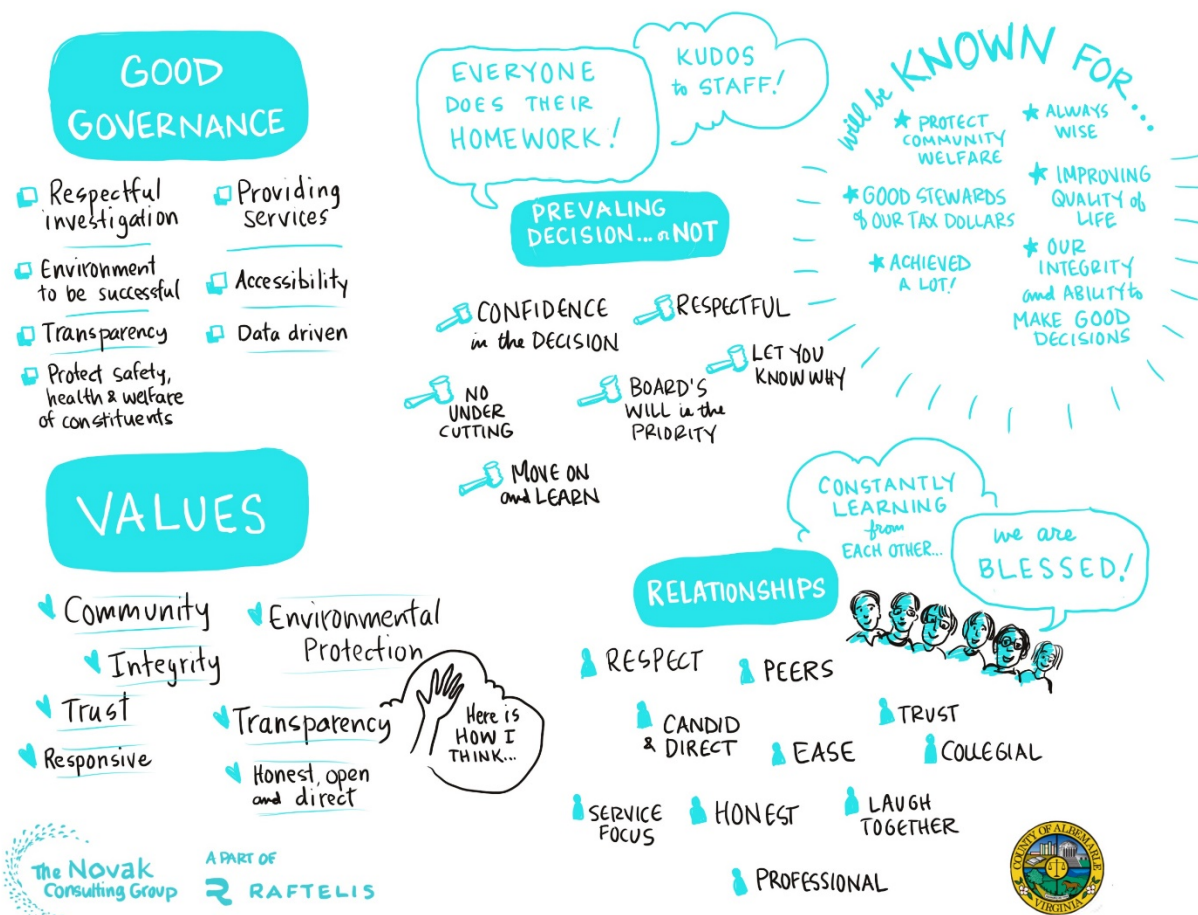
After a break for lunch, the group returned to do a high level debrief of the morning workshop. Some reflections included the following:

- The importance of process and structure and how roles and responsibilities are delineated.
- The importance of managing boundaries and being cognizant of everyone here because of commitment and confidence to get things done; the Board serves as the Board of Directors – County Executive and County staff are operators; we have a good Board and County Executive Management team, but it's like bumper cars and trying to stay in your lane regarding organizational structure.
- The recognition that most of the Board have only worked with Jeff as the County Executive. The Supervisors who worked with different Executives have a different lens for this experience.
 - Several Supervisors reflected on the styles of different Executives and appreciate the place they are now with Jeff and his style of leadership.

- The Board noted that the community has really changed, too – understands all communities change; has gone from a very rural community – a stage of urbanization – now urban surrounded by rural; this is different for them. The growth the County has experienced changes people's expectations. The Rural to Suburban/Urban transition can be challenging. Many times, people move to a community, and they don't know the history; they see beautiful, rural areas, and low traffic in urban areas – in all districts.
- Dr. Nalbandian pointed out the importance of having conversations with “old” and “new” residents. John – any structured conversations between the old and the new? The County has done some of this via Town Halls.
- The Board discussed the impact on the pandemic and the inability to have in-person meetings and noted they are doing their best to make things work. In fact, some of the changes are positive, and there will be things that the County does differently in the future.

Governing Together

Each member of the Governing Body shared their response to a series of questions about “Governing Together.” A visual map of key concepts is below, followed by more detailed responses from each Supervisor.



Ann

- What does good governance look like to you? Respectful, investigation, and decision-making – focus on established rules and adopted ordinances for the benefit of community
- What values are important to you in governing? All mentioned this morning, community-based on environmental protection and natural resources – divide between growth area and rural area, running water and sewer to the countryside; successful, developing, wonderful, workable neighborhoods – urban and small-town values
- What is important to remember when your position is the prevailing decision, and what is important to remember when your position is not the prevailing decision? Being a gracious winner and a gracious loser no matter the vote – nothing to say other people are bad or wrong; always more work to do
- What type of relationship do you hope to have with your colleagues on the Board of Supervisors? Respectful, friendly, pleased with what she has learned from previous retreats – some things pop up from previous meetings that help participate better
- What type of relationship do you hope to have with the County Manager and staff? Very thrilled with personal relationship – ask questions and get honest answers; staff important to success as a county; other counties are envious; she is protective of their staff
- What do you hope this governing body will be known for? We think there are so many things they have to solve and do better – reference ability to tax plastic bags; constant improvements they would love to have happen; state meetings see Albemarle County, and they tell her they hope to achieve the same; they have achieved a lot

Donna

- What does good governance look like to you? Providing services residents expect – protecting economic viability; do not put the ability at risk through financial mismanagement; providing an environment allowing residents to be successful – successful economically, physically, health
- What values are important to you in governing? Residents have absolute confidence in their integrity – trust, avoiding the appearance of impropriety; nothing is forever – have to be able to adjust to change; trust and rely upon what they say without changing it again next week
- What is important to remember when your position is the prevailing decision, and what is important to remember when your position is not the prevailing decision? Agrees with Ann – they each think that have the right or best approach – other people may have or feel the same; non-prevailing doesn't mean not important
- What type of relationship do you hope to have with your colleagues on the Board of Supervisors? Blessed with the personal side of supervisors and the uniqueness – ability to disagree without being disagreeable
- What type of relationship do you hope to have with the County Manager and staff? Similar relationship on a different level – they execute
- What do you hope this governing body will be known for? Integrity and ability to make decisions – two categories: may be a right and/or wrong – office of equity and inclusion – everyone is equal under the law; may not be a right and/or wrong but a best decision reachable at that time under the given circumstances and abilities; blessed with intelligent, well-educated, and engaged residents – helps them tremendously; they are understanding of decision-making process; three-legged stool – County residents, staff, Board of Supervisors; mutual respect – constituents will disagree respectfully and even compliment the things they agree with

Ned

- What does good governance look like to you? Standing back as a constituent – accessibility – input, to be heard, to criticize, to compliment, to participate and be thoughtfully considered; whether you agree or disagree, do you understand – if it's clear and constituents are confident and see how the decision is made

- What values are important to you in governing? Overused word – transparency – used in ways, different ways; when I take a vote, responsible to say thought process leading up to decision – not just that particular vote or action but understand the thought process; easy to say yes or no or even make a comment but not opening up the doors and windows; tried to express thought process – do you like the thought process as opposed to whether or not do you agree or disagree; ease of mind in acceptance – constituents have a role as well
- What is important to remember when your position is the prevailing decision, and what is important to remember when your position is not the prevailing decision? Same answer – Board will rule – fine telling folks if he is in the non-prevailing decision, will support the Board; his job no matter which side is to support the Board decision, and that is how things will move forward
- What type of relationship do you hope to have with your colleagues on the Board of Supervisors? Candid and direct – learned in a short time, if you are not direct and candid, will create a lot of problems; coy or indirect will create more trouble than it's worth – one that is straightforward, direct, and forthright
- What type of relationship do you hope to have with the County Manager and staff? Easy came to mind – hope to have an easy relationship; any tension on any side means something is not working right; one that is tension-free; open communication – same candid and directness; stand him up, push him back; wants that in order to be more effective
- What do you hope this governing body will be known for? Good stewards of tax dollars – planning strategically how that will be programmed; recognized from policy level – show the threads of how the dollars are being allocated; big task of hiring a County Executive – different reactions; important to have the right person running the day-to-day and captaining the ship

Bea

- What does good governance look like to you? Exactly what we are doing – County Executive side, Board of Supervisors – if you look like you're trying to hide something, doesn't go over well with the community; may not agree, but will always tell you why – that is fair; cannot always vote the way they want you to
- What values are important to you in governing? Reaching out to the community; anyone who writes an email to her – good, bad, etc. – she will respond; no email will go unanswered (assuming they are from her district); being honest, open, and direct – no time for games, not being honest or upfront; people appreciate that
- What is important to remember when your position is the prevailing decision, and what is important to remember when your position is not the prevailing decision? Always nice to win but not realistic; doesn't matter – passionate about non-prevailing decision so then on to the next thing; doesn't bother me because of the prevailing decision and what went into that side – may be something she hadn't thought about; may make more sense
- What type of relationship do you hope to have with your colleagues on the Board of Supervisors? Highly values that they let each other know where they stand and why – it's the why; really good relationship and friendship with each of them – very valuable
- What type of relationship do you hope to have with the County Manager and staff? Same as Board – we're all peers, and their focus is service to the community
- What do you hope this governing body will be known for? They all look really good – values community; they don't complain – few exceptions; really good organization – easy, hard work, not overwhelming

Diantha

- What does good governance look like to you? All saying a lot of the same but saying it in different ways; doesn't disagree with anything already said but will add a difference – part is to be data-driven in decision-making – take the emotion out and determine based on data; not to say that politics may be removed – that is very different

- What values are important to you in governing? Measurable results, fairness, transparency
- What is important to remember when your position is the prevailing decision, and what is important to remember when your position is not the prevailing decision? Relief in prevailing decision, but some constituents feel their voice wasn't heard
- What type of relationship do you hope to have with your colleagues on the Board of Supervisors? Laugh together, trust each other, feel like there is transparency
- What type of relationship do you hope to have with the County Manager and staff? Blessed with staff; wants staff to be honest and provide data they need; casual relationship preferred – ability to talk honestly; may or may not want to hear it but need to hear it
- What do you hope this governing body will be known for? Integrity, taking seriously their tax dollars and using them wisely, listening

Liz

- What does good governance look like to you? Continually repeating to protect health, safety, and welfare (to herself); nebulous and interpreted in different way – evaluate decision based on that
- What values are important to you in governing? Transparency, honesty, decision-making
- What is important to remember when your position is the prevailing decision, and what is important to remember when your position is not the prevailing decision? Regardless, respect opinion, move on and learn – what went right and what went wrong; if you have lost, go back and listen to previous meetings to understand why that decision was made; may call someone to help understand what she may have missed
- What type of relationship do you hope to have with your colleagues on the Board of Supervisors? Laugh together, sometimes different sense of humor; overall, professional and transparent
- What type of relationship do you hope to have with the County Manager and staff? Same thing – collegiate, professional, honest
- What do you hope this governing body will be known for? They all work hard; decent for the most part, sometimes not but for the majority

After each person shared their individual reflections, Dr. Nalbandian shared his observations. He remarked upon how much compatibility there is – no sense of a person as an outlier. Some people may be in the minority but not necessarily always in the minority. One observation, not about the accomplishments, constituents remember how you conduct your business. Second, a lot of comments about integrity, letting go, respect, and trust; comes from developing talents in ways that not only you find useful but in ways that other supervisors value; the key to influence – do other people wait to hear what you have to say? Do they want to hear what you have to say? If he were running, his slogan would be: Honor the past, capture the present, and shape the future.”

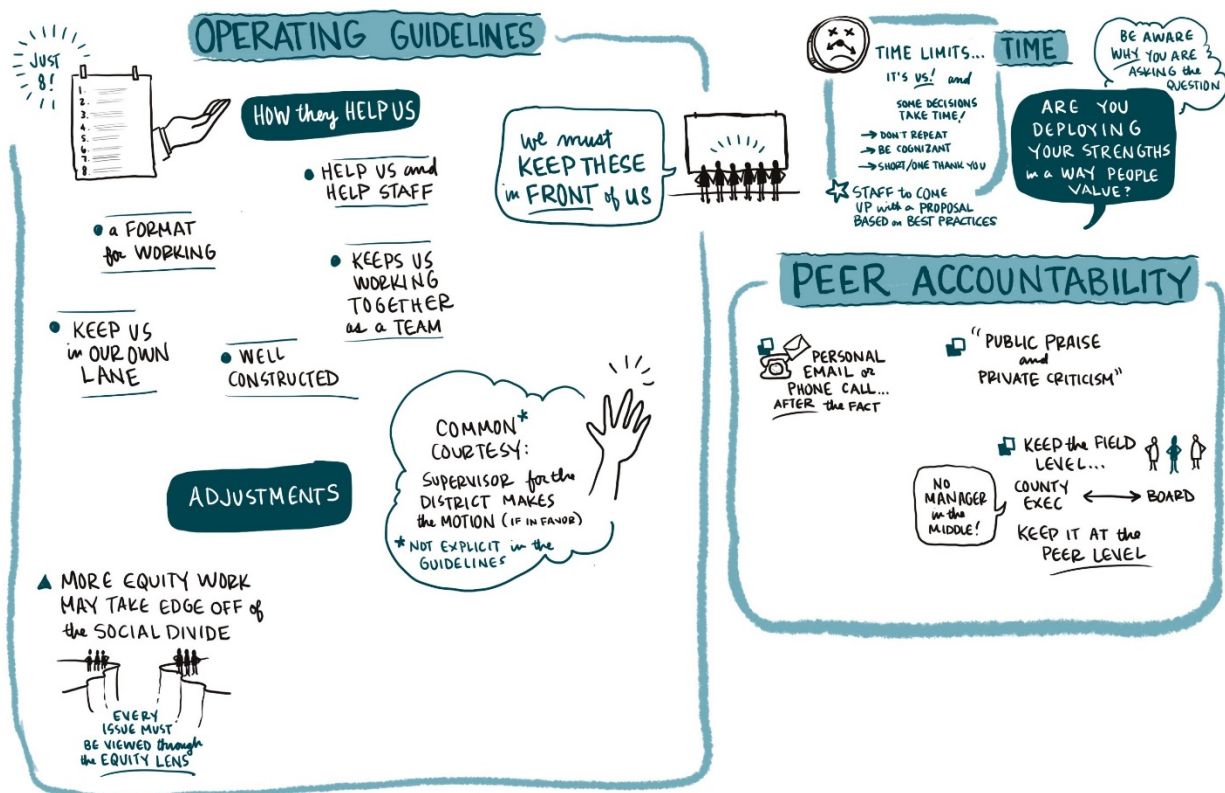
Donna – loves listening to the other supervisors; in the eight months on the Board, working closely with one or two other supervisors, really able to appreciate wisdom, experience, and knowledge; really are blessed – helps them achieve the things they do.

Liz – in response to John, so many things on their plate, usually look to the Supervisor whose district it's in and talk about that first; recognizes that Supervisor knows more about that issue and constituents' stance. This Board looks to the Supervisor and district according to land use.

Bea – has found the same thing as Liz – everyone does their homework; as a new person, not one person she has reached out to who wasn't there to help; goes for County staff also – Board members have her back and she has theirs; don't always agree, but they do always care for each other and have each other's back.

Operating Guidelines

In September of 2018, the Board of Supervisors developed operating guidelines for high-quality governance. The group reviewed the guidelines and determined there was no need to change them and that they are still relevant. Key concepts of the conversation are captured in the following visual map.



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The Supervisors' reflections on the guidelines and the concept of peer accountability are captured below.

Donna – Navy regulations – much like these operating guidelines; periodically remind ourselves of a working format to achieve our objectives.

Julia – it is important to be deliberate and intentional about what you want to achieve.

Bea – how they help us – it helps us help Jeff; if I am not informing Jeff and the executive staff, things fall through the cracks; there may be misunderstandings or miscommunications; staff may also suffer for the lack of or misinformation.

Ann – another point of view is that she is reminded about guidelines and how helpful they have been; text from citizen shaming her for not individually saving the world – inability to change on her own; these guidelines help to keep them all working together as a team; this is a group effort – takes them all to carry things out.

Diantha – these go back and connect to what they were talking about this morning – staying in our lane. These guidelines really address the supervisors staying in their own lane; she appreciates this and wants staff to say they don't have time but to also help her stay in that lane – you hire the best people and then you let them do their job.

The facilitator asked folks to discuss one area of potential struggle – the District versus County-wide perspective – balancing competing values.

Donna – “responsible for our districts;” we have a really good practice on the Board, not necessarily a deferral, but a deference allowing Supervisor to take a lead and, when making a decision, general practice is to let that Supervisor make the motion either in favor of or opposition to – allows same respect to each Supervisor – doesn't see as a conflict. This is an unwritten rule – just a common courtesy for how they will respect one another.

Diantha – in a time turning focus to equity issues; community has a lot of wealth; folks that are not so wealthy but not a large middle-class; moving forward with work around equity may take edge off; equity work will be receiving ability to look at decisions and policies and factor in equity, which they have never looked at before; represents most densely populated district – the heart has the most diverse education population and highest poverty; need to look through lens of equity.

Julia noted that the values of efficiency and effectiveness were reflected in the Board's conversation about good governance, where they created logic and extending services and for providing services while protecting the economic viability of government. This form of government was born in that mindset; today, the lens of equity is increasingly important. John talks about it with the four fundamental values; we hear more about service delivery viewed through the lens of the three Es: efficient, effective, and equitable.

Jeff was asked to share his thoughts about the relevance and appropriateness of the operating guidelines. He noted that he looks at these with regularity – has shared appropriately with departments at least twice and with emphasis on Board adopted guidelines; never had a time he thought there was a gap that needs to be addressed; ICMA session on the topic of governance and roles and responsibilities – shared their own guidelines; up to ten other jurisdictions asked for copies to help establish their own guidelines; no gaps but would like other staff to review and have the ability to provide feedback. Trevor and Doug confirmed their value and importance.

Peer Accountability

The Board was then asked to discuss how they would hold one another accountable for living up to these guidelines. Comments are reflected below.

Bea – would appreciate a personal email or call – doesn't bother her at all who it is from or how but likes the personal touch, and if she has a question or wants to explain, creates open dialogue and is transparent.

Donna – public praise and private criticism; do not focus on tiny, little things; each of us could be criticized every day; avoid public squabble – confidence of constituency; doesn't believe there is a major issue here; has experienced in others but not here.

Ann – adding to Donna, when trying to make improvement, they have to get to four; nothing happens until it gets to four; they are doing a good job of trying to get there.

Ned – tricky for some, some play out publicly; some may be about giving direction in private; if everyone is adhering but then find out one of six versus the other five, in a position to hold accountable – may not even know about it.

Jeff – responsibility to be aware of wants and needs – more concerned if it were to happen below the level of the County Executive's office; should have the confidence and trust to talk about these things and be open; oftentimes, due to expediency, go into a department for assistance; necessary to stay in the loop even if it's just a courtesy; need all Board members to stay intact.

Julia then asked the group to discuss the issue of "time." Lengthy meetings came up in the one-on-one conversations. She acknowledged that land use issues will be controversial, and meetings will go long but wonders if there are things they could consider to shorten meetings.

Dr. Nalbandian reminded the group that this is about deploying strengths. Who are you talking to? People who already agree with you? The trademark of an effective Council are people who ask each other questions, and they really want to know the answer. "Tell me more about what you were thinking."

Donna – pushing back a little; as discussed, dramatic increase in public participation since going virtual, where there were forty residents given three minutes to speak; most do so regarding a specific matter – justice must be seen; value takes time, but there is value in each Board member adding their concern; one window of opportunity into how the Board works – age of divisiveness, respectful manner; there is value.

Liz – last meeting was 10.5 hours; can do better in telling constituents how they feel; could do a better job condensing what they do have to say; sometimes pretty efficient; sometimes things go on and could be said a little shorter, her opinion.

Ned – clear, wishes he could go back to track the time; what is that data; getting into trouble in the evening with public hearings – where does the timing come into play; one item with no public comment but took two hours; more complicated issue with public comment and with Board comments – dynamic of running the meeting; may need to interject and tell someone they are off on a tangent; doesn't think the Board ever does that, but the Board does consume the most time (as opposed to the public); how do you decide when and why someone's time is up?

Diantha – may be incorrect but (doesn't want to blame virtual meetings) even in person, not unusual for meetings going past ten – may have added some time because of Zoom.

Ned – agreed, sometimes they ended earlier; bumped back up since virtual; still playing catch up – could have been spread out but now pushed things down and compounded working through issues.

Diantha – not just public comment increasing meetings times.

Diantha, Liz, and Ned all agree the time is us and not the public.

Julia acknowledged that they are not the first governing body to wrestle with long meetings and suggested asking staff to come back with some suggestions/best practices. There was interest in this. Claudette and Jeff would discuss a reasonable timeframe and then put something on a future agenda.

The Ideal Supervisor

Julia reviewed some work that she and Dr. Nalbandian had done a few years ago to identify the “top ten” characteristics of the Ideal Supervisor. That information is included in the Bridging the Gap document provided as an attachment to this report.

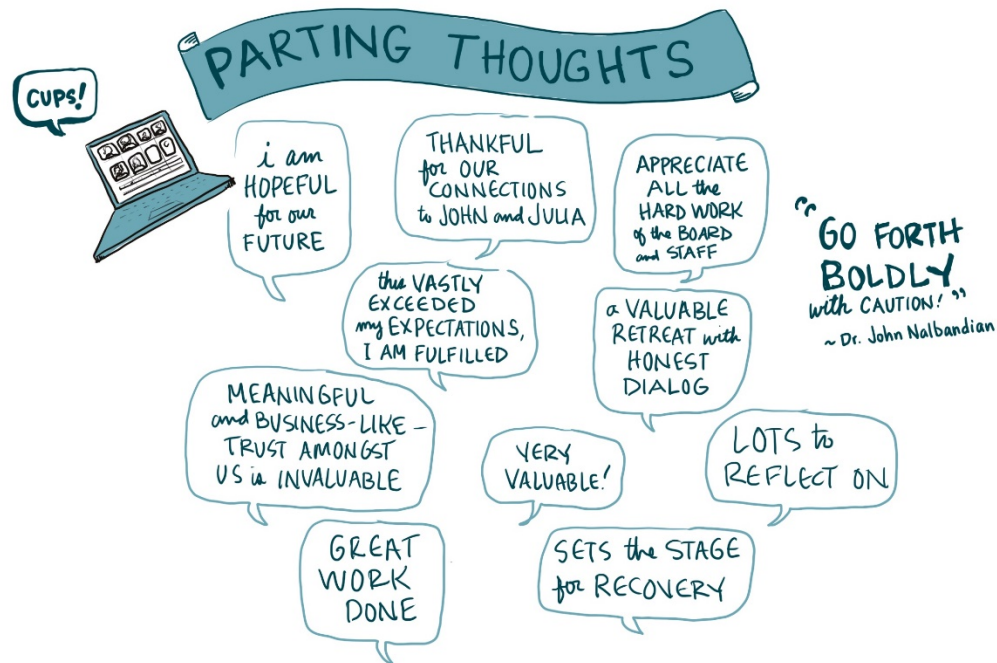
1. Community: Uses their office to convene conversations that matter and recognizes that a primary role is to build, maintain, and preserve community.
2. Brand: Protects and enhances the value of the brand of their community at all times.
3. Majority: Understands that their most important constituents are other members of the governing body – nothing gets done without a majority.
 - a. Focuses their energy on doing things as a governing body.
 - b. Recognizes that compromise and negotiations are the tools of the political craft.
 - c. Seeks to bring their colleagues into the majority, even when another vote is not needed.
4. Unique Power: Understands that they (the governing body) have the power to do things that no one else in the community can do.
5. No Right Answers: Understands the inherent values conflict at play when making decisions **and** respects that there are no absolutes – no “right” answers (even theirs).
6. Dual Roles: Is aware and respectful of the different roles they play and understands they serve as both a representative of constituencies and a trustee of the public good.
7. Respect: Understands that respect can be earned by...
 - a. Speaking on issues only when they have new insights that further debate and understanding
 - b. Asking genuine questions of others
 - c. Exercising their strengths in a way that others value.
8. Partnership: Respects and values the partnership between the governing body and their appointed staff.
9. Acceptable and Sustainable: Understands that what can be done must be both politically acceptable **and** administratively sustainable.
10. Outcome-focused: Is adept at creating useful policy goals and boundaries that allow professional staff flexibility in achieving outcomes.

Cups and Community Building

Julia shared a short video of John discussing his metaphor of the cups as it relates to community building in local government. <https://youtu.be/epZRcEUV4B0>

Closing/Adjourn

Each Supervisor shared a parting thought. Key points are included in the following visual capture with actual remarks following.



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SEPT 9, 2020



Ann – I am hopeful; everyone's retreat is different but, as always, have learned so much; hopeful for our future.

Jeff – thank you to Julia – trying to schedule for quite some time; had to figure out how to get this done during a pandemic; thankful they chose Julia and John; thankful to Board and to staff; fortunate to be in this community – talented and fantastic staff; community is very blessed.

Donna – not at all what she expected; was skeptical based on her experience in retreats and being virtual – by far exceeded her expectations; tends to be verbose; values and respects relationships – reference to cups: has said so many times; did a lot of research before she chose to move to Albemarle, and that is why (not his reference to but the reasoning behind); wonderful retreat – leaving much more satisfied and fulfilled than reasonably expected.

Diantha – agrees with prior comments; valuable retreat – honest dialogue; people don't always want to share their thoughts during retreats; would like to hear more from staff; other than that, really appreciates today's retreat; confirmed sharing documents from Julia; loves the cups – will reference in the future.

Bea – my cup runneth over with gratitude; came here 13 years ago – looking for a community with an educated populous, good restaurants; found out through volunteering, so many people give back – never been in such a giving community; retreat brings it home, business-like, no exercise that was not useful; commonality and appreciation between Board and staff, being open and honest, trust – invaluable; do not find these things everywhere; dialogue and how everything was steered.

Liz – has seen the cup video before; thank you to everyone – valuable and appreciated; very happy this was done virtually but always nicer in person; thank you.

Greg – always a good meeting when he has little to say – great to observe; really appreciates Julia and John, the structure, and subject matter; thank you to Julie for the graphics – greatly enjoyed the graphics popping up.

Trevor – thank you to Julia and John for facilitating; has participated from the sidelines; spending the day on leadership and how the Board works together – insightful for staff; meaningful work.

Doug – rare to spend this much time on County business without talking about COVID-19; have been affected as a community and will change how they function in the future; reflecting on this is really going to help recover and move forward – strong foundation.

Claudette – good discussion; good for Board to come together and work more efficiently.

Ned – coming out of this experience, appreciates the effort and looking forward to graphics, notes, and materials. Are you asking questions? Ask questions of staff, constituents but not of each other – ask others how they feel – something he will be reflecting on; also, are you asking for yourself or for everyone? Takeaways and points of reflection.

From Supervisor Ann Mallek: adding to Doug's comments about COVID-19, the strong leadership of the County staff, the IMT, the inter-jurisdictional efforts have been so well received by the populace. Citizens need guidance and strong regulations to protect others. Thank you all.

John – complimenting commitment and clear capabilities – effective and positive relationships with staff and go forth boldly with caution.

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Attachment A – Presentation

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Albemarle County, Virginia Governance Retreat

September 2020



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Your Facilitators

- Julia Novak, Executive Vice President
- Dr. John Nalbandian, Professor Emeritus, University of Kansas
 - › [Goodlocalgovernment.org](https://www.goodlocalgovernment.org)
- Julie Gieseke, Visual Facilitator
- Joshua Salyer (afternoon only), Administrative Assistant

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Agenda

- **Contemporary Trends in Local Government**

- Dr. Nalbandian will share his workshop on Contemporary Trends in Local Government.

12:00 to 1:00 - Lunch Break

- **Revisiting the Workshop**

- We will spend a few minutes debriefing the morning workshop and assessing how those trends reveal themselves in Albemarle County.

- **Governing Together**

- We will explore a series of questions sharing your individual thoughts on what it means to govern well together.

- **Operating Guidelines**

- In September of 2018, the Board of Supervisors developed operating guidelines for high-quality governance. We will consider each guideline in the context of the Board's discussion on governing together, make appropriate adjustments, and recommit to living them.

- **Peer Accountability**

- We will discuss how individual Board members can help one another adhere to the Operating Guidelines.

- **Closing/Adjourn**

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Meeting Norms

- Wait to be called on by the facilitator – use the raise hand feature
- Remain on mute when not speaking
- Turn off ceiling fans as they cause visual distractions for participants (or use a virtual background)
- Have grace with us and one another as we use technology to do our work
- Listen with respect
 - › Be attentive to the speaker
 - › Disagree agreeably
- Be:
 - › **BOLD**
 - › Positive and realistic
 - › Candid and honest
 - › Patient and self-aware
 - › Engaged and fully present

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Contemporary Trends and Leadership Challenges in Local Government

John Nalbandian
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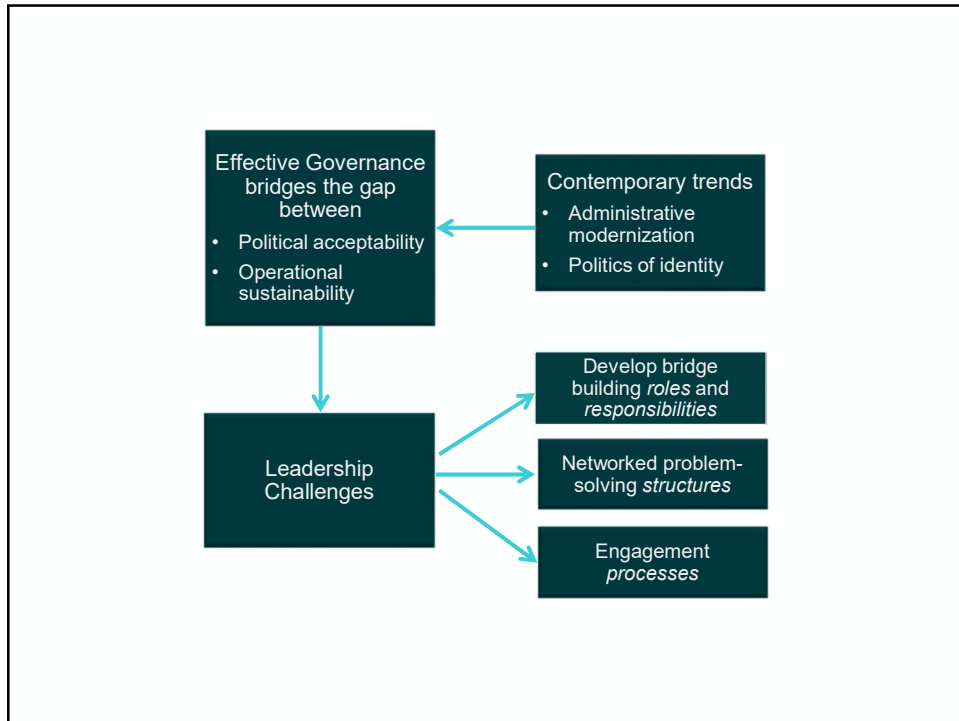


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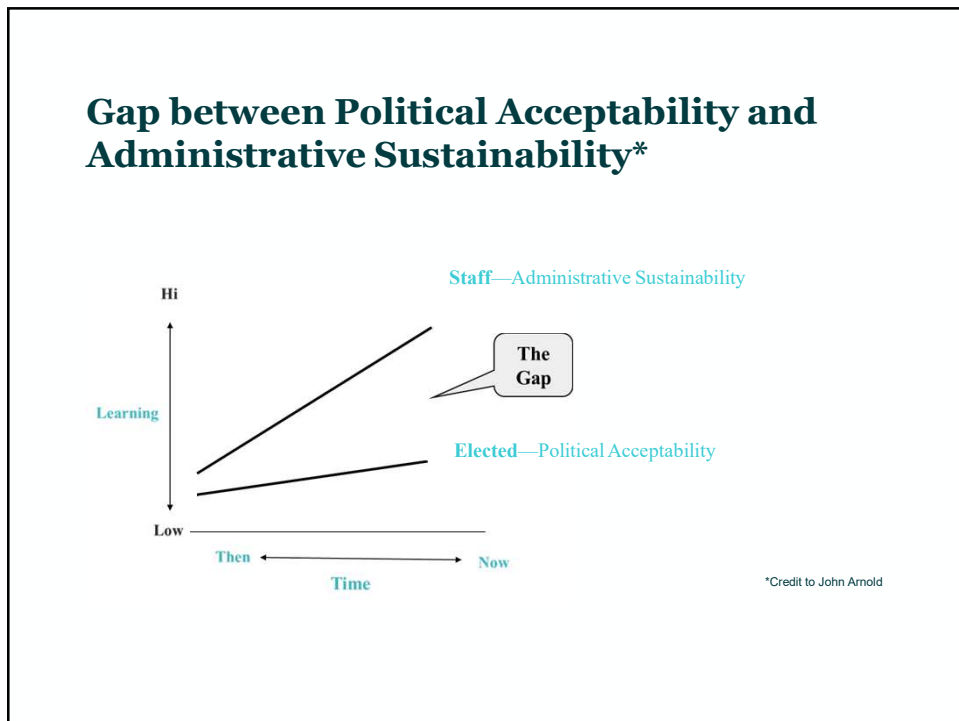
Goals

- Explore two contemporary trends that widen the gap between what is politically acceptable (what we want to do) and what is operationally sustainable (can we do it?)
- Describe the leadership challenges associated with bridging the gap
- Identify attitude/mindset to deal with the challenges

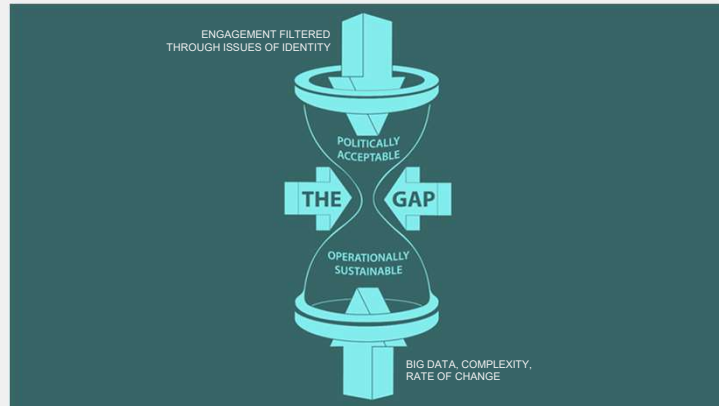
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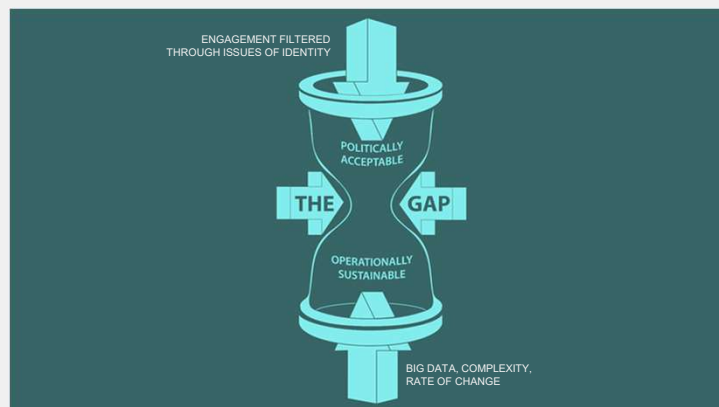
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Indicators of Modernizing the Organization

- Strategic planning (what is important?) and connecting administrative processes/data to strategic goals—COVID-19/science
- Facing and accepting the challenge of organizing around problems, not departments and hierarchy—e.g. strategies to reduce homelessness, dealing with COVID-19
- Decentralized decision making for timely response but with centralized tools
- Market orientation including privatization; citizen as customer
- Results-based and quality-based performance measurement and benchmarking
- Goal-based, team-based performance focus
- Connection to residents through social media
- **Change in expectations re: time**

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Indicators of Desire for Identity/Community

- Emphasis on branding
- More emphasis on neighborhoods as the base unit of the community (de facto governments)
- Engaging citizens in administrative processes—phone apps for pothole repair; participatory budgeting exercises
- Focus on us/them: passion in community/neighborhood/identity issues—NIMBY/"tribes"
- Emphasis on preservation of the past
- The past viewed idyllic/wistful/nostalgic ["Nostalgia for the misremembered past is no way to run a government."]; assertive, alienated citizen

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The Challenge

- How do we use the techniques of modernization to build communities of character?
 - › Is it as simple as putting a façade on Walmart?
 - › Can hard data replace "common sense?" If not, how is common sense acquired?

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Challenge 1 – Challenge in Roles and Responsibilities

How to create and reinforce “bridge building” roles and problem-oriented approaches without inappropriately intruding on the political (caution for staff on the bridge) or administrative realms of formal responsibility (caution for elected officials on the bridge).

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Discussion Questions for Working in the Gap

- What skills are needed to appropriately work the gap?

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Issues Related to the Structural Challenge

- Realization that problems extend beyond established boundaries (COVID-19 comes mind again) contributing to the gap
 - › Does effectiveness/efficiencies at scale challenge identity?
- As the gap increases, other entities are invited and invite themselves onto the bridge and in a positive sense produce,,,
 - › Shared services between jurisdictions
 - › Regional authorities emerge
 - › Cross-sector partnerships, contracting out, privatization

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Structural Challenge

How to synchronize government jurisdiction(s) and third-party players with problems to be solved

Leadership/management considerations:

- › District/County balance (see “operating guidelines”)
- › Existing boundaries come into question and managing boundaries (silos) becomes a new leadership/management concept
- › Government becomes enabler as well as provider
- › Imperative for collaborative relationships and skills
- › Managing in networks as well as hierarchy
- › Engaging the fears as well as the gains

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Question

Many steps were taken to address the 2008 fiscal crisis, but how many jurisdictional boundaries were changed? How many government mergers? How many jurisdictions were dissolved?

Why? What is so precious about jurisdictional integrity? Identity? Examples?

How does the concept of managing boundaries apply in the County?

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Issues Related to Process Challenge

- Engagement becomes an imperative as political acceptability and uncertainty becomes an issue in an age of the “assertive citizen”
- More avenues for political expression emerge—and the concept of the assertive versus the allegiant citizen is accentuated by access to social media www.iap2.org

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Process Challenge

- Developing forums for deliberation as well as expression of voice
- In the engagement process, who will speak to the unspoken value(s)?
 - Private sector is profit driven
 - Non-profit sector is mission driven
 - Public Sector is values driven (if government shrinks, who will bear the values challenge?)
 - Where do anchor institutions/leadership fit?

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Summary Challenges

- A. Roles and Responsibilities: Political and administrative actors moving into the gap (without inappropriate political involvement or administrative compromise)
- B. Structures: Developing skills/mindset where the problems to be solved drive pol/admin work and jurisdictional and/or departmental boundaries adjust—acknowledge challenge to identity/issues of loss
- C. Processes: Imperative for engagement that incorporates public values and deliberative processes

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Questions

1. Which of the challenges is most relevant to you and your organization?
2. What is one step you can take to prepare yourself/meet the leadership challenges?

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We Will Resume at
1:00 PM

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Agenda

- **Revisiting the Workshop**
 - We will spend a few minutes debriefing the morning workshop and assessing how those trends reveal themselves in Albemarle County.
- **Governing Together**
 - We will explore a series of questions sharing your individual thoughts on what it means to govern well together.
- **Operating Guidelines**
 - In September of 2018, the Board of Supervisors developed operating guidelines for high-quality governance. We will consider each guideline in the context of the Board's discussion on governing together, make appropriate adjustments, and recommit to living them.
- **Peer Accountability**
 - We will discuss how individual Board members can help one another adhere to the Operating Guidelines.
- **Closing/Adjourn**

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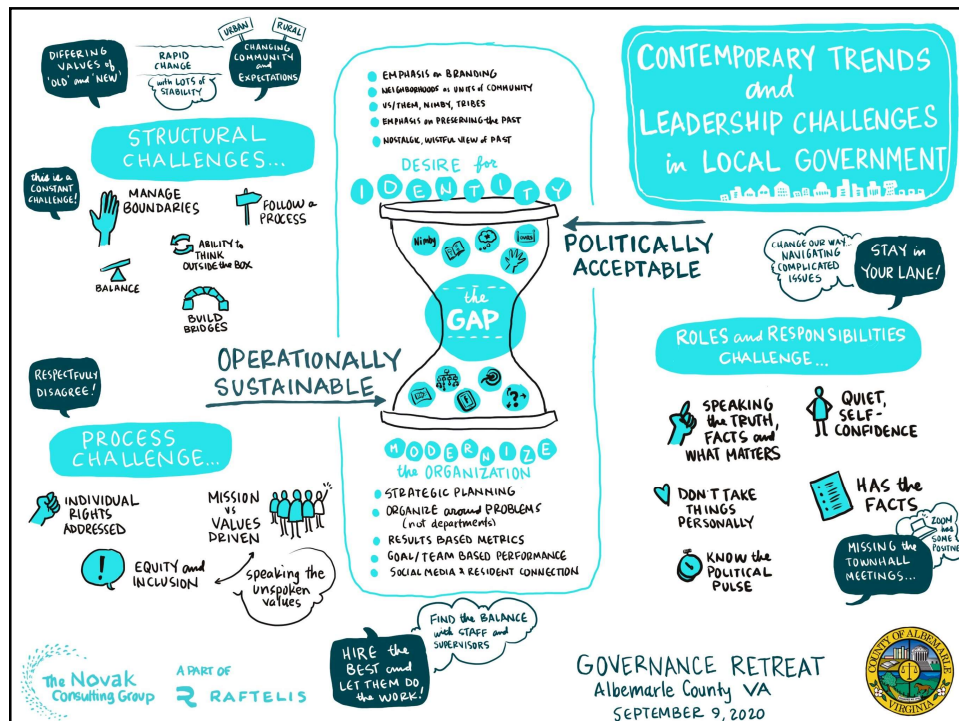
Meeting Norms

- Wait to be called on by the facilitator – use the raise hand feature
- Remain on mute when not speaking
- Turn off ceiling fans as they cause visual distractions for participants (or use a virtual background)
- Have grace with us and one another as we use technology to do our work
- Listen with respect
 - › Be attentive to the speaker
 - › Disagree agreeably
- Be:
 - › **BOLD**
 - › Positive and realistic
 - › Candid and honest
 - › Patient and self-aware
 - › Engaged and fully present

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Revisiting the Workshop

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Revisiting the Workshop

1. Which of the challenges is most relevant to you and your organization?
2. What is one step you can take to prepare yourself/meet the leadership challenges?

As you reflect on Dr. Nalbandian's presentation – how do you see the trends he reviewed revealing themselves in Albemarle County?

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Governing Together

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Governing Together

- What does good governance look like to you?
- What values are important to you in governing?
- What is important to remember when your position is the prevailing decision, and what is important to remember when your position is not the prevailing decision?
- What type of relationship do you hope to have with your colleagues on the Board of Supervisors?
- What type of relationship do you hope to have with the County Manager and staff?
- What do you hope this governing body will be known for?

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Operating Guidelines

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Operating Guidelines

1. The County's strategic priorities will guide the work of the Board and staff and will be supported by a thoughtful priority setting process and cycle.
2. We will honor the expressed will of the majority and respect the concerns of the minority.
3. We ensure that policy decisions and directions to the County Executive are communicated by the entire Board.
 - › Where this is unclear, the County Executive will seek clarification from the Board.
 - › No single member of the Board can provide direction on policy implementation to the County Executive.
4. Board Members do not want their interactions with and requests to staff members to negatively impact staff productivity.
 - › Staff members should use judgment and explain the resources that would be required to respond to Board requests.
 - › If a policy issue is going to affect workload or a policy decision, it should come through the County Executive's office.

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Operating Guidelines (Continued)

5. When a Board Member sends a communication to a staff member, it should be copied to the department director and the appropriate member of the County Executive's Office. Urgent matters will be clearly labeled in the subject line.
6. To assure maximum productivity, the Board should focus on policy-making work and the staff should focus on day- to day operational work and provide progress reports.
7. We are responsible for our districts, the entire County, and the region; therefore, we should give our best efforts to work for the benefit of all.
8. When a Board Member has a concern regarding staff performance, we go directly to the County Executive in a timely manner so that it can be addressed.

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Operating Guidelines

- How do they help us?
- Where do we fall short in living up to them?
- Do we need to make any adjustments based on our Governing Together conversation?

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Peer Accountability

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Peer Accountability

- How do we help one another adhere to the operating guidelines?
 - › Personally and privately – if it is during a meeting – send a personal note in the moment – after the fact may be best – phone call
 - › Public praise and private criticism
 - › Tricky – some play out publicly in front of other board members – but others could be about giving direction in private; County Exec then put in a position to hold Board Members accountable

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The Ideal Supervisor

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The Ideal Supervisor

1. Community: Uses their office to convene conversations that matter and recognizes that a primary role is to build, maintain and preserve community.
2. Brand: Protects and enhances the value of the brand of their community at all times.
3. Majority: Understands that their most important constituents are other members of the governing body—nothing gets done without a majority.
 - Focuses their energy on doing things as a governing body.
 - Recognizes that compromise and negotiation are the tools of the political craft.
 - Seeks to bring their colleagues into the majority, even when another vote is not needed.
4. Unique Power: Understands that they (the governing body) have the power to do things that no one else in the community can do.
5. No Right Answers: Understands the inherent values conflict at play when making decisions AND respects that there are no absolutes—no “right” answers (even theirs).

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The Ideal Supervisor

6. No Right Answers: Understands the inherent values conflict at play when making decisions AND respects that there are no absolutes—no “right” answers (even theirs).
7. Dual Roles: Is aware and respectful of the different roles they play and understand they serve as both a representative of constituencies and a trustee of the public good. Respect: Understands that respect can be earned by:
 - Speaking on issues only when they have new insights that further debate and understanding;
 - Asking genuine questions of others; and by
 - Exercising their strengths in a way that others value.
8. Partnership: Respects and values the partnership between the governing body and their appointed staff.
9. Acceptable and Sustainable: Understands that what can be done must be both politically acceptable AND administratively sustainable.
10. Outcome-focused: Is adept at creating useful policy goals and boundaries that allow professional staff flexibility in achieving outcomes.

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Cups and Community Building

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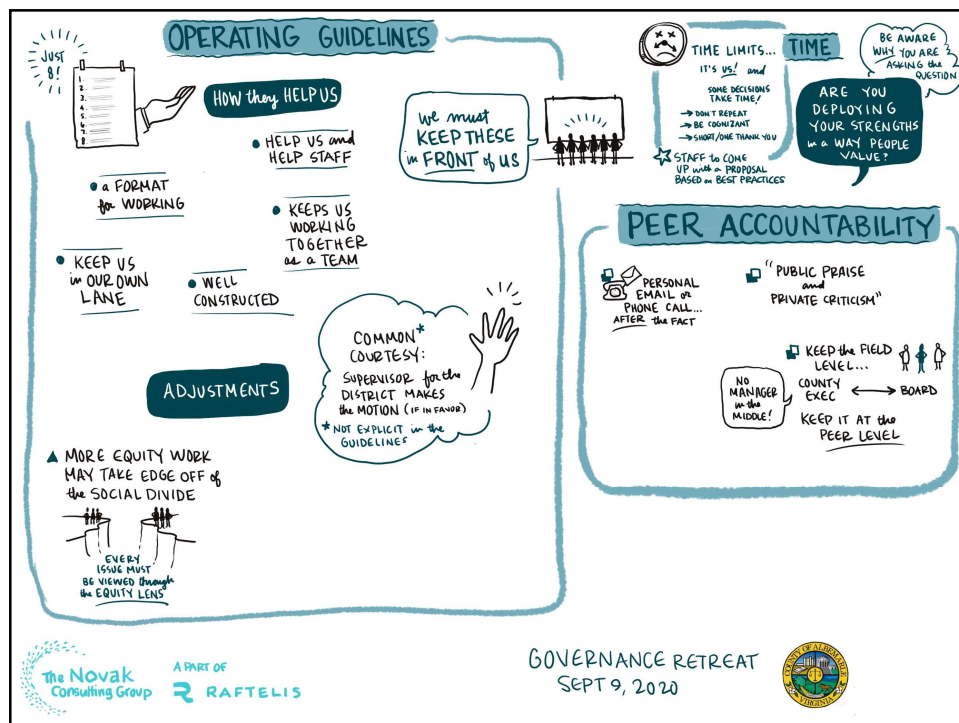
Cups and Community Building

- <https://youtu.be/epZRcEUV4B0>

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Closing

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MSRB REGISTERED
**MUNICIPAL
ADVISOR**

Raftelis is a Registered Municipal Advisor within the meaning as defined in Section 15B (e) of the Securities Exchange Act of 1934 and the rules and regulations promulgated thereunder (Municipal Advisor Rule).

However, except in circumstances where Raftelis expressly agrees otherwise in writing, Raftelis is not acting as a Municipal Advisor, and the opinions or views contained herein are not intended to be, and do not constitute "advice" within the meaning of the Municipal Advisor Rule.

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Thank you!

Contact: Julia Novak
513-221-0500 jnovak@thenovakconsultinggroup.com

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Attachment A – Bridging the Gap

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Bridging the Gap

The Importance of Roles, Values, and Different Perspectives in Creating Effective Governing Bodies



A PART OF



The Ideal Governing Body



Julia D. Novak and Dr. John Nalbandian, 2017

- 1 Community:** Uses their office to convene conversations that matter and recognizes that a primary role is to build, maintain and preserve community.
- 2 Brand:** Protects and enhances the value of the brand of their community at all times.
- 3 Majority:** Understands that their most important constituents are other members of the governing body—nothing gets done without a majority.
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Governance Roles



Julia D. Novak and Dr. John Nalbandian, 2016



Strategic, Vision: Big Picture Thinker

- Focus here is on decisions that can have significant impact on the city. Can be long term or short term.
- Often focus is on the future and what might make a significant difference.
- Seeing possible connections and relationships.
- Thinks beyond present data and constraints.



Trustee: Steward

- While listening and respecting constituent views, the trustee feels responsible to the city as a whole and to future residents.
- The trustee will make uncomfortable decisions that may run counter to constituent wishes because the decision is in the greater good.



Representative: Constituent Advocate

- In this role, the council member acts as a “customer service representative.”
- The council member is a conduit between citizens and city services.
- Often, citizens see this council member as most responsive to their individual concerns.



Community Builder: Bringing People Together

- In the community builder role, the council member focuses on relationships and consensus building.
- The community builder fosters relationships and is able to work through differences.
- Community is not just a casual word to the council member who gravitates to this role.



Decision Maker

- The decision maker sees his/her role much like a judge.
- Information is presented, and the decision maker votes it up or down.
- This is not an easy role, but often it is a fairly passive role in contrast to that of the community builder.



Oversight

- In this role, the council member retains a measure of distance from the staff.
- The focus is on accountability of staff to the council.

Public Service Values



School of Public Affairs and Administration, University of Kansas

Frequently, when we think of values, qualities like honesty, reliability, love and sincerity come to mind. These are values—deep-seated beliefs that lead to judgments about right and wrong—but they have to do with individuals and how we lead our lives individually.

Public service values influence public policy development, implementation, evaluation, and governance design, as opposed to the lives of the individuals who make policy and program decisions. The primary public service values in our culture in response to public wants and needs are accountability, efficiency and effectiveness, social equity, diversity, and justice.

Accountability/Representation:

Government and public service providers answer to the will of the people. In government, there is a deep seated belief that the wishes of citizens should be represented by elected officials in governing bodies. In other types of public service providers, such as nonprofit organizations and public service enterprises, managers and decision-makers are held accountable to their trustees and governing bodies according to their public service mission. If a public policy or public program is going to have an impact on a group of citizens, that group should have the opportunity to be heard. Regardless of the accountability mechanisms, either through representative or trustee, public expressions of preferences are to be acknowledged. And, public involvement in the governing process is essential for legitimacy of governing processes.

- Homeowners say, “We have a petition signed by 20 residents on our block requesting a stop sign at 4th and Elm.”
- A group of citizens who supported you in your last election remind you, “You pledged to hold the line on taxes and now you are talking about raising taxes. That’s not what we elected you for.”
- A group of citizens says, “The city ought to be paying more attention to the welfare of its children. We’ve heard teenagers say they have no place to go at night. For their well-being and that of the city as a whole, we should build a teen center.”

Efficiency and Effectiveness/Professionalism:

Citizens expect public service providers to be run prudently and for programs and policies to achieve intended outcomes, not only in the short run but also in the long run. This is accomplished through cost-consciousness and rational, analytical decision-making and through an emphasis on expertise and professionalism, planning and merit. As such, this value goes beyond financial sensitivities and emphasizes the need for policymakers and program managers in public service organizations to be responsive to diverse outcome expectations of the public and also be good stewards of public resources.

- Staff says to the council, “At your request, we now have available a comprehensive parks and recreation master plan, and for your consideration we would like to develop a five-year capital improvements budget to implement it.”
- A budget shortfall leads the chief administrative officer to consider layoffs. One of the alternatives presented to council is to make any layoffs based on job performance of the employees.
- The public works director is having a difficult time with the city’s director of neighborhood development on a road project. The public works director argues that according to the engineering consultant’s design, the best route will take the road parallel to 11th street. The director of neighborhood development argues that the preferred route will split an existing neighborhood.



Social Equity and Diversity:

Frequently, citizens are differentiated by physical conditions, ethnical, economic, work, age, gender, and social background, as well as by political, social, and cultural preferences. Public service providers are expected to respect these differences and treat all citizens equally in policymaking and program implementation and strive to provide equal opportunities for all.

- A representative of the neighborhood association argues that the city wants to build an addition to its motor pool on the east side of town because that's where the poor people live. The representative says, "You wouldn't think of putting it on the west side of town."
- The affirmative action officer reminds the city manager that a layoff policy based on "last hired, first fired" will have a disproportionate effect on minorities who were hired as part of the affirmative action program.
- The city council, elected at-large, wants a report from the city manager on the distribution of funds for infrastructure repair. There is some concern in town that more money is going to new development compared to the older parts of town.

Justice/Individual Rights:

Citizens are granted property rights and civil rights through ordinances, statutes and laws, and the constitution. They also have the right to due process that protects them from arbitrary decisions by majorities or by those who govern, and are to be treated equally before the legal system despite their individual background. Both elected and non-elected decision-makers are expected to respect these rights in the processes of policymaking, implementation, evaluation, and adjudication.

- A new road is being built and an environmental group argues that to preserve green space the city ought to require a significantly greater setback than it presently does. The land owners along the route indicate their displeasure saying, "If the people want my land for green space, they should buy it."
- The fire fighters union objects to layoffs based on performance because it gives too much discretion to supervisors who it contends will play favorites. Union spokespersons argue that employment decisions should be based on seniority.
- An angry group of parents confronts the city commission and says, "The city should put a crossing guard at 9th and Kentucky. Our children have a right to cross the street safely on their way to school."

While we cherish each value, it is a common observation that one cannot optimize all four values simultaneously. Thus, policymaking and managerial decisions focus not only on outcomes and policy goals, but also upon ways of accommodating these four values in order to connect what is politically and socially acceptable with what is administratively feasible and sustainable. One's political philosophy can be expressed as preferences for one value over another.

The Political-Administration Gap



School of Public Affairs and Administration, University of Kansas,
Dr. John Nalbandian, Professor Emeritus

Political Acceptability		Administrative Sustainability	
CHARACTERISTICS	POLITICS	CAO and Senior Staff in the GAP Electeds*	ADMINISTRATION
Activity	Game/allocation of 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, and trust		Knowledge (deeds)
Dynamic	Constructive conflict, compromise, and change		Predictability, cooperation, and continuity



Local Governance System



Local Government Policy-Making Process, MRSC of Washington

	GOALS	ORGANIZATION	FISCAL	PERSONNEL	PROCEDURES	INFORMATION	
“WHAT”	Vision and values	Community	Bonds and tax levels	Service levels	Elections and initiatives	Newsletters, Television and press	POLICY LEVEL
	Strategies and goals	Board	Budgets and debt Management	Salary and benefits	Ordinances and resolutions	“State of the city”	
	Master work plan	Manager	Budget and Finance plan	Hire and fire	Policy and Procedures	Annual report	
“HOW”	Department Work plan	Department heads	Budget control	Training and Development	Standards and benchmarks	Monthly, quarterly Reports	ADMINISTRATION LEVEL
	Team work plan	Operations managers	Service delivery	Supervision and Discipline	Operating Procedures	Progress reports	
	Individual Work plan	Service employees	Individual Services	Personal Responsibility	Job checklist	Status report	
Effectiveness			Efficiency		Control		

Political-Administration Dichotomy



Jim Svava, Dichotomy and Duality: Reconceptualizing the Relationship between Policy and Administration in Board-Manager Cities, Public Administration Review, Vol. 45, No. 1, pp 221-232

COUNCIL'S SPHERE		
Determine "purpose," scope of services, tax level, constitution issues	MISSION	Advise (what city "can" do may influence what it "should" do); analyze conditions and trends
Pass ordinances; approve new projects and programs; ratify budget	POLICY	Make recommendations on all decisions; formulate budget; determine service distribution formula
Make implementing decisions (e.g., site selection); handle complaints; oversee administration	ADMINISTRATION	Establish practices and procedures and make decisions for implementing policy
Suggest management changes to manager; review organization's performance in manager's appraisal	MANAGEMENT	Control the human, material and informational resources of organization to support policy and administrative functions
MANAGER'S SPHERE		



Julia D. Novak and Dr. John Nalbandian, Preparing Councils for Their Work,
ICMA Public Management Magazine, Vol. 91, No. 7

Obstacles to Effective Governance

Although councils differ, three obstacles to council effectiveness are fundamental. First, councils that are willing to deal with big issues will have to confront conflicting political values. These values include representation, efficiency, social equity, and individual rights. Choices among values are not choices between right and wrong, and councils searching for “correct” answers to policy issues are bound to become frustrated.

Second, councilors must confront the difficult values work they are responsible for in the absence of hierarchy—the mayor is not the boss. How many jobs have you had where no one was in charge?

The third obstacle is the difference in perspective between council and staff—differences that are often difficult to understand because while council and staff use the same words, they speak a different language.

The tools we identify below are intended to enable a willing council to deal with difficult issues by building council capacity. An important piece of that capacity is an effective partnership with staff.

Tools to Build Good Governance

- Orientation
- Retreats and Goal Setting
- Regular 1-1 Meetings
- Appropriate Access to Department Heads
- Documented Business Practices
- The Council Must Manage Itself

In the end, the Governing Body must manage its own behavior and seek compliance from its own members.



A PART OF



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