



Redmond Governance Study

CITIZENS' COMMITTEE

FINAL REPORT

Prepared by
Cedar River Group

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I. EXECUTIVE SUMMARY

The Redmond Governance Committee was charged by the Redmond City Council to “determine whether a council-manager form of government or a mayor-council form of government will best address the issues/challenges likely to face Redmond in the next 10-20 years and develop recommendations to the Council, Mayor and citizens.”

The Committee met throughout the summer of 2002, studied the issues and challenges facing Redmond, heard through survey research and in person from elected officials and citizens, and analyzed the strengths and weaknesses of the mayor-council and council-manager forms of government.

In examining the strengths and weaknesses of the mayor-council and council-manager forms of government, Committee members viewed the experience, training and professionalism of the city manager in managing large, complex municipal organizations as the greatest strength of the council-manager form. The Committee identified the greatest strength of the mayor-council form to be the vision and political leadership provided by a directly elected mayor. Committee members formed two conclusions:

1. The strategic, vision-setting, ceremonial and political role of the mayor should be separated from the administration of the city and a professional manager should be employed to carry out the administrative duties.
2. There is value in having a directly elected mayor, whether in a mayor-council or council-manager form.

There are two forms of government that meet these requirements: (1) A council-manager form with a directly elected mayor, and (2) A modified mayor-council form with a chief administrative officer.

In January 1991, a committee that studied whether Redmond should change its form of government recommended the retention of the mayor-council form with a chief administrative officer who would be responsible for the day-to-day operations of the city. The change recommended in the 1991 report was not implemented.

A strong majority of the 2002 Governance Committee recommends:

Redmond should adopt a council-manager form of government with a directly elected, full-time mayor, pursuant to the provisions of the Optional Municipal Code.

II. CHARGE FROM THE CITY COUNCIL

In the spring of 2002, the Redmond City Council decided to re-examine whether the structure of city government should be changed to better meet the needs of citizens as the city enters the 21st century. Redmond has experienced rapid growth over more than three decades and shares in the region's transportation problems. City government is changing in size and complexity as a result.

Redmond elected officials appointed a committee of eight citizens, assisted by Cedar River Group, to study the strengths and weaknesses of the mayor-council and council-manager forms under the Optional Municipal Code and to make recommendations to the Council at the end of August, 2002. Specifically, the council charged the committee to: "Determine whether a council-manager form of government or a mayor-council form of government will best address the issues/challenges likely to face Redmond in the next 10-20 years and develop recommendations to the Council, Mayor and citizens."

III. METHODOLOGY

In 1990, a citizen committee was appointed by Redmond city officials to examine whether Redmond should change its form of government. In January, 1991, they recommended that the mayor-council structure be retained. Their recommendations included proposed modifications, however, such as the appointment of a Chief Administrative Officer, who would be responsible for the day-to-day operations of the city; improvements in the compensation of the mayor and in the process of establishing compensation for senior officials; and development of procedures for, and active council participation in, a confirmation process for department heads. All but the first of these recommendations were subsequently implemented. The 2002 Redmond Governance Study Citizens' Committee determined to follow a similar research process, in part so that comparisons could be made between circumstances and citizen attitudes in 1990-91 and 2002.

The Committee met eight times from May 16 to August 22. In its initial meeting, the Committee reviewed provisions of the Optional Municipal Code relating to the mayor-council and council-manager forms of government and the mechanisms for changing from one to the other. They were ably assisted in this review by Byron Katsuyama and Jim Doherty of Municipal Research and Services Center, who provided numerous studies and data sets and answered committee questions. In June, Lenda Crawford, Redmond Finance Director, Roberta Lewandowski, Redmond Planning Director, and Stan Finkelstein, Executive Director of the Association of Washington Cities, presented information on challenges facing Redmond specifically and cities in general over the next decade. This information augmented information about growth trends and issues published by Redmond, King County and the Puget Sound Regional Council.

The Committee then studied information provided by surveys of elected and appointed municipal officials serving in both forms of government in the King County area (see Appendix B). Respondents were asked, among other things, about challenges facing their cities, strengths and weaknesses of the two forms of government, and how much time they devote to local vs. regional matters. Committee members questioned three officials in person: Dick Cushing, City Manager of the City of Olympia; Connie King, former Council Member and Mayor of the City of Shoreline; and Pete Lewis, Mayor of Auburn. Committee members also received a survey of citizen opinion prepared by Gilmore Research Group and presented by JoElla Weybright.

Starting in late June and continuing through July, Committee members began to evaluate the challenges facing Redmond, the strengths and weaknesses of the mayor-council and council-manager forms of government, and the qualities of leadership they would like to see in the executive branch of Redmond city government. From this effort emerged a discussion about which forms of government committee members believed would most benefit the city as Redmond moves through the next decade and beyond. Meetings in August focused on decisions and recommendations. The final report was approved on August 22, 2002 and presented to the City Council in a meeting scheduled for September 10.

IV. FORMS OF GOVERNMENT IN OPTIONAL MUNICIPAL CODE CITIES

The City of Redmond has a mayor-council form of government organized under the Optional Municipal Code, Title 35A RCW. Cities have two choices regarding the form of government under the Code. The following is a brief description of them.

The mayor-council form of government includes a mayor, directly elected by the people for a four-year term, and a city council consisting of seven members, elected to staggered four-year terms. This is the form under which Redmond has operated for over 70 years. In cities organized under the mayor-council form, the mayor serves not only as the chief spokesperson for the city but also as the chief executive officer of the government and is responsible for all administrative functions. The mayor may serve part-time or full-time. Part-time mayors are most common in small cities, where an appointed clerk or city administrative officer carries out day-to-day responsibilities. Redmond's mayor has served full time for over two decades. In Optional Municipal Code cities, the mayor attends and chairs meetings of the city council, but does not vote. The mayor can veto ordinances, but a majority plus one of the council can override vetoes. The council, which serves part-time, cannot employ independent staff. The mayor-council form of government is used by 226 of Washington's 280 municipalities. The vast majority of these are cities with populations under 25,000. In addition to Redmond, the cities of Auburn, Renton and Kent use this form of government with a full-time mayor. Renton and Kent have also added a chief administrative officer to the executive office of their cities.

The council-manager form of government is organized differently to carry out municipal functions. The city council consists of seven members elected by the people who serve part-time. The mayor is elected either by the council from among their number or directly by the people for a two or four-year term. The mayor acts as the president of the council, votes, and serves as the chief spokesperson for the city. The mayor does not have a veto. The council appoints a city manager who is responsible for the operations of city government and carries out policies adopted by the council. Managers are professionally trained and typically bring extensive experience to the position. The council may not employ independent staff nor interfere directly in the management of city departments. Fifty-three of Washington's cities, most of which are 25,000 to 100,000 in population, use the council-manager form of government. Kirkland and Bellevue are local examples of the council-manager form, which has also been adopted by all of the cities that have recently incorporated in King County.

Washington cities may also adopt a charter and design their own system if neither of these forms of government meet their needs. Seattle is an example of a charter city in which the mayor does not chair council meetings, council members serve full time, and have independent staff.

V. FUTURE CHALLENGES

Following the study process adopted in 1990, the 2002 Governance Committee began its deliberations with an investigation of the issues facing Redmond in the coming decade. Problems associated with growth, particularly transportation, remain key issues both for citizens and elected officials surveyed as part of this study. King County's population, already over 1.6 million, is expected to reach roughly 2 million in 2010. Redmond's population of 46,000 is expected to increase by 1,000 per year in the first decade of the new century, according to Redmond's Comprehensive Plan projections. The composition of Redmond's population is also changing. Over 20% of Redmond's residents are foreign-born, the second highest number on the Eastside.

In addition to concerns about growth and transportation, many officials have worries about the fiscal health of jurisdictions in the King County area. The County's widely publicized budget difficulties are already having serious repercussions in municipalities throughout the area, as are state cutbacks. Many public officials surveyed for this study indicated that such issues may well drive growth and economic development decisions throughout the coming decade.

As was the case in 1990-91, solutions to many of these problems lie outside the jurisdiction of Redmond officials. Transportation, then as now, is a prime example. There has also been a significant change over the last 10-12 years in the number of regional boards and committees in which issues of significance to Redmond are discussed and in the complexity of those issues. Recent negotiations over the jail contract are a good example. The increasing tendency of higher levels of government, federal, state and county, to push functions down to lower levels may also mean a growth in responsibilities at the municipal level not always matched by a growth in resources. All of these problems put an emphasis on capable political leaders and government administrators who can engage the broad Redmond community in constructive dialogue, timely decision-making, and effective implementation.

In light of all these considerations, members of the Governance Committee adopted the following statement of the challenges facing Redmond:

Identity

As a community that continues to grow rapidly and change economically and ethnically, Redmond's most important challenge will be to develop a shared vision and strategic plan that address:

- Community cohesion
- Appropriate levels of growth
- Needed infrastructure investments, especially in transportation
- Economic and ethnic diversity
- Affordable housing
- Quality of life

Leadership

Redmond needs leaders who can successfully:

- Manage a \$355 million budget and 565 employees
- Assure economic viability
- Implement policies and plans reflecting the needs of the community
- Respond to the devolution of new responsibilities from federal, state and county governments
- Advocate regionally for the community's needs
- Work openly and honestly with citizens to provide realistic choices

Civic Life

In a wired and rapidly changing world, Redmond must seek a different level of participation for citizens, one that motivates and involves the entire community in a realistic conversation about revenue and the demand for services. Redmond must also continue to develop and attract new leadership in elective office to address these challenges successfully. That leadership must continuously establish implementable goals that all community stakeholders may connect to the vision.

VI. QUALITIES OF LEADERSHIP OF A CHIEF EXECUTIVE OFFICER

Members of the Governance Committee believe that the individual who serves as the chief executive officer of Redmond should have strong executive leadership skills. It is assumed that the individual who is elected to serve as mayor, whether in a mayor-council or a council-manager form of government, will have the political skills that committee members believe are essential at the top of city government. The committee has focused its efforts on describing the skills and attributes of the individual who serves as the chief executive officer of the government (whether a strong mayor, a chief administrative officer serving under the mayor, or a city manager appointed by the city council).

The chief executive officer should be able to identify and carry out those goals which Redmond's residents hold most important and by which they define themselves. The chief executive officer should be a strong manager, with significant operational experience in his/her own right or able to recruit, develop and retain an administrator who can effectively run the administration of city government. The city's leader must also be an effective player in the regional arena.

In addition, the Governance Committee believes the following qualities of leadership to be desirable for our community:

- Ethical
- Courageous
- Flexible
- Good listener
- Articulate
- Energetic
- Un-self-interested
- Dynamic
- Motivational/Charismatic
- Organized
- Sense of Humor
- Represents the Public
- Responsive
- Smart

VII. STRENGTHS AND WEAKNESSES OF MAYOR-COUNCIL AND COUNCIL-MANAGER FORMS OF GOVERNMENT

Through the survey of elected officials, materials provided by Municipal Research and Services, and their own experiences, Governance Committee members assessed the strengths and weaknesses of both the mayor-council and council-manager forms of government. The factors that seemed most important to Redmond in light of the challenges the city will likely face and the qualities of leadership that are most desirable are listed in Table 1.

In examining the strengths and weaknesses of the mayor-council and council-manager forms of government, the committee identified the greatest strength of the mayor-council form to be the vision and political leadership provided by a directly elected mayor. Committee members viewed the experience, training and professionalism of the city manager in managing large, complex municipal organizations as the greatest strength of the council-manager form.

A significant number of weaknesses were identified in both forms but no strong consensus about them emerged. In general, the weaknesses of one form of government were the strengths of the other (e.g., concern about political leadership and responsiveness to citizens in the absence of a directly elected mayor under the council-manager form, versus concerns about lack of professional management and council-mayor conflict under the mayor-council form).

Table 1. Strengths & Weaknesses of Forms of Municipal Government

<i>Mayor-Council Form</i>	
Strengths	Weaknesses
Mayor is the direct representative of the electorate, the “go to” guy (<i>3 mentions</i>)	Mayor may only represent narrow constituency, not all people
Mayor has a closer sense of the community, passion about his/her vision for the city; mayor has lived in city and lives there now; the way the city is run is more likely to be influenced by people in the city (<i>5 mentions</i>)	Mayor can be so responsive that practical reality can be ignored; mayor may not be able to reconcile all views on all issues so maybe paralysis results
Mayor is accountable to citizens (<i>2 mentions</i>)	If mayor and council in opposition, can create conflict or paralysis; change can only occur in 4-year increments
Full-time mayor has time to devote to local and regional issues (<i>2 mentions</i>)	Accountability: Mayor not called to account for as long as 4 years
Checks and balances – may be slower but checks bad ideas; it’s messy, which is the way government is; mayor proposes, council disposes (<i>3 mentions</i>)	Mayor may lack experience in substantive areas or people management (anyone coming into the mayor’s job is by definition inexperienced)
Mayor has more visibility and, with mandate from people, has more clout in region	Lack of stability in overall staff
	More likely to have non-professional manager; lack of broad and adequate experience can lead to cronyism (antithesis of strength of being the rep of the community)
	Possible to have a lot of conflict; reduces productivity and citizen involvement
	Policy direction can become muddled or unclear; some special interests may find this to their advantage
	Possibility that council doesn’t get independent professional advice (or at least that perception may exist)
<i>Council-Manager Form</i>	
Strengths	Weaknesses
Manager has education, training & experience (esp. financial) needed for large, complex organizations (<i>5 mentions</i>)	May get stuck with mediocre person
There is a quicker link between policy & implementation	No other avenue for citizens to bring up policy issues other than through the council; could be more difficult for citizens (<i>2 mentions</i>)
Policy direction is very clear	City manager may be less responsive to citizens
The direct cause & effect between policy & implementation (council to manager) makes government more responsive and immediate (<i>2 mentions</i>)	Potential for city manager to manipulate council
Reduces amount of purely political considerations in city management	Lack of connectedness if turnover is high
Potential strong regional representation (mayor freed from management)	Non-elected staff may influence policy and priority of city council unduly
	Potential lack of heart, passion; manager is more of a technician

VIII. FINDINGS & RECOMMENDATIONS

As difficult and complex as the issues with which Redmond has grappled for three decades have been, Committee members agree that the future will hold many new challenges: Continued growth; the difficulty of achieving regional transportation solutions; increasingly complex intergovernmental challenges as federal, state, and county governments attempt to move more responsibility to the local level; and the fiscal challenge of limited tax resources coupled with an economy that still experiences sharp downturns.

The executive leadership provided to the city by elected and appointed officials will be crucial to Redmond's success in shaping the future that its citizens desire. In light of the City Council's charge to re-examine whether the structure of Redmond government should be changed to better meet the needs of citizens as the city enters the 21st century, the Redmond Governance Committee spent most of its time on the fundamental issue of how to shape that leadership.

A strong majority of Committee members agrees that a fundamental change in governance is necessary:

The strategic, vision-setting, ceremonial and political role of the mayor should be separated from the administration of the city and a professional manager should be employed to carry out the administrative duties.

Reasons most frequently cited include:

- Redmond is too large and too complex to rely exclusively upon an elected executive who may not have the qualifications to carry out the administrative duties of the position.
- The surest way to obtain the professional management skills necessary to run the city over the long-term is through a well-founded, professional hiring process.
- The job has become too big for any one person, no matter how capable, to carry out successfully. Separating the two aspects of the job will make it more likely to attract good candidates to elective office.
- More cities are adopting either a city manager form of government or a mayor-council form of government with a strong chief administrative officer in recognition of the challenges of managing in today's government environment.

To support the traditions which may come from a directly elected mayoral position, a strong majority of Committee members also agrees on a second principle:

There is value in having a directly elected mayor, whether in a mayor-council or council-manager form.

Reasons most frequently cited include:

- Citizens are accustomed to electing the mayor.
- A mayor directly elected by the people is the best person to articulate the strategic vision for the city and to rally political support for it.
- Direct election and full-time status allow the mayor to better focus on regional issues.

There are two forms of government available to Optional Municipal Code cities that meet these principles: (1) A modified council-manager form with a directly elected mayor and (2) A modified mayor-council form with a chief administrative officer. The 1990-91 Governance Committee recommended hiring a chief administrative officer. However, elected officials in Redmond have not transitioned to an administration in which a strong chief administrative officer has direct responsibility for day-to-day management of the city. In a city operating under the Optional Municipal Code, there is no mechanism to require an elected mayor to delegate responsibilities to a chief administrative officer. The mayor-chief administrative officer-council form of government can only work when the mayor and council agree to implement this form. Therefore, for these reasons, among others, a strong majority of the Committee believes that Redmond should adopt the modified council-manager plan with a directly elected mayor.

Recommendation

Redmond should adopt a council-manager form of government with a directly elected, full-time mayor, pursuant to the provisions of the Optional Municipal Code.

Action Needed

The steps involved in this process include:

- A ballot measure to change the form of government to a council-manager form
- A companion measure on the same ballot asking the citizens if the newly formed council under the council-manager form should approve a subsequent measure to designate a specific council position as the mayor.

Under RCW 35A.06, the Redmond City Council may put on the ballot a proposition to change the form of government to a council-manager form. If successful, the change in form will take effect as soon as the election results are certified and the incumbent mayor will join the council as an 8th member until the expiration of the mayor's term.¹

In the council-manager form of government, citizens typically elect seven council members from whom the council elects a mayor. RCW 35A.13.033 provides, however, for a council operating under the council-manager plan to place before the voters a proposition to elect the mayor directly by designating one position (typically Position One) as the mayor. Only a council already operating under the council-manager form may do so, however. Thus, in order for the citizens of Redmond to express their intention to form a council-manager government with a directly elected mayor, they must not only approve the council-manager form but also advise the council to bring back a subsequent ballot measure establishing the directly elected mayor.

Under this scenario, the council would move immediately upon the effective date of the new system to appoint an interim city manager and to recruit a permanent manager. In addition, the

¹ When voter approval of changes in form of government was followed immediately by election of a new city council, the change took effect as soon as the election was certified. In light of the amendment of RCW 35A.06.030 in 2001 to eliminate the requirement for new elections, it may be possible for the ballot measure to specify a different date for the transition to the council-manager form. Redmond might be advised to work with a state legislator to request an advisory opinion from the Attorney General if the Redmond City Council wishes to specify a specific later date for the transition to the council-manager form of government.

Council would have to choose a date for the subsequent ballot measure to directly elect the mayor and to adjust the mayor's compensation accordingly at the next available opportunity.

Rationale

- This system combines the greatest strengths of the two forms of government: A dependable form of professional management and a directly elected mayor, who can articulate a vision for the city and represent Redmond in regional forums.
- Mayor-council conflict would be minimized; the mayor would have a vote on all matters before the council, but would not have a veto.
- Cities go through various stages in their evolution. Bellevue has been very well served in its mid-life by the council-manager form. The council-manager form will best suite Redmond during the next stage in its growth. Perhaps at a future time, the mayor-council form can be reconsidered.
- The mayor cannot be forced to hire, and delegate specific responsibilities to, a chief administrative officer. Moving to a council-manager form is the only way to ensure that professional management will be introduced to Redmond.
- The council-manager form provides the immediacy of accountability that is needed in this increasingly complex world of municipal government.
- All of the newly incorporated cities in King County have adopted the council-manager form of government.

A Minority Perspective

Two members of the Citizens' Committee dissent from this recommendation. They believe that Redmond should retain the current mayor-council form of government without change. Their rationale is:

- Redmond is a successful city operating under a mayor-council government.
- The mayor-council form provides needed checks and balances.
- City government is a political institution; the head of that institution should be a directly elected mayor accountable to the citizens.
- While the demands of the mayor's job have no doubt increased significantly over the last decade, the mayor should have the power and authority to carry out his or her duties in whatever way he or she believes is in the best interests of the city and its citizens. Whether a mayor chooses to hire a chief administrative officer or an assistant should be the mayor's decision.
- Citizens do not appear dissatisfied with the present system.
- There is no compelling evidence that a change is needed

This is an accurate representation of the work of this committee.


Respectfully submitted,

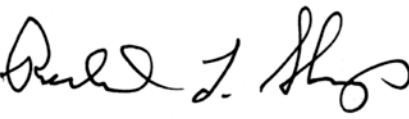
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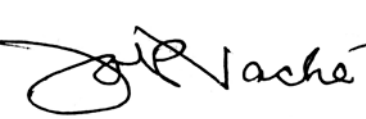

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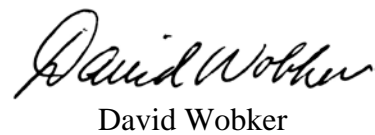

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GOVERNMENT OFFICIAL SURVEY 2002

Based on the model developed during the 1990 Governance Study that issued a final report in January 1991, nineteen elected and appointed local government officials were extensively interviewed to provide the Citizens' Committee for the 2002 Governance Study with information identifying problems in the future, the strengths and weaknesses of various government structures, and the components of leadership. Those interviewed represent a good mixture of perspectives between elected and appointed officials, and individuals from both the council-manager and mayor-council forms of government. The purpose of the study was to provide Committee members with information from a broad range of people without investing hours of committee time listening to presentations. The sample is not scientifically balanced and should not be construed to be representative of all officials or any subgroup of officials in King County and the immediate surrounding area. Nor is this report meant to reflect on the performance of any individuals or groups in office. It does not provide information that can be used to measure performance. It is subjective data, illustrative in nature. Unattributed quotes are used liberally to provide Committee members with a feel for the answers. The Appendix contains more detailed information regarding the sample interviewed, questions asked and analytical purpose. Where findings are the same, or for purposes of comparison, this report draws heavily on the language of the earlier document.

MAJOR FINDINGS

- Local officials share many common concerns about the challenges of the next decade: growth and growth-related impacts, particularly transportation. Many officials share a growing concern about the fiscal problems created by tax initiatives, the economic downturn, and the transfer of functions such as social services and parks from higher levels of government.
- Most jurisdictions believe they have done a good job in the past and are relatively well prepared to meet these challenges, recognizing at the same time that many factors are outside of their control.
- Intergovernmental interactions are becoming more complex and more specialized, which is placing increasing burdens on all officials. The importance of these larger, regional forums makes a city's ability to influence their decisions a key factor in achieving some goals. It is a widespread, though not universal, view that full-time elected officials have an advantage in this arena.
- Full- and part-time officials devote long hours to municipal business. Increasingly, some part-time officials are specializing in regional matters while others concentrate on municipal affairs. Issues require a great deal of preparation, which makes good staff support essential. Most regional meetings are held during business hours when part-time officials may have other obligations.
- Officials across the board spend most of their time on local and constituent matters.
- Respondents see the greatest strength of the council-manager form of government to be the professional training of the manager.
- Most respondents see the greatest strength of the mayor-council system as the vision and political leadership of the mayor.
- Full- and part-time elected officials, city managers and chief administrative officers were all mentioned as people who have the respect of their colleagues and would likely be consulted on strategic questions. Staff were most likely to be consulted on technical matters. Respondents overwhelmingly believe that elected officials must negotiate on behalf of their cities in regional matters. Full-time mayors were thought by many to be the most effective negotiators, although a number of council members were also named by respondents.. City managers are slightly more visible in regional matters than they appear to have been 12 years ago.
- Most officials strongly favor the form of government in which they serve. Some believe the form of government does not matter; the quality of the people in government is paramount.

ANALYSIS

Major Challenges in the Next 10-20 Years

As in 1990, respondents to the survey of elected and appointed government leaders were in substantial agreement on the major issues. The foremost problem mentioned is managing growth and its consequences, particularly mobility. Transportation problems were on every official's mind. A number of other issues related to growth were also mentioned, such as affordable housing and refurbishing or building infrastructure such as parks. Unlike 1990, however, there was little interest in developing new regional governance structures. Instead, financial constraints resulting from citizen initiatives coupled with the economic downturn were a major theme mentioned by many respondents. This dichotomy – growth coupled with large changes in revenue – appears to be heightening the tension surrounding the growth/no growth debate in many jurisdictions.

Typical comments include:

“It’s a huge problem to maintain a high quality of life in the face of conflicting demands from citizens, businesses and others.”

“Our toughest problem is finding consensus between growth and no-growth factions.”

“The real challenges are regional, particularly transportation.”

“Transportation is killing us.”

“We are seeing lots of increases in neighborhood traffic because regional transportation strategies are not working.”

“We’ve waited in line for regional transportation solutions that have not happened. Now, we’re beginning to solve the problem on our own.”

“70-80% of taxes ultimately come from businesses. That will only increase as property tax limitations begin to bite. So we have to have economic development that does not make the city unlivable.”

“Fiscal challenges will place more emphasis on regional cooperation to increase efficiencies.”

“Wages and benefits are 60% of the general fund. The public funding pie is only so big.”

“How are we going to grow the revenue base to provide services that people want? Taking spending measures to the ballot will be a challenge with an aging population.”

Other problems identified are: demographic change and socio-economic diversity; jails and courts; water supply; creating an identity for the city in the region; economic development; cutbacks in human services coming from other levels of government; unfunded mandates; and the lack of new leaders emerging to assume elected posts in municipal government.

Asked if their jurisdiction is very well, fairly well, or not well prepared to address these problems, most respondents, as in 1990, expressed pride in their efforts. Sample comments

include: *“At the end of the day, we deliver pretty good services,”* and *“We’re as well prepared as any local government.”*

At the same time, respondents recognize how many things that affect their jurisdictions are out of their control. Examples of problems in preparing for the future include financial concerns and worries about the region’s capacity to make sound decisions. For these reasons, with rare exceptions, they rate their jurisdictions “fairly well” prepared to meet these problems.

“We don’t have much influence on the development of regional systems.”

“Do we have the economic base to sustain services and take on more?”

“Our comp plan will only keep things from getting worse, no more.”

“The problem is our inability to persuade the rest of the region to do what’s necessary. If you can’t get to [my city], the jobs will go to Denver.”

“A few years ago, we were seen as a region that was getting its act together. Now regionalism is dead.”

Strengths and Weaknesses of Various Forms of Government

Mayor/Council

Strengths mentioned by a significant number of respondents closely parallel the strengths identified in 1990.

<i>Principal Strengths</i>	
<i>1990</i>	<i>2002</i>
Mayor is accountable; serves at will of people and can be removed by them	Mayor establishes agenda, is accountable to people
Mayor elected by all; it’s democratic	4-year term provides more certainty and gives a mayor more standing
Mayor is visionary and independent spokesperson for the city	Mayor is political spokesperson and advocate for the city
System provides checks and balances through separation of powers	System provides checks and balances through separation of powers
Mayor gives a city regional presence, more clout	Mayor gives a city regional presence, more clout
Translation of policy to action; lines of authority clear	Mayor can act when council is divided

<i>Other Advantages</i>	
<i>1990</i>	<i>2002</i>
System responsive to citizen concerns and issues	Mayor can quickly effect change in direction of city
Council gets better information	Separation of powers provides healthy tension between legislative and executive branches
System provides more opportunities for minorities and women	The person in charge is not a bureaucrat
<p><i>“A mayor and council, supported by staff, combine the technical and political skills necessary to allow the population of a city to define itself. You don’t want to put a technical person in charge of defining the future of the city.” —a mayor</i></p> <p><i>“The strong mayor system is what important governments (e.g. Seattle, King County) recognize. They don’t want to meet with city managers.” —a mayor</i></p> <p><i>“People like to directly elect the mayor.” — a council member</i></p>	

The weaknesses of the mayor-council system also closely track the findings of 1990:

<i>Principal Weaknesses</i>	
<i>1990</i>	<i>2002</i>
People may elect a mayor who proves to be a weak or inexperienced administrator	The elected mayor may prove to be a weak or inexperienced administrator
There is no long-term guarantee of continuity	There is no guarantee of continuity
	System can generate a lot of conflict between the mayor and council
<i>Other Disadvantages</i>	
<i>1990</i>	<i>2002</i>
Mayor-led government is less efficient	Mayor-led government is less efficient and more costly
Council has no staff; can’t get good information	Council can be marginalized because it has no staff and can’t get good information
Advisory role unhealthy among political rivals	Conflict can occur when Council members aspire to mayor’s job
More “lurches” (mayor steps out on an issue, retreats when political opposition appears)	The business of the city is second to the politics of the city
	Mayor-council cities often have trouble hiring staff before each election

“The mayor-council form creates tension between the mayor and council which is generally not healthy and portrays to the public a perception of government conflict. The council-manager form leads to a perception of government cooperation.”—a city manager

“If the mayor doesn’t have management experience, you’re handing them an organization with a \$100-150 million budget and 500-700 employees, which can put the entire city at risk.”—a chief administrative officer

“You’re at the whim of whoever is elected. If a mayor hires political types or friends, as opposed to the best available people, you can get in real trouble.”—a mayor

A major difference from the 1990 study relates to the use of a chief administrative officer (CAO) position, which has been adopted in the intervening years by a number of mayor-council cities. The comments of two mayors, one with and one without a CAO, are illustrative:

“The importance of this role is tremendous. The CAO handles administrative details. I have great confidence in him. I treat him like an alter ego. Department heads meet with the mayor bi-monthly. They have a full staff meeting every week with the CAO. I can tell you right now that I run the city. But without him I’d have great difficulty. I’d be swamped in detail. This permits me to operate as more of a visionary.” – a mayor

“To me the mayor-CAO combination is the best of all worlds. [My city] is just not ready to accept that yet. But we’ll get there because we have to. If I had my druthers, I’d have a CAO tomorrow morning.” – a mayor

Council/Manager

<i>Principal Strengths</i>	
<i>1990</i>	<i>2002</i>
The system is more professional, more efficient	City manager is a trained professional; you get the skills you need
A manager is accountable to the Council	Manager is accountable to Council; can help Council move toward consensus and quickly implement decisions
Fewer political considerations in decisions	Fewer political considerations in decisions
<i>Other Advantages</i>	
<i>1990</i>	<i>2002</i>
The system is less adversarial	The system is less adversarial
It’s cheaper	The system leads to more efficient administration of government
With a manager, a city can pay a decent salary	Council members are all on equal footing
Managers stay longer, which provides more continuity	There is more continuity in city policy
Council can fire a poor manager without waiting for the next election	Council can fire a poor manager without waiting for the next election

- *“A city manager cannot do something contrary to the direction or policies of the Council. The relationship between the city manager and council makes the city work better.”*
—a council member
- *“The council-manager form unifies the direction of the community. When you have a strong mayor, separation of powers can mean conflicting values and direction. At the federal level, separation of powers was designed to provide constraints on what government can do. That’s not an appropriate model for the limited powers and service orientation of a local government. There’s no need to balance political values when it comes to things like garbage collection, street maintenance, and park programs.”* —a city manager
- *“The idea that a full-time mayor has a bigger regional voice is over-rated. The part-time officials who are interested and involved in regional matters can more than hold their own.”*
—a council member
- *“A Manager is more accountable to the Council than a mayor is to all of the electorate.”*
—a council member

<i>Principal Weaknesses</i>	
<i>1990</i>	<i>2002</i>
Manager not accountable to public; just has to keep four people happy	Manager’s loyalty to the community not the same as a mayor’s; most come from outside the city
Managers have a shorter tenure than mayors	Managers solve problems from technical, not political point of view
Citizens don’t understand this system	Leads to confusion in public’s mind; mayor is always seen as CEO, but isn’t
Managers are not regional players; can’t sit on METRO or COG; part-time mayors rarely have time to play regional roles	Managers not regional players; part-time mayors don’t have time to participate in regional forums
Deal-cutting around council election of mayor leads to hard feelings that adversely affects council functioning	Council-manager form tends toward paralysis
It’s hard to fire a manager	It takes only four votes to make a change; can be destabilizing
Hours required for a part-time mayor to do a good job limit mayoral candidates to people who don’t need to hold full-time job	

<i>Other Disadvantages</i>	
<i>1990</i>	<i>2002</i>
Managers lack visibility	Managers do not have clout of elected officials
There is no check and balance	Council members can come to be overly-reliant on the Manager to set the city's agenda
Managers are almost always from outside the community and have no investment in it	Most managers are men
There is no guarantee of competence in either system	There is no guarantee of competence in either system
<p><i>"We need elected officials to push on [regional] issues. A part-time mayor can never out-gun a fully staffed, full-time council member at the County."</i>—a council member</p> <p><i>"The council-manager form is a small city form of government with a make-believe mayor. In a larger city, you have a surplus of experts."</i> —a mayor</p> <p><i>"When somebody says 'My professional reputation is at stake', that is nowhere near as good as saying my home or children or next door neighbors are at stake."</i> —a mayor</p> <p><i>"The city manager only has to count to 4."</i> —a council member</p>	

Most of those interviewed, although they offered strengths and weaknesses for each system, clearly preferred one over the other. Most often they preferred the form of government in which they currently serve. Of those taking a more neutral view, a common sentiment was, "In the end, it's about the quality of the people, not the form of government." Someone else observed, "There is no right answer. Both forms of government can work depending on the circumstances." One council member remarked, "Neither form of government makes the council's job easier. The council must exercise oversight in both systems."

How Elected and Appointed Officials Describe Their Jobs

The 1990 survey asked elected and appointed officials how much time should be spent on local issues. There was no agreement. Opinions ranged from 40% to 95%. The report stated, "Almost all respondents feel the majority of local officials' time should be given to local matters, even though they identify regional issues as the most important. . . . All respondents believe city managers should devote less time to regional issues than either mayors or council members . . ." (pp. 8-9).

The 2002 survey of elected and appointed officials asked questions about how officials actually spend their time, how well they feel they understand the needs of their constituents, and how well prepared they feel to make decisions on regional and local questions.

Allocation of Time

All of the *council members* interviewed serve part-time. All but one has another paying job. Hours worked per week on municipal business by council members range from a low of 12 hours to a high of 35 hours, with an average of just over 20 hours per week. The allocation of time

spent on municipal matters among local, regional and constituent issues varies greatly among council members depending on how long they have been on the job and whether they have volunteered for, or been assigned to participate in, a regional body such as Sound Transit or the Puget Sound Regional Council. The majority of their time is spent on local and constituent issues, however. Council members spend as little as 35% to as much as 75% of their time on local issues. Attention to regional issues commands from 5% to 50% of time. Time involved in constituent issues ranges from 5% to 30% of council members' time.

Part-time mayors also spend on average slightly more than 20 hours per week on municipal issues. Their allocation of time also varies widely depending on the extent of their regional involvement. In some cities, these responsibilities fall heavily on the mayor; in others they are shared among council members. Time spent on local issues ranged from 35% to 60%. Regional issues occupy from 10% to 60% of mayors' time. Constituent issues take a low of 5% to a high of 30% of mayors' time.

Full-time mayors and appointed managers/chief administrative officers all report working an average of 60 hours per week. Mayors report spending between 10% and 33% of their time on regional issues, with the balance on local and constituent matters. City managers and CAOs report spending 10% to 25% on regional matters. Not surprisingly, city managers and CAOs are more likely to spend more of their time on local issues and internal management than full-time mayors and slightly less on constituent matters.

Constituent Needs and Decision-Making

A large majority of elected and appointed officials feel that they understand constituent needs very well and are well prepared to make decisions on local issues. Only full-time mayors feel equally secure about their ability to make decisions on regional matters. A number of part-time officials noted that most regional meetings occur during normal business hours, which makes it difficult for those with other jobs to attend. Several respondents also noted the complexity of issues and the volume of study materials.

Typical comments include:

"When I was mayor, I spent 40 hours per week and regional issues took 65% of my time."
—a council member who now spends 20 hours a week on municipal business

"We have good staff. I get good briefings. We try to think and act regionally." —a council member

"I attend every event to which I'm invited. I get feedback [from constituents] in letters, phone calls, emails and one-on-one." —a full-time mayor

"My emphasis is on [my city.] Therefore, I'm not well prepared on regional issues."
—a council member

"I have access to excellent staff work. That's one of the reasons I keep it up [i.e. remain in public office]." —a part-time mayor

"You really become effective in your second term." —a council member

“As mayor, I spend a lot of time with the city manager discussing and preparing for each issue.” —a part-time mayor

“It’s tough to stay up on all the regional issues because there are so many of them. It’s hard to feel like you’re 100% on top of them all.”—a city manager

“I’m mayor 24 hours a day.” —a full-time mayor

Leadership

The complexity of the issues and the growing number of forums in which multi-jurisdictional or regional problems are discussed has changed the nature of the responses to questions about which municipal leaders in the area are most respected, are most turned to for advice on strategic and technical questions, and are best at negotiating on behalf of suburban cities. A considerable number of respondents, when pressed to name the person(s) they would consult on strategic or technical questions replied, “That depends on the issue.” A few respondents, when asked whom they respected most replied, “None” or “Not too many.” Many respondents, although asked to name municipal officials, mentioned County elected officials, either executives or full-time council members. Full-time elected or appointed officials were named far more frequently than part-time officials.

Respect

When asked whom they respect most, respondents in all types of positions mention every category of official: full- and part-time mayors, part-time council members and city managers/chief administrative officers. Full-time mayors named part-time mayors as frequently as their full-time colleagues. Both part-time mayors and council members mentioned other part-time officials most frequently. City managers and CAOs also mentioned part-time elected officials more frequently than any other group. Unlike the responses in 1990-91, when professional municipal managers were not named once, city managers or CAOs were named four times by officials outside their jurisdictions, two times by other managers/CAOs and once each by a full-time and part-time mayor. This may suggest that, while they continue to be seen as internal managers, their regional presence is beginning to change, in part perhaps in response to issues like the jail contract. Based on responses to these questions, Redmond is a respected participant in regional questions.

Strategy

Each group of officials reported relying on their colleagues in the same type of office. Thus, full-time mayors relied on their counterparts, council members on theirs, and so on. City managers/CAOs were as likely to rely on full-time mayors as other professional municipal managers.

Technical Expertise

Not surprisingly, elected officials, whether part- or full-time, were rarely mentioned as sources of technical expertise. City managers, CAOs and staff were overwhelmingly mentioned in response to this question. Staff of other regional organizations like the Puget Sound Regional Council, King County, or the Suburban Cities Association were also cited a number of times by officials of all types. Which staff members are consulted depends on the nature of the issue involved.

The change in the nature of intergovernmental relations and the growing specialization of regional discussions appear to be creating a situation in which, although full-time elected officials clearly have an edge, it is possible for part-time officials to develop an expertise or presence on one or more regional issues that commands respect and invites consultation. A number of people noted that the system makes it particularly difficult for part-time officials to participate effectively, yet officials in every type of position named part-time council members and/or mayors as having respect and influence in regional bodies. Size of jurisdiction does not appear to create dominance in intergovernmental conversations. The individuals most frequently mentioned had been in office for two or more terms, suggesting that longevity is an important factor in the influence exercised by local officials. Suburban city officials clearly see their interests as distinct from either county government or Seattle, the dominant city in the region. County elected officials were named by almost every respondent as individuals suburban officials respect and would likely consult. Seattle elected officials were named by very few. Bellevue received special mention by several respondents as a jurisdiction “willing to take on issues, spend resources, and aid other cities.”

Qualities of Leadership.

Individuals who were most respected were described as having the following characteristics:

- Capable, charismatic, courageous
- Articulate, accessible
- Hard working and well prepared
- Smart, clever
- Honest, dedicated, willing to see the other point of view
- Follows through, gets things done

Negotiation

In 1990, full-time mayors were overwhelmingly named as the individuals who best represent the interests of suburban cities. Not so in 2002, again perhaps reflecting the changing nature of regional organization and the type of issues with which jurisdictions are now grappling. While full-time mayors were often mentioned, council members and part-time mayors were also frequently named by full- and part-time mayors and by their professional colleagues. City managers or CAOs were named four times. The Suburban Cities Association was also named twice. Comments ranged widely. Nevertheless, there was a consensus that, under the current system, elected officials must represent their jurisdictions in regional discussions.

“The best people are the ones who know something about the issue, even if part-time, especially if they get good staff support. There’s plenty of talent in the council member pool.”—a part-time mayor

“The city manager or some one at that level should negotiate for suburban cities. Electeds do a miserable job. Only if you are a strong mayor do you have enough time to participate and to figure it out.” —a part-time mayor

“We could be more efficient if we relied more on city managers. But the current system is driven to have elected officials at the table, which benefits full-time mayors.” —a council member

“City managers are the best negotiators. That’s what you pay them for. By accident, you may have a council member or mayor who could negotiate jail services, for example, but it helps to have somebody who knows the ins and outs of the ‘business’. Electeds should set parameters and goals.” —a city manager

“Full-time mayors should take the lead. Part-time people can do it if staffed well, but it’s a killer in terms of time.” —a chief administrative officer

“In the council-manager form, the Council has a greater dialogue and comes to the table with more information and a richer perspective.”—a council member

“It’s more based on the individual.” —a council member

“The best negotiators are those who have a long background in a public position, who know the players and how the system works.” —a council member

“King County loves to deal with the managers and the technical staff because they can be manipulated, but the mayors and the electeds make the decisions. Strong mayor cities dominate the Suburban Cities Association and do better in regional negotiations.” —a full-time mayor

“The idea that a full-time mayor has a bigger regional voice is over-rated. Among suburban cities, there is a perception that full-time mayors are unduly influential. I’m not sure that’s true.” —a part-time mayor

ADDITIONAL CONSIDERATIONS

Asked if they thought of any other things the 2002 Redmond Governance Study Citizens’ Committee should consider, a number elected and appointed officials offered additional comments, including:

“What’s wrong? Is it form of government or something else? What are you trying to fix?” —a council member

“You need to overlay the long-term potential of the community. Redmond will explode over coming years. It might be wiser to have a city manager over that period. Any community is lucky to have four good mayors in a row.” —a council member

“The council-manager form would put them at a distinct disadvantage in a regional setting. In a regional setting, they would not have the clout that strong mayors do. The realistic chances of that changing are slim.” —a full time mayor

APPENDIX

Methodology

Nineteen elected and appointed local government officials serving in both mayor-council and council-manager forms of government were selected for interviews to help the committee assess the following:

- The issues respondents believe will be most difficult, challenging and important over the next 10-20 years
- How well they believe their governments are prepared to handle those challenges and what are the principal obstacles they anticipate as they try to meet those challenges

These questions were designed to assist the committee to determine the issues the future executive and council will have to tackle so that members can then determine what skills will be needed to ensure that Redmond continues to be in a good position to meet its objectives.

- How respondents perceive the strengths and weaknesses of the mayor-council and council-manager forms of government

These questions provide the committee with an evaluation by a broad range of people who have first-hand government experience, although most have direct experience with only one form of government. Since much of the discussion was duplicative, this step saves the committee considerable time. Committee members, having the advantage of these perspectives, will also be able to interact with current and former local officials from outside the City of Redmond in a panel discussion.

- How respondents spend their time and relate to their constituents
- How well prepared respondents feel to make decisions on local and regional matters

This set of questions was designed to address the workload and allocation of time spent on municipal matters, as well as sources of information, and approach to constituent interactions and decision-making of a variety of local officials. It was designed to explore whether there were any major differences among full-time appointed and elected officials and among full- and part-time elected officials.

- What types of local officials are most respected and why
- What officials are most likely to be consulted in developing strategy or on technical questions
- Who best represents suburban cities in negotiations

These questions were not about individuals. Rather, the purpose was to determine if there is a noticeable difference in the way part-time vs. full-time officials, elected vs. appointed officials, mayors vs. council members are perceived. Size of jurisdiction and longevity were also analyzed. The purpose of asking the question about negotiations was to determine if a particular position is associated with a particular set of skills and whether individuals relied

on persons in the same position in another jurisdiction (e.g. do council members turn to council members, mayors to mayors, etc.). The answers to these questions also gave us a measure of Redmond's 'clout' in the region.

The sample includes all Redmond elected officials and 11 from nearby jurisdictions in the following categories:

- 6 Mayors

- 10 Council members

- 3 Managers and Chief Administrative Officers

Aside from Redmond's eight elected officials, five work in a mayor-council form of government and six in a council-manager form. Mayors working in governments with and without chief administrative officers were interviewed as well as mayors serving in council-manager forms. Of the 11 respondents working in jurisdictions other than Redmond, one works in a smaller jurisdiction, five in jurisdictions about the same size, and five in jurisdictions larger than Redmond.

Each interview took approximately 45 minutes. Questions were open-ended. All respondents were given the opportunity to provide any other pertinent information not included in the formal interview.



APPENDIX C

REDMOND CITY GOVERNANCE STUDY CITIZEN SURVEY

Prepared for:
City of Redmond

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July 2002

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BACKGROUND AND METHODOLOGY

In the fall of 1990, the Municipal League of King County commissioned a study among citizens of Redmond, Washington with a two-fold purpose. First, to determine what the citizens believed would be the important challenges facing the City of Redmond government over the coming decade and secondly, what form of government would be best able to handle those challenges. The study consisted of 141 intercept interviews with primarily Redmond residents. The interviews were conducted in the main shopping areas of the city on October 4th and 5th 1990. Results were tabulated and reported to the City of Redmond.

In June of 2002, the City of Redmond contracted with Gilmore Research Group to conduct a similar study. However, rather than doing another intercept study, it was determined that the survey should be done over the phone with a random sampling of Redmond residents in order to provide a more scientific methodology. The purpose of the study and several of the questions remained the same as the 1990 study. Once again the goal was to determine what residents feel are the most important challenges facing the city government over the next decade and what form of governance can handle those challenges.

A total of 353 telephone interviews were conducted between June 11th and 26th, 2002. All interviewing was done from the Gilmore Research Group telephone center in Bremerton, Washington. Interviews were conducted in daytime, evening and weekend hours with all sample being called a minimum of 5 times or until an interview was completed or refused. The interview took an average of approximately 3 minutes to complete. Respondents were asked if they were residents of Redmond and 18 years of age or older, if they were not, the interview did not continue.

Sampling Methodology

During this same time period, June 2002, Gilmore Research had also been commissioned by the City of Redmond to conduct another survey of residents regarding priorities for city services and budgeting and whether the city should put more emphasis on certain city services such as police, fire, parks and maintenance needs. The sample used in this study was a random draw of phone numbers defined by zip code. Participants in this study were asked if they would be interested in participating in a second survey regarding city government that would be taking place in the near future. Almost three-quarters (74%) agreed to be contacted again.

In a cautionary move to avoid bias, it was determined that a separate random sample of Redmond residents would be drawn and interviews from this second group of respondents would be statistically compared to the responses gathered from those who had agreed to be called for a second interview. Consequently, 252 interviews were conducted with respondents who had completed the earlier city services survey and 101 interviews were conducted with residents not previously interviewed, drawn from the separate random sample of Redmond citizens. For the purposes of discussion and to point out any differences, during the course of this report the respondents who participated in both surveys will be referred to as Group 1 respondents and those who took part only in this brief governance survey will be identified as Group 2.

In a further attempt to identify any bias which this methodology might engender, the respondents to the City services study were compared to each other on the basis of whether they said yes or no when asked if they would like to be called again to participate in a future survey. There were some statistically significant differences that should be kept in mind when viewing the results of the governance study contained in this report. Respondents who agreed to be called a second time tended to rate the quality of life in Redmond higher than did those who asked not to be called again. When asked why they rated the quality of life as they did, the second-time respondents were more likely to mention the schools and teachers, the public services and amenities, the parks and the quiet, private aspects of living in Redmond, country-style living. These respondents are also more likely to be regular readers of the city's newsletter, "Focus",

and to be in favor of the city putting more emphasis on increased police and fire protection and education. They also were more favorable toward more programs for teens, seniors and for the public in general. Demographically, the second-time respondents tended to be younger and more likely to be employed outside the home than those who said they did not want to be called again.

Taken as a whole, these differences probably mean that Group 1 respondents are somewhat more aware of city issues and more inclined to favor increased emphasis on improving and expanding city services to the public.

Intercept versus Random Telephone

It is also important to examine the differences in methodology between an intercept study, which occurred in 1990, and a random telephone study which is the method used in the current study. It should be kept in mind that unless survey research subjects are selected randomly (that is without any subjective, human influences involved in the selection process) they cannot be considered representative of the population as a whole. Intercept interviews are considered to be non-random in nature because they lack stringent methods for selecting the sample and do not provide a sampling frame that represents the entire survey population. The random sample used in the current study was based on the Redmond zip code 98052 and listed phone numbers with addresses known to be within that zip code. The results produced by this methodology can be considered representative of that entire sampling frame.

The maximum margin of error is $\pm 5.4\%$. What this means is that we can be 95% confident that when using the entire sample, any reported percentage does not differ from the value reported by more than 5.4%. As sample size decreases, the margin of error increases. Thus, sub-samples will have larger margins of error. The margin of error for any given sub-sample will vary with relation to the sample size.

EXECUTIVE SUMMARY

- Citizens of Redmond are primarily concerned about the issues of traffic (72%) and growth (52%) when they look into the future and think about the challenges facing their city and its leadership. They are also concerned about affordable housing (11%), crime and quality of life issues (7% each).
- About one-third (32%) expressed confidence that the city government can handle these challenges while 9% said they do not have that confidence. Half (50%) were not able to definitively say “yes” or “no” when asked if the present structure of Redmond’s city government can handle these challenges, and the last 9% did not have an opinion.
- When asked why they feel as they do about the governments’ ability to handle these challenges, a sizable proportion (33%) admit they don’t know enough about city government to be able to say how the city will handle these important issues. Two in ten (19%) said their confidence is based on the fact that things are working adequately at the present time. A few (5%) said they think city government could do a better job and close to one in ten (8%) are negative about the future because they think the leaders are not doing a good job now.
- The strong majority of respondents (78%) know that Redmond currently has a Mayor-Council form of government. A few (5%) think the government is composed of a Council and City Manager and 17% admit they don’t know what type of government is in place.
- Given a choice, about half of all respondents (48%) would choose to live in a city whose government was the Mayor-Council form, while one-quarter (26%) would prefer Council-Manager governance. Close to two in ten (17%) said it wouldn’t matter to them what style of government their city had.

- In comparing the current results with those of the similar study in 1990, it seems that in many ways, little has changed. Residents are still primarily concerned with traffic and growth issues as were residents in the previous study. Current residents, however, tend to be more confident that the city government will be able to handle these challenging issues. In some measure, what in 1990 was expressed as lack of confidence in the government, has been replaced with a level of uncertainty. While this may not be measurable progress, it nonetheless presents perhaps a more open-minded citizenry that is willing to give city government the benefit of the doubt and an opportunity to take the lead on the issues that concern the people.

Conclusions

As was the case in 1990, the issues that are of most concern to the residents of Redmond, namely traffic and growth, are issues that cut across the authority of local, county and state governments. Recognizing this fact, residents may hope that the leadership of the city does all it can locally and then works in concert with county and state leaders, as well as the leaders of other municipalities, to find effective solutions to what are obviously regional issues.

Some of the other issues that were of concern to residents in 1990 are mentioned less frequently by current respondents. Issues like commercial development, crime and education were more likely to be of concern in the past (11% to 14% of respondents) than they are currently (3% to 7% of respondents). These results indicate that over the past 10-plus years, those issues are indeed being effectively handled in the opinion of more than a few residents.

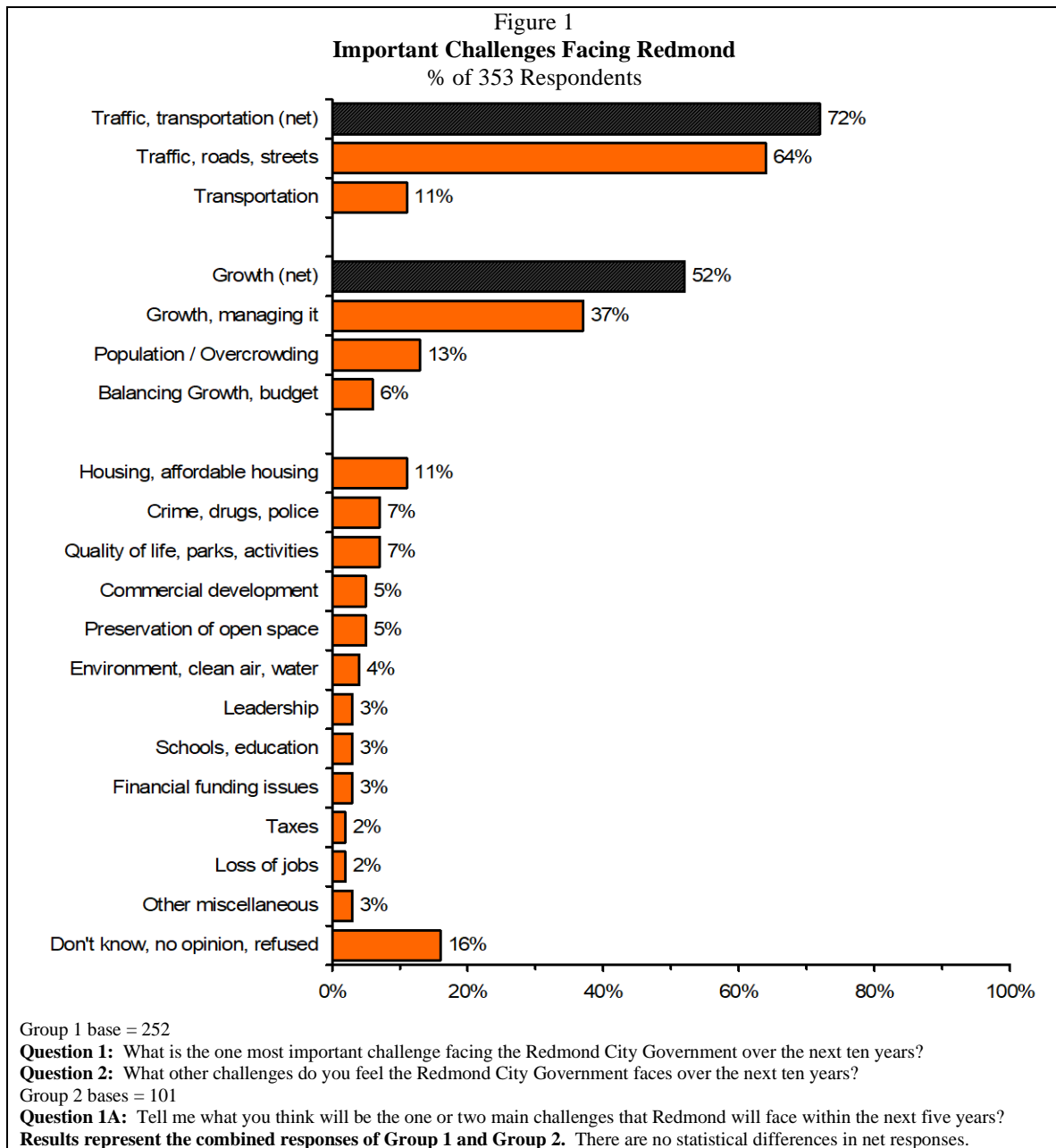
During that same time period, some issues have become of more concern to residents. Issues such as affordable housing and quality of life are mentioned by more respondents currently than in the past. While affordable housing issues may be outside the realm of local government control, certainly the quality of life issues, such as concerns about parks and sports availability can be addressed on the local level.

DETAILED FINDINGS

Most Important Challenges

Echoing the concerns of the citizens interviewed in the 1990 study, respondents remain primarily concerned with issues involving traffic and growth. Also of concern to respondents in this year's study are housing and quality of life issues, as well as crime and safety issues. Respondents want commercial development managed and open spaces preserved.

In a repeat of the question asked in 1990, Group 1 respondents in this study were asked what is the most important challenge facing the Redmond city government over the next 10 years. They were also asked to name other challenges that might arise over the decade to come. Group 2 respondents were asked what they thought would be the one or two main challenges Redmond will face within the next 5 years. Figure 1 demonstrates the combined responses from both groups.



Transportation and traffic issues (72%) top the list of challenges with concerns about handling or fixing traffic issues related to streets and roads in the area at the very top (64%).

- Group 2 respondents, those who participated in this governance survey only, were more likely to mention handling or fixing the traffic or road problems (74%) than were Group 1 respondents (60%).
- The oldest respondents, those 55 and older, were more likely to be concerned about transportation/traffic issues than those age 35-44 (77% compared to 63%).

Growth and related issues were mentioned by 52% of respondents. Managing growth (37%) was the most frequent specific mention, with population concerns (13%) and balancing growth and the budget (6%) brought up by other respondents. Those who mentioned population issues were most often concerned with overcrowding and too many people moving to the area. Several spoke about the impact of the growing population on city services.

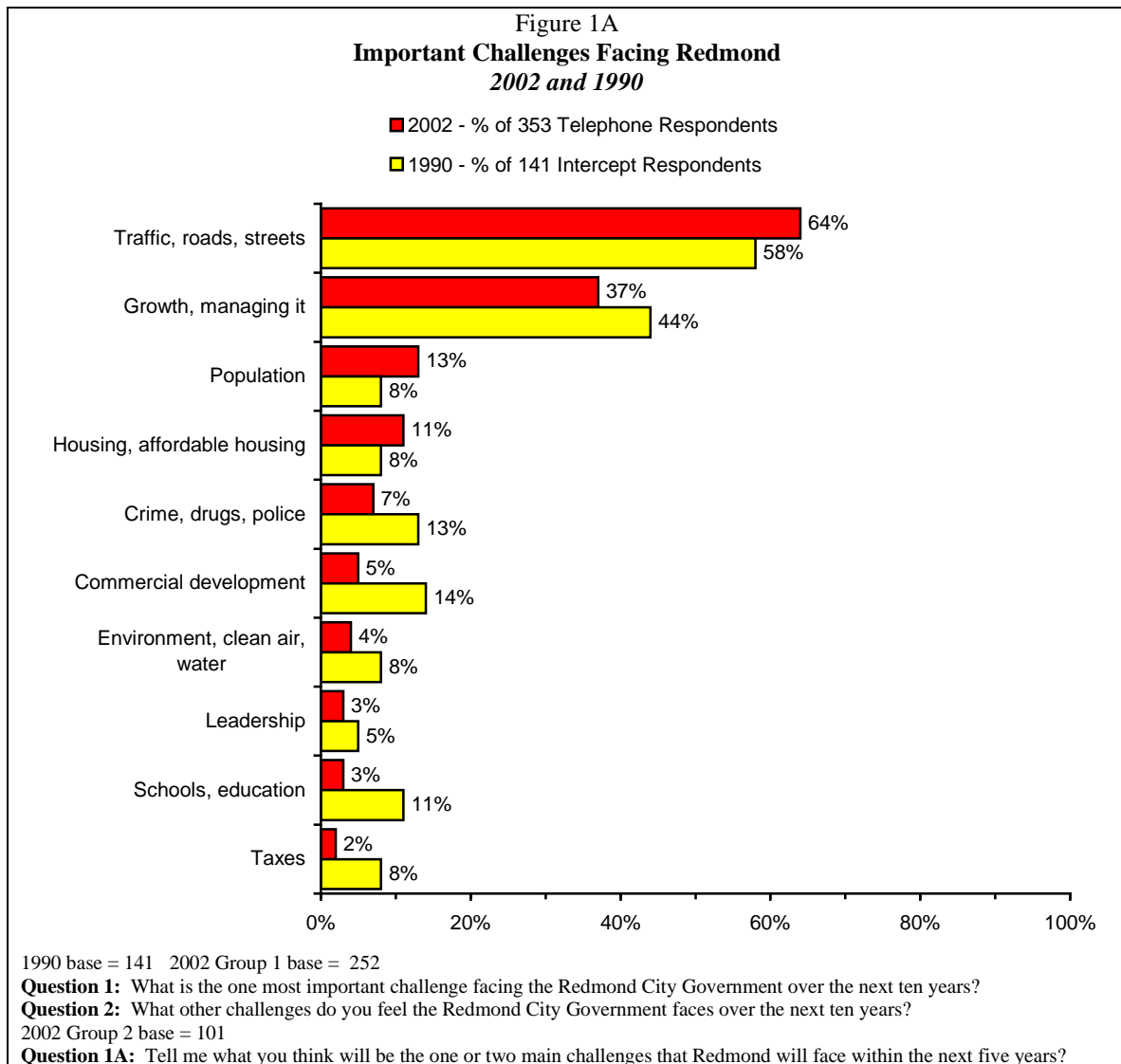
- Group 1 respondents, those who participated in both surveys, were more likely to mention growth (61%) than were Group 2 respondents (29%).
- The youngest respondents, those under the age of 34 (36%), are the least likely to mention growth as a challenge to city government compared to respondents 35 years of age and over (56%), perhaps a reflection of Group 1 having gone through a previous set of questions about city services.

Among the other issues which respondents considered challenges for the future:

- Affordable housing was an important issue to the newest arrivals to the city (24%) compared to those who have lived there over 20 years (7%) and to the youngest respondents, under 34 years of age (24%), compared to those age 35 and over (9%).
- Crime, drugs and police issues were mentioned more often by Group 1 respondents (9%) compared to Group 2 (3%).
- School issues were more likely to be mentioned by women (4%) than men (1%).

Comparison to 1990 Study

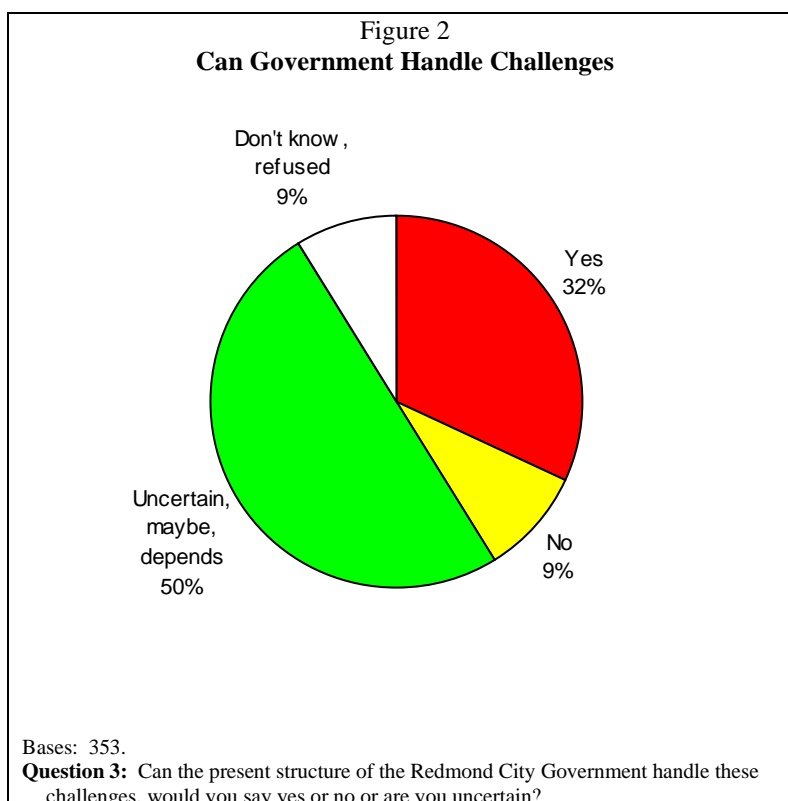
- As can be seen in Figure 1A, improving traffic flow and managing growth were the top two issues on people's minds in 1990 just as they are today. Although traffic is mentioned by a higher proportion of respondents in the current study, and growth was mentioned by a higher proportion in the 1990, the differences are not statistically significant.
- In 1990, issues such as commercial development, crime, police and safety, and schools and education occupied a second level of concerns, mentioned by 11% to 14% of respondents. As can be seen in Figure 1A, those issues are mentioned this year by less than one respondent in ten.
- At the same time, to some residents, issues like affordable housing and the growing population and overcrowding have become greater perceived challenges for the future.



The above results for 2002 present the responses of Group 1 and Group 2 combined.

Government's Ability to Handle Challenges

One-third of the 2002 respondents (32%) believe the present form of city government can handle the challenges it faces over the coming years. One in ten (9%) said no, he/she did not believe the government could handle the challenges. Half (50%) were not able to definitively state “yes” or “no” when asked if the present structure of Redmond’s city government can handle these challenges. These are respondents who said “maybe”, “it depends”, “yes, but. . .”, or “no, but. . .” in response to the question.



- Middle age respondents, those 45-54 years of age (41%) were more likely to agree that the government can handle the challenge of these issues than are younger respondents (26%).
- Men (14%) were more likely than women (5%) to say that government is not able to handle the challenges.
- Group 2 respondents (14%) were more likely to say they “didn’t know” than were Group 1 respondents (6%).

Comparison to 1990 Study

In the current study, results have shifted in a positive direction. More respondents believe that the current city government is up to the challenges of the future. This year, one-third (32%) of respondents gave an unqualified “yes” when asked if the government would be able to handle the challenges facing the city in the years to come. This represents an increase over the results in 1990 when one-quarter (25%) said “yes” in response to the question.

In 1990, one-quarter (24%) of respondents did not believe the current form of city government would be able to handle the challenges that faced them in the coming decade. This year, that proportion dropped significantly to just 9% of respondents.

The remaining respondents in 1990, 51%, were divided between those who were uncertain about the government’s ability to handle the challenges (10%), those who said “yes, but. . .” (10%) and those who simply didn’t know (31%) whether the government could handle the challenges or not. In this year’s study, half (50%) expressed either uncertainty in the form of a qualified yes or no, or felt the answer was dependent on other variables. Nine percent (9%) said they didn’t know how to answer the question.

Confidence or Uncertainty

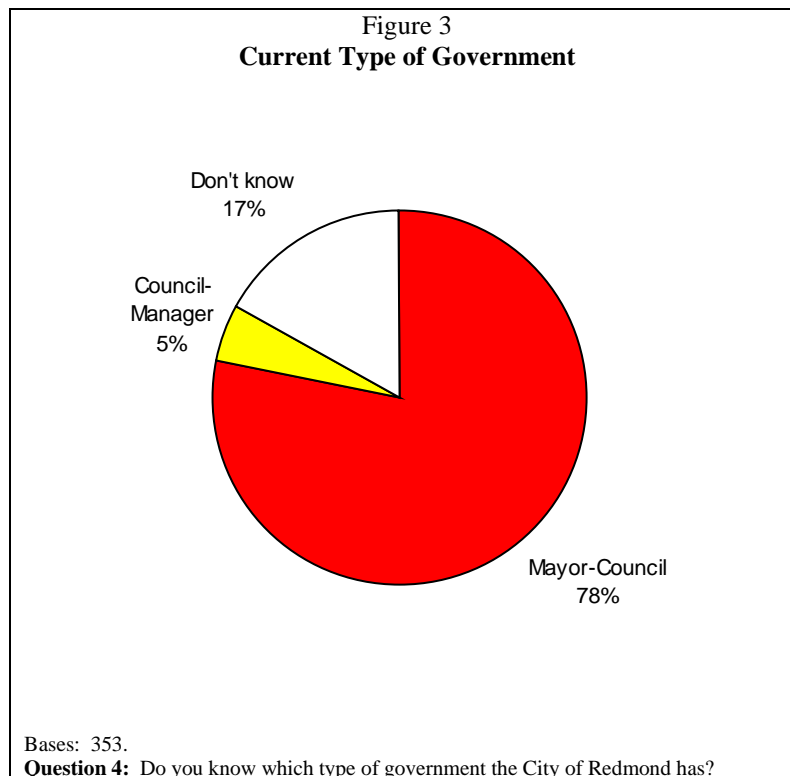
All respondents who said “yes,” “no,” or that they were uncertain about city government handling challenges were further asked the reason for their confidence or lack thereof. One-third of these respondents (33%) said they just did not know enough about the government or don’t follow politics enough to give an opinion. Two in ten (19%) said they think things are all right now as they are. Another 20% said they based their reaction on the current government, with 7% indicating the government is doing fine, 5% thinking things could be better and 8% saying the government is not doing a good job at this time.

- Those who said they didn’t know enough about the government or didn’t follow politics were most likely to be respondents under the age of 44 (47%) compared to older respondents (26%).

Style of Government

In a departure from the 1990 study, one of the key purposes of this 2002 study was to determine respondents' familiarity with and preference for various styles of government. Each respondent was read a statement with a description of the Mayor-Council type of government and the Council-Manager type of government. Each statement included a few strengths and weaknesses of each type of system. (See attached questionnaire for actual presentation.)

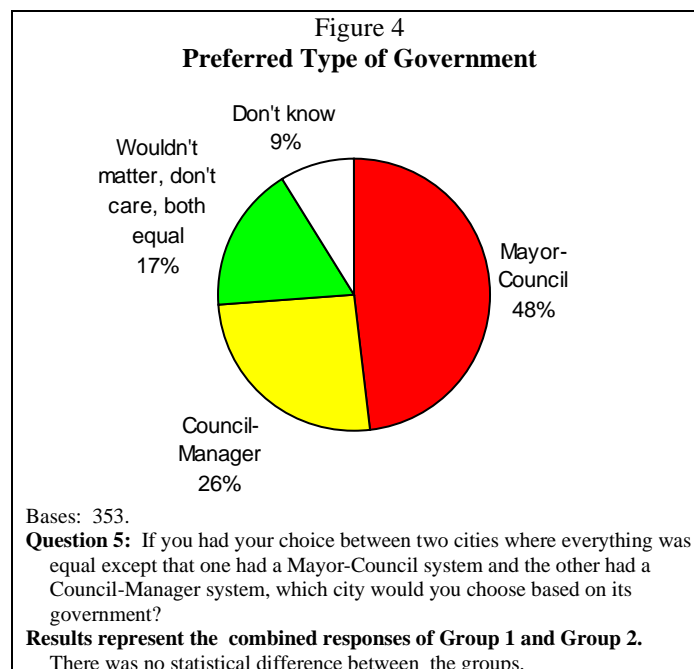
Respondents were first asked what the current form of government is in Redmond. Most respondents (78%) are aware that Redmond currently has a Mayor-Council form of government. Just under one in five (17%) said they didn't know and 5% thought Redmond had the Council-Manager form of government.



- Those respondents who were newest to the city, less than 10 years as a resident, were most likely to say they didn't know (26%) compared to 7% of those who have lived in Redmond 20 or more years.
- The youngest respondents, under 34 years of age (36%) were also the most likely to not be able to identify the current form of government compared to those 35 or older (14%).

Preference for Style of Government

Having been read a brief description of both styles of government, the respondents were presented with a hypothetical situation wherein they would have a choice of living in one of two cities where everything they wanted was equal except one had a Mayor-Council system and the other had a Council-Manager system. Almost half (48%) chose the Mayor-Council type of government while one-quarter (26%) said they would prefer the Council-Manager system. Nearly one in five (17%) said the type of government didn't matter to them and 9% didn't know which city/system they would choose.



- The oldest respondents, 55 and older (33%) were more likely to choose the Council-Manager system than were those age 35-44 (20%).
- Women (14%) were more likely to say they didn't know which they would pick than were men (4%).

Comparison to 1990 Study

Neither of the questions about current or preferred governance was asked on the 1990 study.

Demographic Profile

Table 1 displays a demographic profile of respondents in the 2002 study, with Group 1 and Group 2 combined. There are a few demographic differences between Group 1 and Group 2 respondents.

- Group 1 has more age 55 or older respondents than does Group 2 (36% versus 21%) and the average age of Group 1 respondents is 50 years compared to Group 2, 46 years of age.
- Group 1 respondents are also more likely not to be employed outside the home (42%) versus (30%), a finding probably related to Group 1 being older.

Comparison to the demographics of respondents in the 1990 study is problematical because of the different methodologies and different categories of responses. Broadly speaking, the respondents in 1990 were younger but gender and minority results were comparable.

Table 1 Respondent Profile % of 353 Respondents *			
Age		Dwelling Type	
18-34	17%	Single family	76%
35-44	24	Townhouse, Condo	12
45-54	24	Apartment	11
55+	32	Refused	1
No answer	3	Own / Rent	
Average age	49.2 yrs	Own	85%
Years in Redmond*		Rent	14
<1 year	4%	Refused	1
1-4 years	15	Employed Outside Home	
5-9 years	19	Yes	61%
10-19 years	29	No	38
20-29 years	25	Refused	1
30-39 years	3	Commute Method **	
40-49 years	3	Drive alone	87%
Refused	2	Bus	7
Average number of years	14.7 yrs	Car, Van pool	8
School in Redmond		Walk	2
Yes	23%	Bicycle	1
No	76	Motorcycle	1
Refused	1		
Ethnicity*		Gender	
White	81%	Male	48%
Black	2	Female	52
Asian / Pacific Islander	5		
Hispanic	4		
Other	3		
Refused	5		
* Asked only of Group 2 respondents Base=101.			
**Asked only of those who were employed outside the home.			

Appendix

Questionnaire

2: TYPE

(49)

Type 1 (Callback) 1

Type 2 (New random) 2

4: INTRO

simple

min = 1 max = 1 l = 2

IF NOT AVAILABLE, ARRANGE CALL-BACK

Hello, this is ____ with Gilmore Research Group. May I speak to<cont>? IF NOT AVAILABLE, ASK WHEN HE/SHE CAN BE REACHED. WHEN SPEAKING WITH CORRECT PERSON: (Hello, I'm ____ with Gilmore Research Group.) We talked with you not long ago and you said you'd be willing to go through a different, shorter survey on city government. Is this a good time for me to ask you a few questions?

WHEN RESPONDENT IS ON PHONE, REINTRODUCE

=> +1

si TYPE=2

Continue 91

5:

INT02

IF NOT AVAILABLE, ARRANGE CALL-BACK

Hello, this is ____ with Gilmore Research Group calling on behalf of the City of Redmond. We are conducting a very brief survey regarding citizen opinion of issues facing our city government. May I speak with a (male)/(female) member of the household age 18 or over? WHEN ON THE LINE: Are you a resident of Redmond? IF NOT, CODE 60 AND THANK AND TERMINATE. IF YES, CONTINUE. AS NEEDED: This takes less than 5 minutes.

WHEN RESPONDENT IS ON PHONE, REINTRODUCE

=> +1

si TYPE=1

Continue 91

6:

Q1

DO NOT READ. ONE ANSWER ONLY!

In your opinion, what is the one most important challenge facing Redmond city government over the next 10 years?

=> Q1A

si TYPE=2

Traffic, roads, streets; handling or fixing problems.....	01	N
Growth: managing it, slowing it, annexation.....	02	N
Preservation of open space; land use issues.....	03	N
Housing; enough housing, affordable housing	04	N
Commercial development: managing how much and where it goes, zoning.	05	N
Crime, drugs, police.....	06	N
Schools, education.....	07	N
Environment, clean air, clean water.....	08	N
Taxes	09	N
Leadership	10	N
Population.....	11	N
Transportation.....	12	N
Quality of life	13	N
Jobs (loss)	14	N
Balancing (growth and budget/services, etc.)	15	N
Financing/funding.....	16	N
Other (SPECIFY):	97	O
Don't know /no opinion	98	
Refused.....	99	

7:

Q2

DO NOT READ. MULTIPLE ANSWERS OK.

What other challenges do you feel the Redmond city government faces over the next 10 years? PROBE ONCE:
What else?

Traffic, roads, streets; handling or fixing problems.....	01	N
Growth: managing it, slowing it, annexation.....	02	N
Preservation of open space; land use issues.....	03	N
Housing; enough housing, affordable housing	04	N
Commercial development: managing how much and where it goes, zoning	05	N
Crime, drugs, police.....	06	N
Schools, education.....	07	N
Environment, clean air, clean water.....	08	N
Taxes	09	N
Leadership	10	N
Population.....	11	N
Transportation.....	12	N
Quality of Life	13	N
Jobs (loss)	14	N
Balancing (growth and budget/services, etc.).....	15	N
Financing/funding.....	16	N
Other (SPECIFY):	97	O
Nothing/Everything else is fine	00	NO
Don't know /no opinion	98	X
Refused	99	X

8:

Q1A

Please think for a moment about the issues related to our city, and tell me what you think will be the one or two main challenges that Redmond will face within the next five years?

=> +1
 si TYPE=1

RECORD COMMENTS	01	O
Traffic, roads, streets; handling or fixing problems.....	02	NO
Growth: managing it , slowing it, annexation.....	03	NO
Preservation of open space; land use issues.....	04	NO
Housing; enough housing, affordable housing	05	NO
Commercial development: managing how much and where it goes, zoning	06	NO
Crime, drugs, police.....	07	NO
Schools, education.....	08	NO
Environment, clean air, clean water.....	09	NO
Taxes	10	NO
Leadership	11	NO
Population.....	12	NO
Transportation.....	13	NO
Quality of life	14	NO
Jobs (loss)	15	NO
Balancing (growth and budget/ services, etc.).....	16	NO
Financing/funding.....	17	NO
Don't know	98	X
Refused.....	99	X

9:

Q3

*simple**min = 1 max = 1 l = 1*

Can the present structure of the Redmond city government handle these challenges, would you say 'yes,' 'no,' or you are 'uncertain?'

Yes..... 1
 No 2
 Uncertain (maybe, depends, yes-but, no-but) 3
 Don't know 4
 Refused..... 5

10:

Q3A

PROBE AND CLARIFY

Why do you say that?

RECORD COMMENTS 01 O
 It's O.K. as it is 02 NO
 City Government is doing a good job 03 NO
 City Government could do a better job..... 04 NO
 City Government is not doing a good job..... 05 NO
 Mayor is doing a good job 06 NO
 Mayor could do a better job..... 07 NO
 Mayor is not doing a good job..... 08 NO
 Don't know enough about/don't follow City Government/structure/
 politics/what they do..... 09 NO
 City should have a Manager System..... 10 NO
 Just moved here 11 NO
 Traffic issues 12 NO
 Growth issues (too fast, too much) 13 NO
 Taxes 14 NO
 Don't know 98 X
 Refused..... 99 X

11:

Q4X

I would like to describe to you two types of city government. One is the Mayor & Council form of government and the other is the Council & Manager form of government.

Continue 1 D

12:ROTATED WITH Q4B

Q4A

In the Mayor-Council government, the mayor and the city council are elected directly by the voters. The council is responsible for setting city policies and adopting a budget, while the mayor is responsible for implementing and carrying out those policies, as well as representing the city.

Continue 1 D

13:ROTATED WITH Q4A

Q4B

*simple**min = 1 max = 1 l = 1*

In the Council-Manager government, the council members are elected directly by the voters. The council then chooses one member to serve as mayor to represent the city. The council is responsible for setting city policies and adopting a budget, but hires a professional city manager to implement and carry out the policies set by the council.

Continue 1 D

14:

Q4XX

*simple**min = 1 max = 1 l = 1*

There are pros and cons of each type of government. Please listen to these statements.

Continue 1 D

15:ROTATED

Q4AA

*simple**min = 1 max = 1 l = 1*

People who favor the Mayor-Council government like the checks and balances and separation of power between a mayor and council, and feel that the person who runs the city-the mayor-should be accountable directly to the voters. Others say that an elected mayor may or may not have the management skills and experience to actually run the city.

Continue 1 D

16:ROTATED

Q4BB

*simple**min = 1 max = 1 l = 1*

People who favor the Council-Manager government like having a professional manager to run the city, free of politics and reporting directly to the elected council. Others say that a professional manager, often chosen from outside the city, may not know the community and is accountable only to the city council.

Continue 1 D

17:

Q4

min = 1 max = 1 l = 2

Both of these types of government can be seen in cities across King County. Do you know which type of government the City of Redmond has?

Mayor-Council 01

Council-Manager 02

Other (SPECIFY): 97 O

Don't know 98

Refused 99

18:

Q5

DO NOT READ THE RESPONSES. IF NEEDED: RE-READ THE SECOND PART OF QUESTION

Imagine for a moment that you were planning to move to another city similar in size and atmosphere to Redmond. If you had your choice between two cities where everything you wanted was equal except that one had a Mayor-Council system and the other had the Council-Manager system, which city would you choose based on its government?

The one with the Mayor-Council 1

The one with the Council-Manager 2

Wouldn't matter, don't care, both equal 3

Don't know 4

Refused 5

19:

Q6

*simple**min = 1 max = 1 l = 2*

These last questions are to help us group your answers with the answers of other Redmond residents in the study. What is your age?

ENTER 96 IF AGE IS 96 OR OLDER.

Don't know / not sure 98

Refused 99

20:

Q7

DO NOT READ, ROUND TO NEAREST YEAR

How long have you lived in the City of Redmond?

Less than 1 year	01
1 - 4 years	02
5 - 9 years	03
10 - 19 years	04
20 - 29 years	05
30 - 39 years	06
40 - 49 years	07
50 years or longer	08
NOT IN CITY LIMITS	96
Don't know	98
Refused	99

21:

Q8

Does anyone in your household attend a school in Redmond?

Yes.....	1
No	2
Don't know / not sure.....	8
Refused	9

22:

Q9

READ 1-3

Is your home a ...

Single family residence	1
Townhouse or condominium	2
Or apartment?	3
Don't know / not sure.....	8
Refused	9

23:

Q10

Do you or your family currently own or rent your residence?

Own	1
Rent	2
Don't know / not sure.....	8
Refused	9

24:

Q11

Are you currently employed outside the home?

Yes.....	1
No	2
Don't know / not sure.....	8
Refused	9

25:

Q12

READ 1-6

Do you usually commute to work by...

Driving alone all the way.....	01	
Bus, from home or a park and ride lot	02	
Carpool or vanpool	03	
Motorcycle.....	04	
Bicycle.....	05	
Or walking?	06	
Other NOT ABOVE	97	O
Don't know / not sure.....	98	X
Refused.....	99	X

26:

Q13

READ 1-97

Would you say you are . . .

White	01	
Black.....	02	
Asian or Pacific Islander.....	03	
Hispanic or Latino	04	
Or something else?	97	O
Don't know	98	X
Refused.....	99	X

27:

GENDR

DO NOT ASK!

RECORD GENDER

Male.....	1
Female	2

31:

INT01

That concludes my questions. Thank you very much for your time and cooperation.

