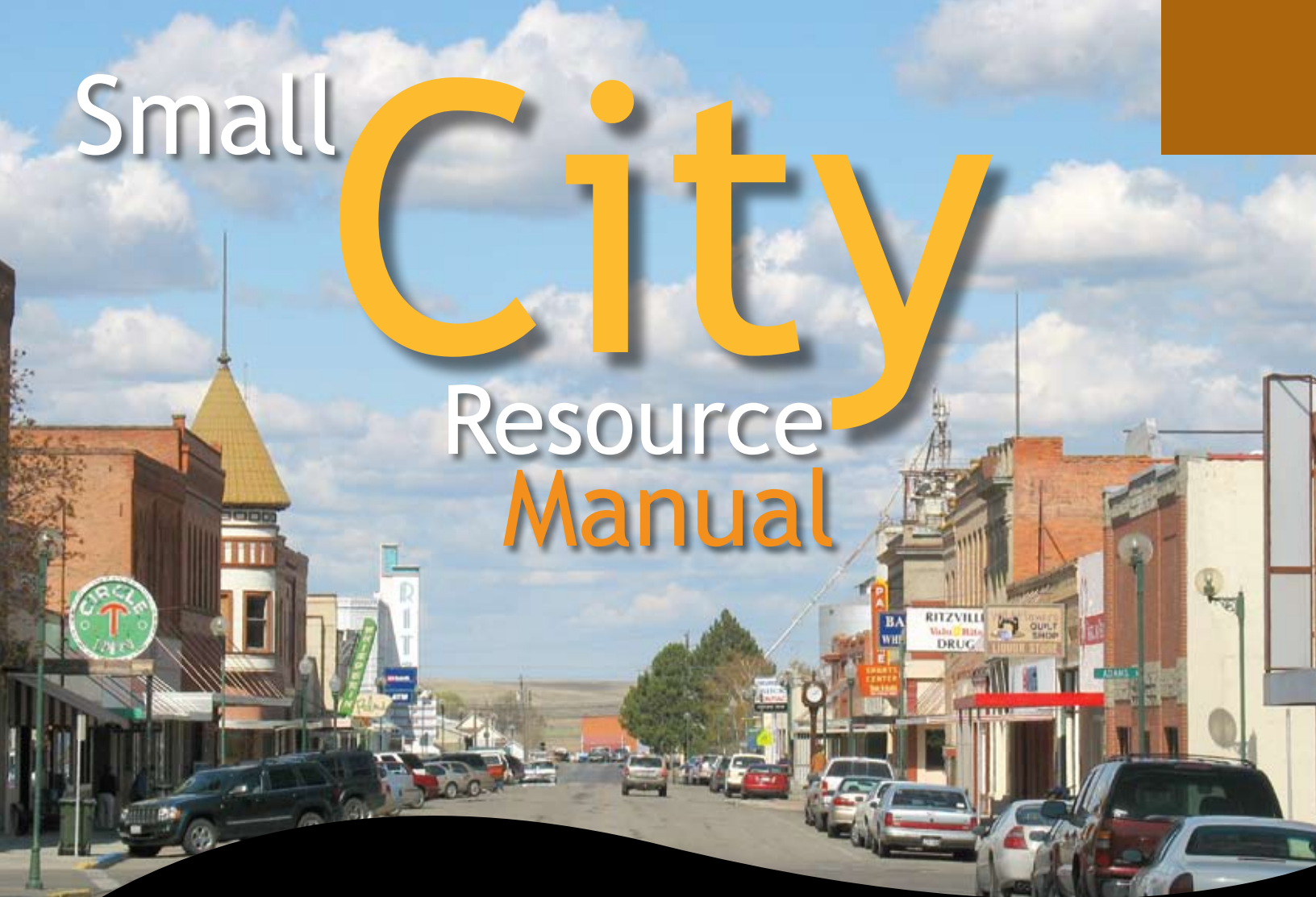


# Small City

## Resource Manual



A guide for Washington's small cities and towns



**AWC**  
ASSOCIATION  
OF WASHINGTON  
CITIES

# **Small City Resource Manual**

### **Small City Resource Manual**

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AWC's mission is to SERVE our members through  
advocacy, education and services.

Association of Washington Cities

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Olympia, WA 98501

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[www.awcnet.org/smallcityresourcemanual](http://www.awcnet.org/smallcityresourcemanual)

Update August 2009

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## Acknowledgements

The Small City Resource Manual has been designed as “an easy to use” guide to assist elected and appointed officials to navigate the complexities of policy making, governance and operational matters in a small city.

This manual is the outcome of a year of concerted effort by Alicia Seegers Martinelli, AWC Research Coordinator, and Karen Tanner, AWC Small City Specialist, with input from members of the Municipal Research and Services Center and the Small City Advisory Committee.

On behalf of the AWC Board of Directors and staff, we would like to express our appreciation to the dedicated staff and elected officials of Washington’s small cities and towns who continue to make significant strides for the betterment of their communities.

Richard Munson  
President, AWC Board of Directors  
Mayor, Spokane Valley

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## Small City Resource Manual

# Introduction

Small cities are different from their larger counterparts not just in size, but in nature. In these communities, elected officials know nearly everyone in town. At city hall, staff and citizens don't have to deal with a big bureaucracy – but they do have to get along with people with whom they may have longstanding, complex relationships that involve cousins, competitors, or friends.

Indeed, it's the personal, close-knit nature of small communities that make them the historical and cultural bedrock of American life. These are the qualities that big city people often yearn for. But governing a small town isn't easy. In fact, the challenges of self-government are sometimes greater in small communities because they must deal with the ever-more-complex laws and regulations of the 21st century without the specialized staff of larger cities. In small cities, the clerk might be part-time, the mayor could be the chief grant writer, and the public works director; a “one-man show” (if there even is a public works director). Citizens often expect services to be quick and tailored to their personal needs, and they may blame local officials when the complex requirements of state or federal law get in the way of their wishes.

Small cities also often don't get the news coverage they need to keep citizens informed. Citizen education takes place at the local coffee shops, or in the bleachers at a high school football game.






This resource manual is meant to make life a little easier around city hall. It can be used to help orient new elected officials or city staff or when questions arise. It provides a brief overview of key topics, outlining the most important issues. It then provides a list of resources to help you gather additional information. **This resource manual is not meant to provide all needed information on a particular topic nor legal advice. Rather, it's intended to help quickly identify more comprehensive resources.**

Throughout this publication, both small cities and towns are referred to as cities. This manual is intended for officials in cities with a population of less than 5,000. We understand that each small city – from Algona to Zillah – is unique, and that operations at a city of 500 can differ significantly from a city of 5,000.

We also know that not all elected officials and staff access information in the same way. Not all cities have high speed Internet. And some people just prefer “the old fashioned way” to look something up in a book or pick up the phone. This manual was created to help city officials learn about all the available resources in a variety of ways.

Unfortunately, just as soon as this publication goes to print it will become out-of-date. Web links will change, laws will be updated and new trainings will be developed. For the most updated copy, look to our website at [www.awcnet.org](http://www.awcnet.org).

The availability of each resource is indicated by an icon you'll find following the resource's name:

- Publications available in print – 
- Webpages and Internet-based resources – 
- In-person training and conferences – 
- Where to turn (agencies and people to call) – 
- Legal citing – 



The Association of Washington Cities (AWC) and the Municipal Research and Services Center (MRSC) provide expert help, information, insurance, and other resources to help you succeed in your job and to support your city's operations. Here's a brief discussion of the services each organization offers.

---

## Association of Washington Cities

1076 Franklin St SE  
Olympia WA 98501-1346  
(360) 753-4137 or 1-800-562-8981  
[www.awcnet.org](http://www.awcnet.org)

Founded in 1933, AWC is a private, non-profit, non-partisan organization funded primarily by service fees from its 281 member cities. A 24-member Board of Directors, elected by AWC members, sets priorities for the organization's work.

### What does AWC do?

Headquartered in Olympia, AWC's staff offers you assistance in five focused areas.

- **Representing city interests in state policy-making and regulation:** AWC represents its members before the state legislature, the state executive branch and with regulatory agencies. AWC also works with its national counterpart, the National League of Cities, to address federal issues of significance to cities.
- **Education and training:** AWC offers various courses and workshops, including Basic Training for Clerk/Treasurers, Introduction to Municipal Budgeting, and Labor Relations Institute. There are also many informative workshops and presentations at the AWC Annual Conference, and at the City Legislative Action Conference. A calendar of AWC trainings and events is on the website.
- **Publications, data and research:** AWC publications and resources include the *Cityvision* - AWC's magazine, *Legislative Bulletin*, *Salary Survey*, *Police and Fire Survey* and *State of the Cities* research projects.
- **Technical assistance:** AWC staff is available to answer questions about personnel and labor relations, energy, transportation, budgeting, planning, risk management, employee wellness, general local government, and other issues.
- **Insurance programs:** AWC offers municipal liability and property insurance, worker's compensation, employee drug and alcohol testing, and employee benefits and wellness.

Give Karen Tanner, Leadership Programs Coordinator a call at 1-800-562-8981 if you have questions.

---

## Municipal Research and Services Center

2601 Fourth Avenue, Suite 800

Seattle, WA 98121-1280

(206) 625-1300 or 1-800-933-6772

[www.mrsc.org](http://www.mrsc.org)

MRSC is a non-profit, independent organization that provides quick access to legal and policy research, sample documents, free professional advice, and a wealth of historical and contemporary information about local governments. It was created in 1969 to continue programs established in 1934 under the Bureau of Governmental Research at the University of Washington. In 1997, Washington counties joined cities in funding MRSC. In 2007, MRSC began providing services to ports and special purpose districts as well. MRSC is governed by a board of directors drawn from local government and the community. MRSC programs are cooperatively funded out of a portion of the cities' distributions of the Liquor Board profits and the counties' distribution of the liquor excise tax. There is no charge for MRSC services.

### What does MRSC do?

Headquartered in Seattle, MRSC's offers a variety of practical resources:

- **Help desk:** You can call or email MRSC for advice and information on municipal law, budget and finance, public administration, planning and growth management, public works and utilities, and local government policies.
- **Website:** [www.mrsc.org](http://www.mrsc.org) focuses on local government in Washington State. The site contains weekly news, sample documents, responses to common questions, state statutes and administrative rules, court decisions, and more.
- **Publications:** MRSC publications include educational guidebooks for local officials, and practical publications about emerging issues.
- **E-Newsletter:** Two subscription-based newsletters, *In Focus* and *Ask MRSC*, keep local officials up to date on current issues that affect municipal government in Washington.
- **Library:** The library offers the state's largest collection of local government reference documents and "how to" samples. Materials include local ordinances, codes, budgets and finance reports, comprehensive plans, and documents illustrating virtually every function and operation of local government.



## Chapter 1

# Overview of a City

### How cities and towns came to be

It's easy to think of a city as a stand-alone entity. They have their own borders and unique laws and ordinances. But cities operate within a larger government framework. They were created under the state constitution and general laws as "municipal corporations." In essence, cities are creatures of the state, exercising local powers only within the limitation of state law.

Cities can do many of the same things as an everyday private business: provide services, collect revenue, sue (and be sued), contract with other entities, etc. But unlike other businesses, city functions are wholly public.



**Tieton City Hall**

### Know the law

WA State Constitution

RCW 35 – Cities and towns

RCW 35A – Optional municipal code

RCW 35.02.010 – Authority for incorporation

### Resources

*Knowing the Territory*, MRSC,  
November 2009 (pdf, 294kb)




Governance webpage, MRSC 

### Key to Symbols

 – Legal citing

 – Internet resource

 – Print publication

 – Training/conference

 – Who to call


## Know the law


Article 11, Section 10 of WA State Constitution – Charter cities



RCW 35 – The powers and duties of first class cities, second class cities and towns



RCW 35A – The powers and duties of optional municipal code cities


## Resources

Classification of WA cities, Governance webpage, MRSC 

A comparison of the powers of a town and a noncharter code city, Management webpage, MRSC 

*Code City Handbook*, MRSC, March 1997 (pdf, 298kb)  

*Initiative and Referendum Powers of Cities and Towns in the State of Washington*, MRSC, January 2006 (pdf, 306kb)  

*Town Handbook: Handbook for Washington Town Officials*, MRSC library loan 

## In the appendix

List of city classifications, Appendix B

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## Cities versus towns – what’s the difference?

The difference between cities and towns is more than just semantics. All cities incorporate under one of four classifications:

- First class cities (population 10,000 or more)
- Second class cities (population 1,500 or more)
- Towns (population 1,500 or less)
- Optional municipal code (no population threshold)

While all cities and towns possess the same basic authority to perform general government functions, there are several distinctions. For example, code cities exercise a broader degree of self government or “home rule” than do others.

## The creation of code cities

For many years, smaller cities tried to win changes in state law to give them the same flexibility and autonomy that “first class” cities (originally those with populations of 20,000 or more) were granted by the state constitution.

After much debate, a 1967 law created a new category called “code cities” that gives smaller cities much more local autonomy and flexibility over matters ranging from employee benefits to annexations. Since the law was passed, many small cities have chosen to become “code cities” to take advantage of the increased autonomy this status provides. MRSC’s Code City Handbook contains a detailed summary of the differences between code and charter municipal governments. It also contains information about how to become a code city.

## No more new towns

The 1994 legislature made some significant changes to the state laws governing incorporations. As a result of these changes the minimum population now required to incorporate as a city is 1,500. Since a new city cannot be formed unless it has at least 1,500 inhabitants, incorporation as a town is no longer an option (i.e. new cities must incorporate as either first or second class cities or as optional municipal code cities).

## Chapter 2

# Leadership & Management

### What's my role?

It's an honor to be an elected leader of a community. It means your fellow citizens respect you and your good judgment, and trust you to be a wise steward of their tax dollars and their city. Serving as staff for a city is also something special: it is an opportunity to participate in shaping the future and serving the public good. But staff and elected officials can only contribute fully when each person is clear about his or her duties, and respects the roles and responsibilities of others.

Community leadership, the ability to progressively address the needs of a city, is a key element of successful governance. In 2007, AWC & COM published *The Ten Commandments of Community Leadership*. This publication serves as the governing principles for every local leader, whether newly elected or a seasoned veteran.






### Excerpt from *The Ten Commandments of Community Leadership*, AWC/COM

#### Thou shalt create a vision for the future

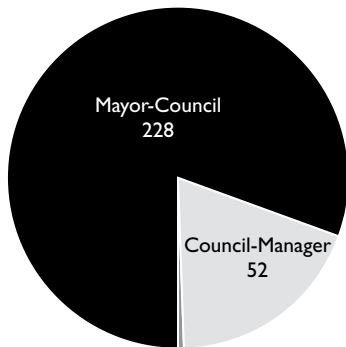


- Incorporate community values and beliefs
- Break out of routine thinking
- Listen to different community voices
- Encourage youth to participate in their future
- Focus on what could be, not what is
- Build on community assets
- Cultivate ownership of ideas
- Preserve historic and artistic culture
- Imagine an economy without borders
- Dream of whole communities

#### Key to Symbols

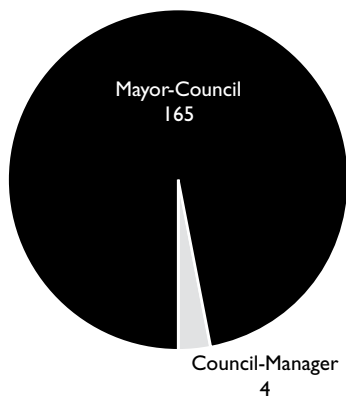
-  – Legal citing
-  – Internet resource
-  – Print publication
-  – Training/conference
-  – Who to call

**Most of Washington's cities operate under the mayor-council form of government**



Shelton has a commission form of government

**Almost all cities under 5,000 population operate under the mayor-council form of government**



## Forms of city government

To achieve city leader or staff goals, and to understand each position's unique role, it's important to understand the city's form of government, and the specific role of elected officials.

Washington cities operate under three principal forms of government and the duties of elected and appointed officials are determined by these three types of organization:

- Mayor-council
- Council-manager
- Commission

The most common forms are the mayor-council and the council-manager. Currently, only one city is governed by a commission.

The biggest difference between these three forms of city government is the role of elected officials, particularly the mayor.

### Mayor-council form of government

In the mayor-council form of government (also known as strong mayor), an elected mayor (elected at-large, by the city's voters) serves as the city's chief administrative officer. A city council (elected either at-large or from districts within the city), serves as the city's legislative body. The council has the authority to create and adopt city policies, and the mayor is responsible for carrying them out. The mayor attends and presides over council meetings, other than in charter first class cities, but does not vote, except to break a tie.

Veto authority of the mayor is specified in the state laws relating to each city classification or is determined by local charter. In first class cities, the mayor's veto authority is in the city charter. In second class cities, the mayor may veto an ordinance, but the mayor's veto can be overridden by five members of the council. In code cities, the mayor may veto ordinances, but the mayor's veto can be overridden by a majority plus one of the entire council membership. Town mayors do not have a veto power.

Many larger mayor-council cities have a professional city administrator to serve under the mayor and help with administrative and policy-related duties. These cities get the benefits of professional management, allowing the mayor to focus greater attention on policy development and political leadership. Read more about hiring a professional city administrator on page 15 of this chapter.

### **Council-manager form of government**

In the council-manager form of government, the city council is responsible for policy making, and a professional city manager (who is appointed by the council) is responsible for administration. The city manager provides policy advice, directs the daily operations of city government, handles personnel functions (including the power to hire and fire employees), and is responsible for preparing the city budget.

Under the council-manager statutes, the city council hires the city manager, and can fire the city manager. However, the council is not allowed to interfere with the manager's administrative duties. There is a difference between making policy (the council's job), and implementing policy (the city manager's job). To be effective, a city manager must have the council's support.

The mayor in council-manager cities is usually chosen by his or her fellow city councilmembers. In code cities or first class cities, the mayor may be directly elected by the people. The mayor presides at council meetings and is recognized as the head of the city for ceremonial purposes, but has no veto power or regular administrative duties.

### **Commission form of government**

Under the commission form of government, three elected commissioners function collectively as the city legislative body and individually as city department heads.

Although one of the elected commissioners also has the title of mayor, he or she has essentially the same powers as the other commissioners.

## **Know the law**


RCW 35.18 – Council-manager plan form of government for non-code cities



RCW 35.17 – Commission form of government



RCW 35A.12 – Mayor-council plan of government for code cities

RCW 35A.13 – Council-manager plan of government for code cities

## **Resources**

Forms of city government, Management webpage, MRSC 

*Mayor's Handbook*, AWC/MRSC, February 1999 (pdf, 459kb)  


*Councilmember's Handbook*, AWC/MRSC, January 2000 (pdf, 691kb)  



## **In the appendix**



Cities by form of government







## Resources


Elected Official Essentials workshop, AWC, offered in even years 

Knowing your roles, resolving and preventing conflicts between mayors and councils, Management webpage, MRSC  

*The Mayor's Leadership Role* (Excerpt from *Mayor's Handbook*) AWC/MRSC, February 1999  

*The Job of the Councilmember* (Excerpt from *Councilmember's Handbook*) AWC/MRSC, January 2000  

*Resolving and Preventing Mayor-Council Conflict* (Excerpt from *Councilmember's Handbook*) AWC/MRSC, January 2000  

Frequently asked questions on the position of a mayor, Inquires webpage, MRSC 

---

## How you fit in the bigger picture

Many of the conflicts at city hall and in council chambers are the result of confusion about roles and responsibilities. In particular, conflict tends to arise when someone oversteps boundaries. As unclear as those boundaries may sometimes seem, there is a basic structure to city government, and respecting it can prevent a lot of problems.

Because the city council is the “legislative body,” it has the power to make laws and policy. The council also makes rules that govern its procedures, including public meetings and hearings. If the city uses the council-manager form of government, the mayor has essentially the same role as other councilmembers.

For example, the council will:

- Vote to enact the city budget;
- Define the powers, function and duties of city officers and employees;
- Set employee wages and salaries; and
- Enter into contracts.

The mayor of a mayor-council city or the city manager in a council-manager city, is the city’s chief executive officer, or CEO. This person is in charge of the day to day administration and will be responsible for duties such as:

- Monitoring the operation and enforcing contracts to make sure that work is done well and within budget;
- Preparing a proposed city budget and presenting it to the council; and
- Reporting to the council on the city’s financial well-being and needs.

---

**“Many conflicts are due to not understanding roles. Cities should do a thorough orientation of responsibilities.”**

Small City Roundups

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## Typical small city departments

Although some small cities may be a “one man show” with a few people carrying out multiple responsibilities, the following is a list of departments that are most common in a small city.

### Administration

Depending on the city’s form of government, the mayor or the city manager is the head of this department. Some key administrative tasks include carrying out the council’s policies, preparing the city budget, directing the city’s daily operations, coordinating the various departments, and keeping the council informed.

### Legal

The city attorney provides legal counsel to city officials, departments, commissions and boards. The city attorney also prepares legal documents, ordinances and resolutions pertaining to city business, and represents the city in litigation.

### City clerk

The clerk typically maintains the council minutes and records, catalogs and maintains all official city files and records, publishes all required notices, and prepares council agendas. In many small cities, the clerk/treasurer positions are combined.

### Finance/Treasurer

The finance department plans and directs the fiscal operations of city government. The department keeps the city administration informed of the financial picture relating to revenues, investments and expenditures. The department oversees accounting, purchasing and licensing, prepares payroll, and often manages data processing functions.

### Public safety services

These services include the police department, the fire department (which may include emergency medical services), and the building department, which enforces state and local building codes and issues building permits.

### Planning

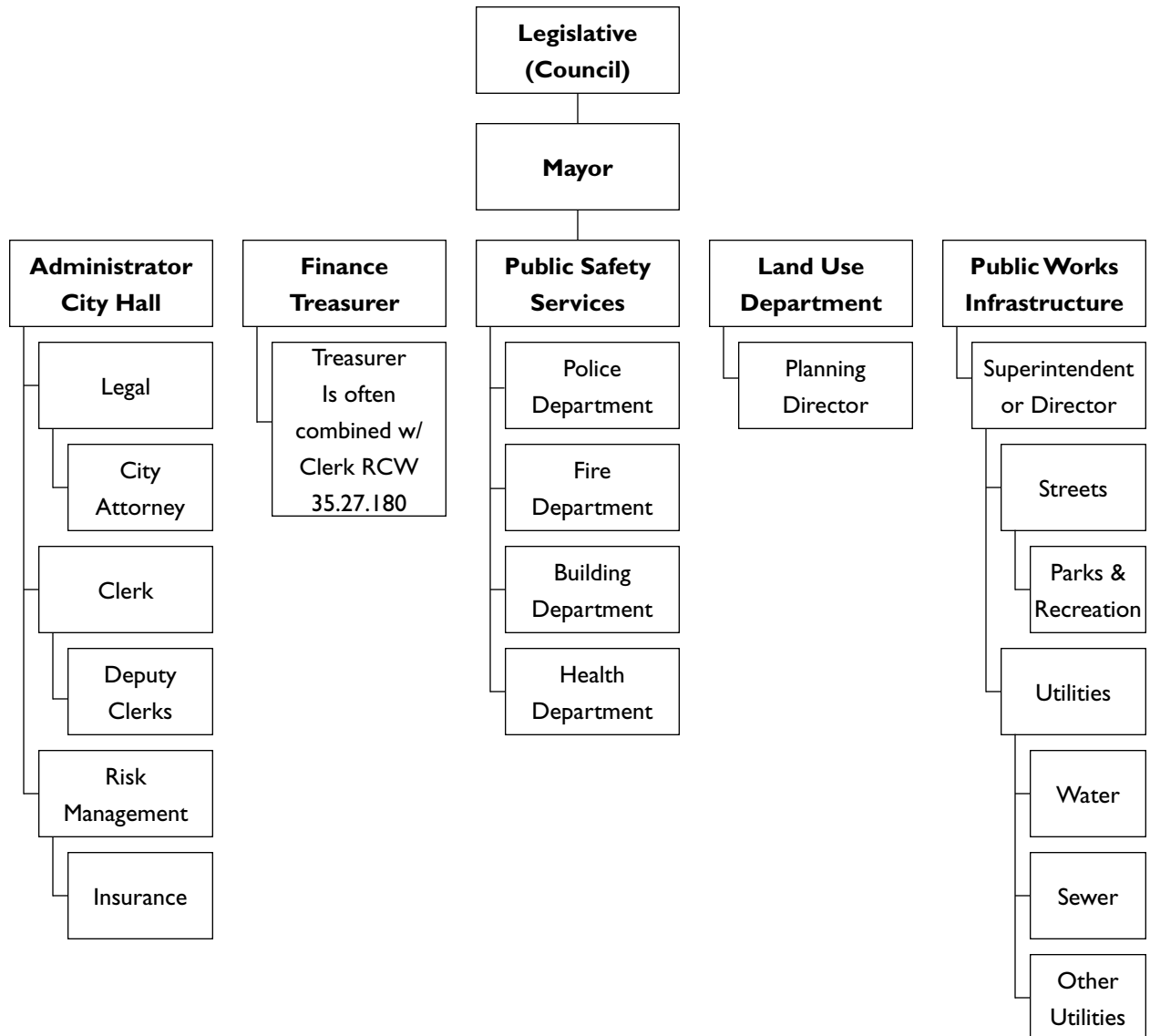
This department acts as technical staff advisor to the city council, the planning commission and the city administration. The planner may be involved with decisions involving zoning changes, variances, subdivision applications, conditional use permits, etc.

### Public works

This department manages the city’s infrastructure services. This may include parks, city building and street construction and maintenance, water, sewer, and stormwater management.

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## Core Services of the Typical Small City



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## Working with other entities

A city may be its own entity, but it must work closely with other governments and organizations. Particularly for small cities, partnering to provide services, borrow equipment or rely on others' expertise can be a great way to meet service demands while using the fewest resources.

Municipal partnerships can be forged among a wide variety of entities: other cities, counties, schools and other special districts, states, tribes, federal agencies, in any and all combinations, as well as with private companies or non-profit organizations. Small cities in particular commonly partner with each other or with a county government for such services as jails, courts, animal control, street maintenance, permitting or information technology. Common contracts with private firms include solid waste, legal and other consulting services.

### Service agreements

The most common partnership is in the form of a service agreement, involving one agency providing service for another. In this agreement, the provider agency is responsible for delivering the service and exercises administrative and managerial controls over the resources employed in the process.

### Service exchange

Sometimes jurisdictions discover that they have complementary resources or expertise and simply exchange services of approximately equal value. There is a certain equity and practical appeal to these exchanges and the added costs are avoided.

### Joint service arrangement

In this arrangement two or more entities share governance of the organization delivering services. Partner jurisdictions have joint responsibility for managing the enterprise for their mutual benefit.

### Consolidation of jurisdictions

In this partnership, service functions are permanently transferred to another jurisdiction. For example, a city can be annexed into a fire district and relieved of providing those services. Virtually any transfer of a service must be accompanied by some direct or indirect revenues to offset the costs of service delivery by the jurisdiction accepting the transfer.

---

## Partnerships are also discussed in the following chapters



Chapter 8 – Keeping your community safe


Chapter 9 – Public works, working for your public


## Know the law

RCW 39.34 – Interlocal Cooperation Act

## Resources

*Forming Municipal Partnerships: A practical guide for local government*, AWC, 2006  

Intergovernmental cooperation, Governance webpage, MRSC 

Intergovernmental cooperation in public works, Public Works webpage, MRSC 

---

## The Town of Coupeville

**engages in a service**

**exchange with the county.**

**Its police officers respond**



**to calls within its vicinity**

**in unincorporated Island**

**County in exchange for jail**


**services from the county.**

## Resources

AWC Risk Management Service  
Agency (RMSA), 1-800-562-  
8981  

Public Entity Risk Institute 

FEMA 

Liability, Inquiries webpage,  
MRSC 

## Property and liability insurance

If one thing is certain, it's that accidents happen. It's important that a city is covered when unforeseeable incidents occur, whether it's someone tripping on a sidewalk, a disgruntled employee pressing charges or damage to city property.

Most cities are covered by one of three insurance pools that provide property and liability insurance. Depending on the pool, they offer a wide variety of resources.

If you think an action you take might result in legal trouble, contact your risk pool before you act. Risk managers can provide invaluable advice, legal resources, sample policies, and training resources that will protect your city's assets.

For more information on liability see the following sections:

- Volunteers strategies for involving your community (chapter 4, page 30)
- Public Records Act (chapter 5, page 38)
- The Fair Labor Standards Act (FLSA) and State Overtime Law (chapter 7, page 68)
- Police and law enforcement services (chapter 8, page 75)
- Streets and transportation (chapter 9, page 81)



**Napavine City Hall**

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## When to consider a professional administrator

The responsibilities of a small city mayor can often seem to be overwhelming, especially to a new mayor who is not trained in management or city administration. Some small cities have resolved this by hiring a professional city administrator to carry out the administrative responsibilities of the mayor.

### Why would a city consider hiring a professional city administrator?


- Running a city has become much more complex in the past 25 years. State and federal mandates, complicated human resource issues, liability and risk management, growth management laws, complex contracts and agreements, difficult budgets, and many other tough issues face cities today. It is increasingly difficult for a small city mayor and city clerk to deal effectively with all these issues.
- In mayor-council small cities, the mayor often serves as the chief executive officer of the city. However, even though a mayor may be a very effective and visionary leader, he or she may not have deep expertise in the federal, state, and county laws and rules that city government operates under or administrative skills.
- In many smaller cities, the reality is that the clerk-treasurer position has evolved into the “de facto” city administrator. In many places, this has worked well. However, many of those long-serving clerk-treasurers are nearing retirement, and with their departure a great deal of institutional knowledge and skill will be lost. Many cities have not planned for this loss, and will find themselves suddenly in need of knowledgeable new administrators.

### Advantages of professional management

A professional city administrator is trained to administer a government. Many colleges and universities offer special degrees in public administration to prepare people for exactly this kind of work. A full time city administrator also has more opportunities to network with his or her peers and learn from their experiences. In a time when state, federal, and local laws are becoming more layered and complex, this depth of knowledge can be extremely important.

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## Resources

*The Unofficial Role of the Administrator*, ICMA, October 2008 

### **Disadvantages of professional management**

The major obstacle to hiring a city administrator is usually the cost, which may be well beyond the ability of the city to pay without budget cuts in other areas.

Some cities may also have a hard time recruiting and hiring a city administrator, especially if they are in remote areas. Some small neighboring cities have solved this problem by hiring a “circuit rider” administrator who serves as a part-time city administrator in several cities.

It's important to note that in some cases, voters may feel that the mayor is the only person accountable for city operations, regardless of whether there is a hired city administrator.

Professional administrators are a rarity in cities of less than 2,500 in population. However, over the long run they may be the best investment that a city can make. Cities evaluating whether to retain an administrator can receive assistance by contacting AWC.

Chapter 3

# Successful City Councils

City councils make laws. That’s a very important authority – one that requires sound judgment and the willingness to learn a great deal about issues, opportunities, and the larger legal framework in which city councils operate. A good orientation for new councilmembers – and ongoing training that keeps councilmembers up to date – can help people work together as a team and achieve the goals that inspired them to run for office.

## Orientation for newly elected officials

Many newly elected officials are overwhelmed by all they need to learn, and surprised by the amount of time it takes to be a councilmember or mayor. Some may also be surprised to discover the limits of their role in making decisions and setting city policy. That’s why a thorough orientation is essential. It should include clear information on what councilmembers can and cannot do, and about the larger framework in which city governments operate.

In addition to a thorough orientation at city hall, newly elected city officials are strongly encouraged to attend AWC’s Elected Official Essentials workshop held in January of even numbered years.

The following are some ideas about what a local, do-it-yourself orientation for newly elected officials should cover.


### Learn the basics of your city government



Newly elected councilmembers need a broad overview of city functions, including finance, public works, public safety and other departments. It’s a good idea for the mayor or city manager to arrange a tour of the physical facilities, and meetings with department heads. If this is not done as a matter of routine, newly elected councilmembers can suggest it.



### Understand the long-range plan

If the city has one, the next step is to review the long range plan, its goals and future projects.

## Resources

Elected Official Essentials workshop, AWC, offered even years 

Mayor’s Handbook, AWC/MRSC, February 1999 (pdf, 452kb)  

Councilmember’s Handbook, AWC/MRSC, January 2000 (pdf, 690kb)  

Key to Symbols

 – Legal citing

 – Internet resource

 – Print publication

 – Training/conference

 – Who to call



### **Review important documents**

Ask your mayor or other staff to compile the following documents (if the city produces them), and find out if there are other documents they think you should read:

- Current operating budget and capital budget
- Information on key programs and services
- Comprehensive annual financial report
- Organization chart, staff roster and phone list
- Primary planning documents
- Map showing city boundaries, buildings and facilities
- Mission statement and goals (if they exist)
- Council rules/meeting procedures
- Meeting minutes for the last twelve months
- Local municipal codes
- Work program and significant staff reports from last twelve months
- Personnel policies and other administrative policies
- Facts about your city – population, form of government, incorporation date, number of employees, total budget, total debt, etc.
- List of governmental agencies providing services or affecting your city through regulatory or other powers
- Calendar of important events

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## Types of council meetings

Under Washington's Open Public Meetings Act two types of council meetings are held:

- **Regular council meetings:** These meetings are regularly scheduled for general and routine business, including the enactment of ordinances.
- **Special meetings:** These meetings have a more limited agenda than regular meetings – usually business that cannot be postponed. Written 24-hour notice must be given to the press and other councilmembers.

In conjunction with regular or special meetings, the city may hold:



- **Public hearings:** A chance for citizens to express their opinions, usually on a single topic.
- **Executive sessions:** Closed meetings limited, by state law or local ordinance, to a few items, including personnel, legal issues, or property acquisition.

**Every city councilmember needs to know and understand Washington's open meeting law.** Read more about this in chapter 5, page 36.

### **When to use an ordinance and when to use a resolution**

If a state statute requires that an ordinance must be used to take some type of action, then of course an ordinance must be used. If no particular form of enactment is specified, then either an ordinance or resolution will be sufficient.

### **Resources**

*Local Ordinances for Washington Cities and Counties*, MRSC, May 2000 (pdf, 452kb)  

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## **Ordinances, resolutions, orders and motions**

A city council has a variety of options available for taking legislative action, including ordinances, resolutions, orders or motions. Here's what those terms mean:

### **Ordinances**

An ordinance is a local law of a city, prescribing general rules of conduct. Ordinances may be used for a variety of purposes, including administrative actions such as establishing new offices in the city, or they may be used for actions that control the conduct of the public. An ordinance usually deals with matters that are permanent and general in nature. For example, when a city is enacting a zoning code an ordinance must be used.

### **Resolutions**

A resolution is less formal than an ordinance and generally is simply an expression of the opinion or intent of the official body concerning some particular item of business. Usually a resolution deals with matters that are temporary or special in character. An example is a resolution of intent to establish a local improvement district (LID).

### **Orders**

An order is used to direct a specific action be taken on behalf of the city. For example, an order could be used to authorize the mayor to sign a contract. Orders still require a vote and are recorded in the minutes. Once an order has been complied with, it no longer has effect.

### **Motions**

A motion is a proposal by a member, made at a city council meeting, that the council take a particular action. The proposed action may be substantive, or it may express a certain view, or direct a particular action be taken, such as an investigation. A motion, once approved and entered into the record, is the equivalent of a resolution.

For more information relating to the procedures for adoption of local ordinances and resolutions see the *Local Ordinances for Washington Cities and Counties*.

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## Making public policy

Legislative bodies are elected to make day to day as well as long-term decisions that impact the city's direction. This happens through the making of public policy.

City councils are asked to make policy about a variety of issues including, but not limited to:

- The level and array of services to be provided;
- Which taxes and at what level they should be imposed;
- Determination of land use; and
- The community's vision and what policies should be adopted to achieve that future vision.

Day to day decisions are an on-going policy-making process and are how the city council responds to the community's immediate needs. This short-term policy making process occurs through adoption of ordinances and resolutions.

Long-term policy making and strategic planning is how city councils work towards achieving the community's vision for the future. More information about planning for the future can be found in chapter 4.

Public policy decisions should be the result of a deliberative process. A poorly planned process – or “knee jerk” reaction in response to a particular issue – can result in policies that lead the city down an unintended path. To help avoid this councilmembers should listen to the arguments in favor and in opposition to proposals to address an issue and discuss alternatives before making a decision.



## Six Keys to Good Policy

1. Good public policy should reflect the desires of the community
2. Policies should be fair
3. Policies should be based on good research
4. Policy objectives must be achievable
5. Outcomes must be identified and measurable
6. Acknowledge mistakes, regroup and revise policies as needed

## Know the law

RCW 35.21.500 – 35.21.570 –  
Codification

## Resources

*Local Ordinances for Washington  
Cities and Counties*, MRSC, May  
2000 (pdf, 452kb)  

Examples of code publishing  
companies (AWC does  
not endorse any particular  
company.)

- American Legal Publishing  
Company, 1-800-445-5588  
 
- Code Publishing, Inc., 1-800-  
551-2633  
- General Code, 1-800-836-  
8834  
- Sterling Codifiers, 1-800-338-  
7458  

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## Codification

Codification means the editing, rearrangement, and grouping of ordinances under appropriate titles, parts, chapters, and sections in a municipal code book. It can be helpful to consolidate various ordinances of the city's code in a single chapter or section arranged by subject matter so that they are easy to find.

Cities can prepare a codification of their ordinances. Unfortunately, many small cities find this to be a large expense.





**Algona City Hall**



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## Parliamentary procedure


Parliamentary procedure provides for an orderly, predictable process for proposing, amending, approving or defeating legislative motions. A city may adopt, by ordinance or resolution, its own set of rules governing the conduct of council meetings, or it may adopt formalized rules such as Robert's Rules of Order. Many cities have adopted Robert's Rules, along with additional rules on issues such as abstentions and motions for reconsideration. Having clear parliamentary rules – and following them consistently – reduces the chances of a council action being challenged or declared illegal.

## Resources

*Mayor's Handbook*, AWC/MRSC, February 1999 (pdf, 452kb)  


*Councilmember's Handbook*, AWC/MRSC, January 2000 (pdf, 690kb)  


## Resources

Boards and commissions,  
Governance webpage, MRSC 

Effective communication  
and citizen involvement ,  
Governance webpage, MRSC



List of city and town statutorily  
required boards under certain  
conditions; Governance, Board  
and Commissions webpage,  
MRSC (pdf, 38kb) 

List of city and town optional  
boards and commissions;  
Governance, Boards and  
Commissions webpage, MRSC  
(pdf, 44kb) 

## Items available from MRSC Library (Library loan request form)

“CP Technique No. 2: Using  
Advisory Committees,” from  
*Citizen Participation Handbook  
for Public Officials and Other  
Professionals Serving the Public*,  
Institute for Participatory  
Management and Planning, 2000

“Working with Advisory  
Groups,” Ch. 12 in *The Public  
Participation Handbook: Making  
Better Decisions through Citizen  
Involvement*, James L. Creighton,  
Jossey-Bass, 2005

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## Using council committees and citizen advisory groups

Committees are a great way for a council to divide and conquer tough issues that require a lot of time.

The most common city council committees are:

- Budget and finance
- Public safety
- Community development
- Public works
- Parks and recreation

While these are typical committees, the choice of whether to have council committees and the type, is up to the local council.

Cities can also appoint citizen boards, commissions and task forces on a broad range of issues. Some of these boards are designated by statute for a specific purpose, such as a building code board of appeals. However, councils can create citizen commissions or advisory groups on any topic they choose.

Citizen commissions and advisory groups can provide a broad range of ideas and expertise on an issue, and, equally important, a communication channel between elected officials and the community.

## Chapter 4

# Planning Your City's Future

One of the key qualities of a leader is the ability to see the big picture and plan for the long term. What should a city look like for future generations? What trends – both positive and negative – does the city need to address? These questions can get lost in the day-to-day challenges of keeping city services afloat and balancing the budget – but it's the city councils' job to see that they don't.

Long-term planning is essential not just because the economy and society are changing; it is also essential because it's the way communities define themselves and commit to working towards a common goal. That's why it's so important to involve citizens – including people from all walks of life – in creating a clear vision for the future and a plan to achieve it.

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### Strategic planning






A strategic plan is a big-picture document that lays out a city's future, and specifies the actions needed to achieve that vision. A good strategic plan also includes benchmarks or mileposts along the way that mark the city's progress towards achieving its vision. Having such a plan brings focus and accountability to the work of city government. It creates a way to measure progress, and to quickly identify obstacles and overcome them. Most important, the process of creating a strategic plan involves everyone – councilmembers, staff, and citizens – in shaping a shared vision that can energize and unify the community.

Many small cities recognize the value of strategic planning. It can help the city develop a vision, identify long-term goals and annual objectives, and provides detailed strategies that address community needs and organizational performance.

The development and implementation of a strategic plan is time consuming, and requires the sustained attention and work of city staff, elected officials and community members. Objectives defined by a strategic plan often require a long-term commitment of staff resources and commitment of funding to make effective change.

Areas often addressed as part of this process include economic development, improving municipal services, diversifying the tax base and improving the infrastructure within a community.

### Key to Symbols

-  – Legal citing
-  – Internet resource
-  – Print publication
-  – Training/conference
-  – Who to call



**“Elected officials need to understand that when they come in and vote on something, that it can affect the next three generations.”**

Small City Roundups

While there are many ways to approach strategic planning, here are a few key elements to keep in mind:

1. Agree on a clear vision of the future
2. Put together a mission statement – why are we here?
3. Involve people – electeds, city hall staff, the community
4. Create a strategy that defines what you need to do to be successful
5. Establish clear priorities
6. Create action plans that carry out your strategy – the what, how, who, when, and how to measure
7. Get buy-in for the action plans
8. Integrate your action plans into all aspects of city hall operations
9. Decide how you will monitor and measure your action plans
10. Monitor and measure
11. Stay focused and keep communicating

### **Strategic planning retreats**

Many cities schedule annual planning retreats for councilmembers and city staff. A retreat is an opportunity to get away from the daily routine and focus on long-term, big-picture issues. Retreats also provide useful opportunities to address and solve problems in working relationships, and strengthen the ability to forge a productive, collegial team. Retreats don't have to be expensive resort getaways but should be in a relaxed environment. A library, a community center, or even someone's home can work well. A city retreat is subject to the Open Public Meetings law.

The most important part of a retreat is that it provides the opportunity for the council and key staff to take a moment out of busy schedules and look at the city's direction from a holistic perspective. Encouraging the group to gather in a new location is important. This gives the group an opportunity to truly “retreat” from daily business and explore new ideas about the city's vision and strategic direction.

Having a facilitator who is not a member of the city council or staff is also important. This allows everyone to participate more freely. If your city can't afford a professional facilitator, consider asking another city's manager to act as the facilitator.

## Citizen involvement

It's difficult to determine the collective community's vision without involving citizens first. Ways to involve citizens in long-term visioning include:

- Focus groups
- Citizen surveys
- Analysis of political and demographic moods (e.g. anti-growth feelings versus low-income housing concerns).

For more ideas about how to gather citizen input see the last section of this chapter, page 31.

**Other long-range planning tools:** Cities must make long-range decisions based on good, current information. Economic and population forecasts can help cities plan for changes down the road. See the long-range financing planning section in chapter 6, page 57 and the comprehensive planning section of chapter 10, page 95 for more information.



**Bucoda City Hall**

## Resources

*Why Strategic Planning?*, MRSC Finance Advisor, May 2007

AWC's facilitators database

Free Management Library

*A Guide to Strategic Planning for Rural Communities*, USDA (pdf, 49kb)

*Strategic Planning: Making it Work*, Leadership Strategies, The Facilitation Company, 2006

*Strategic Planning for Local Government*, ICMA, 2005

Strategic Management Planning, Governance webpage, MRSC

## City strategic planning examples

City of Snohomish strategic plan (pdf, 2.01mb)

City of Chelan strategic plan

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## Know the law

Article VIII, WA State Constitution  
– State, County & Municipal  
Indebtedness


Article XXXII, Section I, WA State  
Constitution – Special Revenue  
Financing



RCW 35.21.703 – Authority to  
engage in economic development  
activities


## Resources for economic development

Economic development, MRSC  
webpage 

- Marketing the community for economic development
- Funding sources for economic development
- Developing local government tourism industry

*Strong Cities, Strong State: Economic  
Development in Washington's Cities  
and Towns*, AWC, 2007 

International Trade and Economic  
Development Division, COM, (360)  
725-4100  

Economic Development  
Administration, U.S. Dept. of  
Commerce, (206) 220-7660  

Community Development  
Programs, U.S. Dept. of Agriculture  
Rural Development, Washington  
office, (360) 704-7740  

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## Economic development

Many of Washington's small cities are skilled and successful in promoting economic development. Whether its tourism promotion in Leavenworth, high-speed telecommunications investments in Forks, or historic building preservation in Rosalia, small city governments undertake a variety of activities that bring economic vitality to their communities. But these things don't just happen over night. They take specific, deliberative steps on behalf of citizens and the city council.


Small city economic development can involve:

- Working with the business community to attract, retain and expand businesses;
- Revitalizing downtowns;
- Revising land use policies to invite particular investments (housing, industrial, commercial);
- Building infrastructure to support various enterprises; and
- Partnering with other governments and organizations to support job creation and training programs.



Washington's economic development toolbox is more limited than other states. The Constitution contains provisions that strictly limit the lending of state credit and gifting of public funds. Therefore, a city does not have authority to construct and operate industrial and commercial facilities, or to use city funds to attract private industrial development. The most important economic development tool a city can offer is a well-developed infrastructure system.



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## Resources for downtown development

Central Business District – Downtown Development,  
Economic Development webpage, MRSC 

Downtown Revitalization, COM, (360) 725-4056  

National Main Street Center – Main Street Center  
Program, National Trust for Historic Preservation,  
(202) 588-6050  

Small Communities Initiative – COM, (360) 725-3016 or  
(509) 777-1503  

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## Legislative advocacy

Many small cities don't realize just how much influence they can have on making changes at the state level. The state legislature and state agencies do listen to the concerns of cities. That's why it's important for elected leaders to educate their citizens and representatives about city challenges and to be aware of AWC's legislative work and priorities.

Although the state legislature meets for several months of the year, involvement with the legislative process is a year-round activity. There's no substitute for having a close relationship with state representatives and senators. Staying in touch with them throughout the year helps city officials gain access to busy legislators when they're in session.

City councils can vote to take official positions on state issues that affect the city. When a city council adopts an official position and lets legislators know about it, it can make a difference in how they craft a piece of legislation, and how they vote.

## Staying in Touch Legislative Calendar, *Hearing from Home*, AWC

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### Winter – Act now

- Call, leave messages for legislators
- Write personal letters
- Email
- Attend AWC's legislative action conference

### Spring – Thank you, follow up

- Personal thank you notes after session is over
- Publicly acknowledge legislators at events
- Letters to the editor

### Summer – Get to know


- Build future relationships with your legislators
- Invite your legislator to meet in city hall
- Meet informally to share common concerns
- Understand each other's priorities
- Find out how you can help each other
- Explore ideas on handling pressing issues
- Engage community leaders on priorities


### Fall – Identify priorities



- Identify local priorities with your citizens
- Attend AWC regional meetings
- Help AWC identify legislative priorities
- Prepare for next session – call, write, meet with legislators before session begins


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## Resources

City Legislative Action Conference, AWC, 

*Hearing from Home: Connecting Washington's Cities with Olympia*, AWC 

*Legislative Bulletin*, provided weekly throughout the legislative session and monthly the rest of the year  

Small City Round-Ups, interactive meetings hosted by AWC in the spring to collect ideas and information from small city officials 

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## Know the law



RCW 4.24.670 – Liability of volunteers of nonprofit or governmental entities

RCW 51.12.035 Volunteers – (Industrial Insurance)

RCW 43.101.200 (Law Enforcement Personnel Training) exempts "volunteers" and "reserve officers" from the requirement that law enforcement personnel must complete basic law enforcement training

## Resources

Creating volunteer opportunities, Governance webpage, MRSC 

Federal Volunteer Protection Act of 1997 (pdf, 123kb)  

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## Volunteer strategies for involving your community

Every small city official knows that citizens are a city's greatest asset. Having enough staff for city hall to function on a day-to-day basis, much less complete a large project, can be a major challenge.

That's one reason many cities recognize the advantage of utilizing the skills of their community members in volunteer programs. Such programs can increase the quality and quantity of public services at a minimal cost and provide an opportunity for citizens to contribute to the betterment of their community. An even bigger dividend is that volunteering creates a sense of ownership and civic pride, and sets a good example for the next generation. Volunteers also gain a first-hand knowledge of the challenges facing the city and may induce them to seek to serve in elective office.

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**For every \$1 invested by a local**

**government in volunteers, it can**

**realize as much as \$10 in benefits.**

ICMS's IQ Service Report on Volunteer Programs, August 1999

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## Connecting with citizens

Cities need to communicate with citizens about the value of their government and the mutual responsibility of all citizens to make it work. Many opinion polls and a growing number of ballot initiatives, indicate that many citizens feel disconnected from government and feel they have little influence on community decisions. If this trend isn't reversed, it will erode our ability to sustain our democracy. That's why it's important to consider using new ways to reach out to citizens, to understand what they need and want, and to find ways for them to connect with their local government.



As Washington's demographics change and Washington State becomes more diverse, it becomes more and more important to find new ways to bring people together. And it takes empathy and skill to understand and fully include those of differing perspectives while keeping the city's focus on the common good. To do this, cities need to provide opportunities for citizen feedback that go beyond public hearings.

Some approaches that can help improve public input are:



- **Host community meetings** on a specific issue or topic where stakeholders have the opportunity for discussion.
- **Change the physical setting.** More informal settings can reduce feelings of separation and power differences between public officials and citizens.
- **Involve interested parties** in the process of developing alternative solutions and approaches. Do this early in the process so that promising new alternatives can be fairly addressed.
- **Use small groups and committee work** to involve citizens.
- **Schedule meetings** at times and places that are convenient to those who want to be involved.
- **Consider using a trained facilitator** to conduct meetings if issues are especially controversial. Someone who has no stake in the issue can be fair and impartial, and skilled facilitators can help maintain an atmosphere of mutual respect even when people have passionate opinions. One way to gain confidence and trust is to choose a facilitator who has some local standing, such as a school superintendent, a chamber of commerce director, or a service club president. The most important qualities in a facilitator are impartiality, fairness, and respect for all those who wish to be heard.


Feedback collected from citizens should be a focal point in creating a city's strategic plan and vision for the future.


## Resources



*Local Government Policy-Making Process*, MRSC, February 1999 (pdf, 511kb)  

Effective communication and citizen involvement, Governance webpage, MRSC  

*Governments are from Saturn... Citizens are from Jupiter: Strategies for Reconnecting Citizens and Government*, MRSC, June 1998  

"Strategies for Reconnecting Citizens and Government," *MRSC Focus*, June 2001 

Creating a Sense of Value: Building Citizen Commitment, AWC workshop PowerPoint presentation by John Daly, March, 2001 

*Public Participation Toolbox*, International Association for Public Participation (pdf, 178kb)  



## Chapter 5

# Ethics, Open Government and Fairness: Staying on the Right Side of the Law

Although governing a small city may seem casual and non bureaucratic, city officials are still responsible for abiding by the same laws as larger cities regarding ethics, open government, elections, and avoiding conflicts of interest. (There is one exception: there are some special provisions about conflicts of interest for small cities.) For many small cities, this means there is a significant amount of legal territory to navigate without a legal department to help you.

### Ethics in government

We all think we know right from wrong, but humans do make mistakes. Doing a favor for a friend or relative, giving a job to someone who needs a break, or taking the city backhoe home for a weekend project may all seem harmless. But when public tax dollars are involved, each of these simple acts takes on a new meaning. As stewards of the public's tax dollars – and equally important, the public's trust – elected and appointed city officials have to think beyond the usual bounds of our obligations to friends, family, and neighbors.

State law dictates a list of "thou shalt nots" that every city official ought to study carefully. Some cities may enact local codes with additional guidelines.


The specific state laws that all city officials must abide by are:

- **No special privileges:** No city elected official or appointed officer may use his or her official position to receive a special privilege or exemption for himself, herself or others. For example, city officers must pay the same fees for permits and services, and they are not allowed to make exceptions to rules or give discounts to their friends or relatives.
- **No gifts or rewards from private sources:** No city elected official or appointed officer may receive any money, gift or reward from any source other than their employing municipality for any matter connected with or related to the officer's services. City officers cannot accept free tickets to events or gifts from private citizens, businesses or corporations for actions arising from their official duties. If the city fixes a sidewalk in front of someone's house, for instance, and that person expresses their appreciation by sending the city employee or the mayor tickets to a Seahawks game, the tickets must be returned.
- **No disclosure of confidential information:** No elected official or appointed officer may disclose any confidential information they learn in the course of their duties, or use such information for his or her personal gain. No city official can accept a job or engage in business that the official might reasonably expect would require him or her to disclose confidential information learned in his or her position with the city.

### Key to Symbols

 – Legal citing

 – Internet resource

 – Print publication

 – Training/conference

 – Who to call



### **Conflicts of interest**

The laws that govern conflict of interest apply only to city elected officials, not employees. These laws govern contracts created by the city elected officials, including contracts of employment, sales, leases, and purchases. In essence, city officials cannot have a financial interest in any public contracts made with the city they serve. This applies to contracts that are created by the city elected official, or under his or her supervision.

The small city exception to the rule: Avoiding conflicts of interest can be difficult in a small city, because there simply aren't that many people and businesses, so it's harder to keep city matters totally separate. In cities with a population of less than 10,000, a business owned by an elected official can have a contract to perform services for the city as long as it does not exceed \$18,000 in any calendar year. However, this does not apply to the sale or lease of property by the city, so elected city officials cannot rent or lease facilities or land from the city.

Even when the small city exception applies, an elected city official may not vote on the authorization, approval, or ratification of a contract from which he or she will profit. The elected official whose business is involved in the vote must also publicly disclose his or her personal financial interest, and this must be recorded in the official minutes of the city council.

## Remote interest

There is a legal definition of a "remote interest" that can affect city elected or appointed officials' judgements about city contracts, and where special efforts may be required to avoid conflict of interest. "Remote interests" are particularly thorny, because they can involve voluntary, non-profit and charitable activities of city officials where favoritism wouldn't benefit you personally, but would benefit a cause or person you're involved with.

A "remote interest" includes a city contract with an entity when a city official is:

- A non-salaried officer of a nonprofit corporation (for example, on the Board of Directors) of the contracted party;
- Employed with a business (with entirely fixed salary or wages) of the contracted party;
- A landlord or tenant of the contracted party;
- Holding less than one percent of the corporate shares of the contracted party; or
- A member of a cooperative of the contracted party.

In the event of such a remote interest in a contract, the city elected official or appointed officer must disclose the extent of his or her interest prior to making the contract. That person may not authorize, approve, or ratify the contract. Also, he or she can't influence or try to influence those who will be voting on the contract.

## Violation penalties

The penalty for violating any of these prohibitions voids the contract, and anyone who violates these rules has to pay the city a \$500 fine. Violators may also be required to leave an elected office or lose their city jobs. Although this law does not impose criminal penalties for a violation of its provisions, criminal penalties from other laws may apply, and they can be severe.

## Know the law


RCW 42.23 – Code of Ethics for Municipal Officers (contract Interests)

RCW 42.23.070 – Prohibited acts

## Resources

*Knowing the Territory*, MRSC, November 2009 (pdf, 294kb)



Elected Official Essentials workshop, AWC, offered even years 

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## Open Public Meetings Act

The Open Public Meetings Act requires that all city council meetings be open to the public, except as specifically authorized under the Act. Also, all “actions” or votes taken by city councils and other governing bodies must be done at meetings that are open to the public.

The Act applies to all city council meetings, as well as to many commissions and boards, such as the planning commission, park board or library board. A meeting generally includes any situation in which a majority (a quorum) of the council, or other governing body, meets and discusses business. Even if no votes are taken, the meeting must be open to the public if public business is discussed.

Executive sessions not open to public: An “executive session” is a meeting or a portion of a meeting during which a governing body may exclude the public. Before the council or other body meets in executive session, both the length and purpose of the executive session must be announced publicly. The following is a non-exclusive list of reasons cities typically hold an executive session:

- To consider a real estate acquisition or sale;
- To receive and evaluate complaints brought against a public employee; (Before meeting in executive session under this exception, the person who is the subject of the complaint must be notified of the complaint and given the option of meeting in open session);
- To evaluate qualifications of a candidate for public employment or review performance of a public employee;
- To discuss with legal counsel matters related to litigation or potential litigation. (Note that under this exception legal counsel must be present at the executive session.)

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**The people of this state do not yield their sovereignty to the agencies which serve them. The people, in delegating authority, do not give their public servants the right to decide what is good for the people to know and what is not good for them to know. The people insist on remaining informed so that they may retain control over the instruments they have created.**

### **Selected proceedings not subject to the Act:**

- The portion of a meeting of a quasi-judicial body relating to a quasi-judicial matter between named parties (such as a request for site-specific rezone permit or conditional use permit.) Read more about quasi-judicial matters, on page 41 of this chapter;
- Collective bargaining sessions, including contract negotiations, grievance meetings and discussions in which the city council or other body is planning or adopting the strategy to be taken during collective bargaining.

### **Penalties, costs and attorney fees for violations:**

- Individual liability – A civil penalty of \$100 for members of a governing body found to have knowingly violated the Act;
- City liability – The city is liable for all costs, including reasonable attorney fees, if someone successfully challenges a decision to hold a closed meeting. (However, if there is an unsuccessful challenge and the court declares it frivolous, the city may recover reasonable expenses and attorney fees); and
- Actions taken in a closed meeting that was in violation of the Open Meetings Act are null and void.

### **Know the law**




RCW 42.30 – The Open Public Meetings Act




RCW 42.30.110 – Executive session

RCW 42.30.120 – Violations of the Open Public Meetings Act

RCW 42.30.140 – Meetings not subject to the Open Public Meetings Act

### **Resources**

*The Open Public Meetings Act: How it Applies to Washington Cities and Counties*, MRSC, May 2008 (pdf, 424kb)   

*Knowing the Territory*, MRSC, November 2009 (pdf, 340kb)   

Open government internet manual, Attorney General's Office 

## 7 Cardinal Virtues for Email Communications

Steve DiJulio, Foster Pepper  
PLLC, *Elected Official Essentials*  
workshop

1. Before sending an email, ask whether you would like to see the email on the front page of the local paper.
2. Limit email chains to those who need to have access to the information; and, do not forward beyond that group.
3. Before generating or transmitting documents that may contain professional opinions, obtain authorization from legal counsel.
4. All reports, memoranda, charts and other documents containing analysis should be marked “draft” prior to final authorization.
5. Remember that all written communication (including casual notes) may become part of litigation. Avoid unnecessary adjectives or personal remarks in emails (or when jotting down information during meetings). What may seem humorous at the moment may later be embarrassing.
6. Adhere to the city’s regular document retention policies.
7. If the email is on the city system, it is a public document.

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## Public Records Act

In 1972, Washington adopted Initiative 276, which requires that most records maintained by state, county, and city governments be made available to the public. The public disclosure statutes have been frequently revised over the past three decades, and they are now referred to as the Public Records Act. The purpose of the Act is to provide the public full access to information about the conduct of government, except where doing so would violate individual privacy rights and the efficient administration of government.

### What is a public record?

Public records include any writing that contains information about the conduct of government. This includes papers, photos, maps, videos, and electronic records, including e-mails that relate to public business. It also includes not just information produced by city government, but also information that is produced for city government, such as reports prepared by contractors.

Cities are required to make all public records available for public inspection and copying, unless the record falls within one of the specific exemptions in the Public Records Act, or is exempt from disclosure under another law.

### Here is what every city must do

- **Appoint a public records officer:** Every city must appoint a public records officer so the public knows who to contact when they want to request public records. This appointment has to be made known to the public. Listing the person’s name and title and contact information on the city web site or in city hall are two ways to do this.
- **Create and publish an index of public records:** Cities must create and publish an index of its public records, unless the city council declares by formal order that to do so would be unduly burdensome. This is a difficult task, and many city councils adopt an order indicating that to do this would be unduly burdensome.
- **Provide assistance locating public records:** Every city is required to provide the fullest assistance to the public in locating and accessing public records.

- **Respond to requests promptly:** Response to a request for a public record must be made within five (5) business days of the request. The response can be to provide records, to deny the request because the requested documents are exempt from disclosure requirements, or to state that additional time is required to:
  - Clarify the intent of the request;
  - Locate and assemble the information requested;
  - Notify third persons or agencies affected by the request; or
  - Determine whether any of the information requested is exempt and that a denial should be made as to all or part of the request.
- **Explain exemptions:** If a request is denied or any part of a document is redacted (blacked-out) because it is exempt, the specific exemption must be noted in the city's response to the requester. In most circumstances, once the exempt information has been blacked out, the remainder of the document must be disclosed.

### **What is not required**

- **Providing copies free of charge:** Cities may charge for making copies, including staff time and use of equipment. However, a city cannot charge for staff time to locate the records and make them available for public inspection. An agency cannot charge more than 15 cents per page unless the actual costs have been calculated and determined to be greater.
- **Creation of new records:** An agency is not required to create a record in response to a request.
- **Access and custody:** An agency is required to make records available for public inspection but, an agency is not required to allow access to, for example, employee computers for the public to peruse records, nor is an agency required to allow original records out of its custody.
- **Certain form of request:** A city may not require that people fill out a specific form to request public documents. Although a city can request that its form be used, it cannot deny a request for a public record because someone doesn't use that particular form. Requests do not need to be in writing, they can be in email or even verbal.
- **Disclosure of purpose of request:** Citizens are not required to disclose why they are requesting public documents.

## Know the law

RCW 10.97 – Criminal Records  
Privacy Act

RCW 42.56 – Public Records Act

RCW 42.56.060 – Immunity from  
liability


RCW 42.56.230-480 – Exemptions  
to public records




RCW 42.56.540 – Local  
government-initiated court action  
to prevent disclosure


RCW 42.56.550 – Judicial review  
of agency actions


WAC 44-14 – Public Records Act  
– Model rules


## Resources


*Seven Tips to Avoid Being  
Overwhelmed by Repeat Public  
Records Requestor*, Foster Pepper  
PLLC, August 2007 

*Public Records Act for Washington  
Cities and Counties*, MRSC, May 2007  
(pdf, 1.42mb)   

Selected cases and research  
references, (pdf, 125kb) Appendix A  
to *Public Records Act for Washington  
Cities and Counties* (pdf, 1.42 mb)  
MRSC, May 2007 

Frequently asked questions (FAQs)  
public records, MRSC Inquiries  
webpage 

Public records disclosure caselaw  
update, Legal webpage, MRSC,  
March 2007 

Open government internet manual,  
Office of the Attorney General   
40

## Judicial review

A local government may seek court protection to stop the release of a record that is not exempt under the Public Records Act if the local government can show that:

1. The requested information is “clearly not...in the public interest”; and
2. That disclosure will “irreparably damage any person, or would substantially and irreparably damage vital governmental functions.”

If a person is denied an opportunity to inspect and copy a public record held by a local government, he or she may bring a motion in the superior court of the county where the record is maintained to require the local agency to explain, or show cause, why it has denied access to the record. The local agency has the burden of proving that the denial is consistent with a law that either exempts or prohibits disclosure. Also, if a person believes that the city is taking too long to fully respond to a disclosure request, he or she may file a motion requiring the city to explain why so much time is needed.

## Liability

If city officials release records because they are making a good faith effort to comply with the Public Records Act, they can't be liable for it, even if the release offends or harms someone.

However, good faith will not absolve a city if public records that are covered by the Public Records Act are withheld. Good faith will be taken into consideration in determining the amount of penalty, but a minimum penalty of five dollars per day is mandatory regardless of good faith. A requesting party that prevails in court “... shall be awarded all costs, including reasonable attorney fees, incurred in connection with such legal action. In addition, it shall be within the discretion of the court to award such person an amount not less than five dollars and not to exceed one hundred dollars for each day that he was denied the right to inspect or copy said public record.” The statute of limitations is one year.

Particular care should be taken in releasing personnel records, medical records, records subject to protection under the Criminal Records Privacy Act (CRPA), and records that could violate an individual's right to privacy. Certain records specifically exempted from release may lead to liability under laws other than the Public Records Act. For example, the CRPA provides that release of records in violation of the law constitutes a misdemeanor.

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## **Appearance of Fairness Doctrine**

Appearance of fairness is a judicial policy that puts additional restrictions on local officials. It requires that decisions be both fair in fact and free from the appearance of unfairness when a city is acting in a court-like or “quasi-judicial” capacity. This law applies to specific actions that affect a single person or company, such as a specific zoning variance. It doesn’t apply to enacting big-picture policies on zoning or adopting a land use plan.

The Appearance of Fairness doctrine requires that a councilmember not participate in a decision when it’s necessary to prevent the appearance of unfairness, bias, prejudgment or other potential conflict of interest.

This doctrine generally applies in land use hearings such as site-specific rezones, preliminary plat approvals, conditional use permits, variances, and shoreline substantial development permits. Failure to follow the procedures can result in invalidation of the land use or other quasi-judicial decision. Application of the procedures and use of the exceptions should be documented on the hearing record.

### **How does the doctrine apply to my city?**

The Appearance of Fairness Act applies when “quasi-judicial” proceedings determine the legal rights, duties or privileges of specific parties in a hearing or other contested case proceeding. The doctrine does not apply to legislative policy-making decisions, such as adopting, amending or revising comprehensive plans or other land use planning documents, plans or zoning decisions of area-wide significance. It also doesn’t apply to statements made while campaigning for elective office.




The gist of the Appearance of Fairness Act is that elected officials should be impartial in hearings that will lead to city decisions that affect specific people or companies. They should not, for instance, announce how they plan to vote on a conditional use permit before the hearing is held.







## Know the law


RCW 42.36 – Appearance of Fairness Doctrine (Limitations)


## Resources



*Knowing the Territory*, MRSC, November 2009 (pdf, 339kb)   

*The Appearance of Fairness Doctrine in Washington State*, MRSC, 1995   

Frequently asked questions (FAQs), MRSC webpage 

Court decisions, Legal webpage, MRSC (pdf, 969kb) 

Public hearings: when and how to hold them, MRSC, 1998 

A short course on local planning, APA Washington and COM,  

## Here are the main provisions of the Act

**It prohibits contact outside the hearing:** "Ex parte" (outside the hearing) communications between a decision-maker and a proponent or opponent of the matter being decided during the time the matter is pending is against the law, unless the decision-maker:

- Places on the record the substance of any spoken or written communications; and
- Makes a public announcement of the content of the communication, and of a party's right to rebut the substance of the communication. This announcement must be made at each hearing where action is taken or considered on the subject. [Note: This does not prohibit correspondence between a citizen and his or her elected official if the correspondence is made part of the record of the quasi-judicial proceeding to which it applies.]

## Challenges to a councilmember's participation

A fellow councilmember or a citizen can challenge a councilmember's right to participate in a decision if they believe there is an appearance of conflict of interest. Challenges must be raised as soon as the basis for disqualification is made known or reasonably should have been known prior to the issuance of the decision. If the challenge is not timely, the doctrine may not be relied on to invalidate the decision.

## Exception: the rule of necessity

If more than one member of a decision-making body is challenged as being in violation of the doctrine, so that there are not enough members to legally make a decision, the "rule of necessity" allows challenged members to participate and vote. Before voting, however, the challenged officials must publicly state why they would or might have been disqualified.

## Fair hearings have precedence

Even though some conduct might not violate the statutory provisions of the appearance of fairness doctrine, a challenge could still be made if an unfair hearing actually results. For instance, certain conduct otherwise permitted by the statutes may be challenged if it would actually result in an unfair hearing (e.g., where a campaign statement reflects an attitude or bias that continues after a candidate's election and into the hearing process).

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## Elections

Elections for city offices are held in odd-numbered years. The first step that needs to be taken when seeking election to local office is to file a Declaration of Candidacy with the county auditor, not more than 60 days nor less than 45 days prior to the primary election at which the initial elected officials are nominated.

The qualifications for office depend somewhat on the classification of the city or town.

### Qualifications to hold elective office

#### Towns

In towns, no person is eligible to hold an elective office unless he or she is a resident and a registered voter of the town.

#### Second Class Cities

No person is eligible to hold an elective office in a second class city unless the person is a resident and a registered voter in the city.

#### Code Cities

No person is eligible to hold elective office under either the mayor-council or the council-manager plan unless the person is a registered voter of the city at the time of filing his or her declaration of candidacy and has been a resident of the city for a period of at least one year preceding his or her election.

### Oath of Office

The oath of office is the last step that must be taken before a candidate who wins election takes office. The new term of office typically begins on the first day of January following the election. The oath of office may be taken up to ten days before taking office, or at the last regular meeting held before a person elected is to assume office.

The oath may be given by a variety of persons, including any notary public, mayor or mayor pro tem, clerk, judge or court clerk. The oath should be filed with the county auditor.



#### A commonly used


**oath is: I, \_\_\_\_\_,  
do solemnly swear (or  
affirm) that I will support  
the Constitution of the  
United States and the  
Constitution and laws of  
the State of Washington,  
and all local ordinances,  
and that I will faithfully  
and impartially perform  
and discharge the duties  
of the office of \_\_\_\_\_,  
according to law and the  
best of my ability.**

## Know the law

RCW 42.17.130 – Use of public office or facilities in campaigns

## Resources

*Getting Into Office: Being Elected or Appointed into Office in Washington Counties, Cities, and Towns*, MRSC, June 2007 (pdf, 410kb)  

“Statutory Limits on Use of Public Funds/Facilities to Assist or Oppose Campaigns, Particularly Campaigns Involving Ballot Measures or Initiatives,” by Nancy Krier, Assistant Attorney General, September 13, 2001, Governance webpage, MRSC 

## Improper use of public facilities in campaigns

It is against the law to use any city facilities to support or oppose a ballot proposition or to assist any campaign for election to any public office. This includes the use of stationery, postage, machines and equipment, use of office employees, office publications, clientele lists and even paper clips. Careful regard for this law is very important to keeping – and deserving – the public’s trust.

There are, however, exceptions to this prohibition:

1. An elected city council may collectively endorse or oppose a ballot proposition if the council meets the procedural requirements of the law. The requirements are that:
  - Any required notice of the meeting includes the title and number of the ballot proposition; and
  - Members of the legislative body or members of the public are afforded an approximately equal opportunity for the expression of an opposing view.
2. An elective official may make a statement in support of or in opposition to any ballot proposition at an open press conference or in response to a specific inquiry; and
3. Activities which are a part of the normal and regular conduct of the office or agency. For example:
  - A city may prepare and distribute a neutral fact sheet concerning a ballot proposition;
  - A city may conduct research into the likely effects of a ballot proposition; and
  - A city may allow the use of public facilities to host a neutral forum on a ballot issue.

These restrictions do not prevent an elected official or city employee from participating fully in campaigns on their own time when public facilities are not used.

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## Salary increase during term of office

Members of a governing body who set their own compensation may not, during the terms of office for which they are elected, receive any pay increase enacted by that body. However, this doesn't apply to a mayor's compensation in cities operating under the mayor-council form of government if the vote of the mayor is not necessary to enact the increase. A city may establish a citizen's salary commission and salaries established by that commission are not subject to this prohibition. Note also that these provisions prohibit a salary decrease for elected officials during their term of office.



**Kittitas City Hall**

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## Know the law

RCW 42.23 – Code of ethics for municipal officers – Contract interests

RCW 42.23.070 – Prohibited acts

RCW 35.21.015 – Citizen's salary commissions

## Resources

Ethics in government, should I tattle, *MRSC Research News*, Spring 2006 (pdf, 186kb) 

*Knowing the Territory*, MRSC, November 2005 (pdf, 339kb)





## Chapter 6

# Municipal Budgeting and Fiscal Management

Many people chose to run for political office because they want to make positive change in their community. It quickly becomes apparent that nearly all changes to city policy require changes in the city budget. So to be effective, an elected official has to master the budget process. There are plenty of resources to help do this. And it's a good thing, because even small city budgets are complex.

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### Overall fiscal management resources

- Toni Nelson, Small Cities Specialist, State Auditor's Office, (509) 710-4949 ☎  
nelsont@sao.wa.gov
- Municipal Research and Services Center (MRSC)/206 625-1300 ☎📄
- Washington Finance Officers Association (WFOA) 📄
- Eastern Washington Finance Officers Association (EWFOA)
- Washington Municipal Treasurer's Association (WMTA) 📄
- Government Finance Officers Association (GFOA) publication series for elected officials (pdf, 3.69mb) 📄📄



**Carbonado Town Hall**

### Key to Symbols

- ☎ – Legal citing
- 📄 – Internet resource
- 📖 – Print publication
- ✍ – Training/conference
- ☎ – Who to call

## Know the law



RCW 35.33 – Budgets in second and third class cities, towns and first class cities under 300,000



RCW 35.34 – Biennial budgets


RCW 35A.33 – Budgets in code cities


RCW 35A.34 – Biennial budgets for code cities

## Resources for budgeting overview/best practices:

*Small City Handbook (Section E-Budgeting)*, Toni Nelson, State Auditor's Office  

AWC/WFOA annual budget workshop for elected officials and appointed officials, annually in August (includes operating elements, capital planning elements, and policy development)  

Recommended budgeting practices, GFOA 

Elected officials publication series, GFOA (pdf, 3.69mb) 

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## The city budget

The city's operating budget is a city's road map throughout the year. The budget is:

- A reflection of the city's priorities and policies;
- Legal authority for city officials to incur and pay expenses;
- A system for allocation of funds to different areas; and
- A document that establishes control over how much money may be spent.


In many cities, the budget has evolved from a document composed of a bunch of numbers to one that reflects the city's overall direction. Budgets can include mission statements, goals, and objectives that convey the city's vision to citizens. In the budget, elected officials can explain their reasons for allocating resources in the manner they did. It can also be an evaluation tool, comparing commitments made in the previous year's budget with actual accomplishments.


State law dictates some of the major steps in the budget preparation process and in the timing of budget decisions. Be sure you pay attention to these important steps.

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## Tools for developing your budget


*Budget Suggestions*, MRSC, 2010 (pdf, 474kb) 

*Resources to Help with Your Budgeting Process*, AWC 

*Tax and User Fee Survey*, AWC 

*Salary Survey*, AWC  

Local Government Finance Reporting System, State Auditor database of revenues and expenditures 

Dept. of Revenue sales and property tax data 

## Budget Calendar

### Budget Suggestions, MRSC

Major steps in budget preparation	State law time limitations
1. Request by city clerk to all department heads and those in charge of municipal offices to prepare detailed estimates of revenues and expenditures for next fiscal year (calendar year).	By second Monday in September.
2. Estimates are to be filed with the city clerk	By fourth Monday in September.
3. Estimates are presented to the chief administrative officer (CAO) for modifications, revisions or additions. City Clerk must submit to CAO proposed preliminary budget setting forth the complete financial program, showing expenditures requested by each department and sources of revenue by which each such program is proposed to be financed.	On or before the first business day in the third month prior to beginning of fiscal year.
4. CAO provides the legislative body with current information on estimates of revenues from all sources as adopted in the budget for the current year. CAO also provides the legislative body with the clerk's proposed preliminary budget setting forth the complete financial program, showing expenditures requested by each department and sources of revenue by which each such program is proposed to be financed.	No later than the first Monday in October.
5. The legislative body must hold a public hearing on revenue sources for the coming year's budget, including consideration of possible increases in property tax revenues. (Chapter 251, Laws of 1995, codified as RCW 84.55.120.)	Before legislative body votes on property tax levy. Deadlines for levy setting are in item 8 below.
6. CAO prepares preliminary budget and budget message and files with the city legislative body and city clerk.	At least 60 days before the ensuing fiscal year.
7. Clerk publishes notice of filing of preliminary budget with city clerk and publishes notice of public hearing on final budget once a week for two consecutive weeks.	No later than the first two weeks in November.
8. Setting property tax levies ( <b>HB 1048</b> , Ch. 52 Laws of 2005 and RCW 84.52.070).	November 30 for <b>all</b> cities and towns.
9. The legislative body, or a committee thereof, must schedule hearings on the budget or parts of the budget and may require the presence of department heads.	Prior to the final budget hearing.
10. Copies of proposed (preliminary) budget made available to the public.	No later than six weeks before January 1.
11. Final hearing on proposed budget.	On or before first Monday of December, and may be continued from day-to-day but no later than the 25th day prior to next fiscal year.
12. Adoption of budget for following year.	Following the public hearing and prior to beginning of the ensuing fiscal year.
13. Copies of final budget to be transmitted to the State Auditor's Office and to MRSC.	



## **Staying up to date**

Most cities do their budget on an annual basis (or every other year for cities using a biennial budget). Budgets can be affected by new state or federal legislation, voter-approved initiatives, and/or court rulings. MRSC's *Budget Suggestions* is released annually to help cities understand legal changes that could affect the budget. AWC's *Legislative Bulletin* provides ongoing updates about proposed legislation that can also affect the budget.

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## **Excerpt from “Budgeting,” *Finance Advisor*, MRSC**

by Toni Nelson, Small Cities Specialist, State Auditor's Office

### **Budgeting Basics**

The budget process is typically thought of as a financial activity done to satisfy state law, however it is also the process of planning for the future. A city cannot implement any project, program or plan without a formally adopted budget ordinance that authorizes the appropriation. The budget planning process determines the types and levels of services that can and will be provided by the city given the resources available. Consideration should be given to all of the departments, programs and services provided by your city to determine whether or not there are sufficient resources to continue, maintain, expand or reduce those services.

### **Essential Elements of the Budget Process**

There are five elements of the budget process that are considered essential:

1. Establishing priorities (goal/vision statement) – to provide a sense of direction.
2. Determining capital needs to provide short and long term budgeting strategies.
3. Realistic revenue forecasting – based upon both qualitative and quantitative forecasting methods that use common sense tests, local resources and documentation as a basis for forecasting.
4. Budget proposals with level of service objectives – budget proposals that clearly reflect the priorities, goals and visions of the city.
5. Timely presentation of plans and financial data – adherence to the budget calendar and transmittal of financial data to the public, council and staff.

The budget process should allow decision makers to see how resources are being used to meet the goals and objectives of the community and that those objectives are balanced with the resources available to provide the required level of service.

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## Budgeting guidelines for elected officials

1. The adoption of the annual budget is generally the single most important issue to be addressed. It is required that each city adopts an annual (or biennial) budget, and without doing so the city cannot expend resources.
2. The budget should be a reflection of the community's priorities, and elected officials **should recognize that those priorities change over time.**
3. Virtually all small cities engage in "incremental" budgeting. The base tends to be fixed, and annual budgets generally only add or subtract programs and levels of expenditures at the margin.
4. City officials should recognize that there is interdependence between capital and operations and maintenance expenditures. New capital expenditures can reduce ongoing expenditures, and failure to properly invest in capital assets can increase ongoing expenditures. Failure of a city to repave thoroughfares can result in increased expenditures for patching and other related costs. It can be very dangerous to continually defer necessary capital expenditures.
5. The budget process can be contentious and combative, and in an environment of shrinking revenues few city officials are satisfied with the outcome.
6. Elected officials should avoid using the budget to drive public policy determinations. Such determinations should be established outside of the budgetary process, subject to an open public process, and then implemented in the budget.
7. There will never be sufficient city resources to address all of the demands and expectations of the citizenry. Budgeting is about making choices and establishing priorities in an environment of limited fiscal resources.
8. Finally, city officials need to openly communicate with their citizens the fiscal limitations of their city, and why they're unable to satisfy everyone's expectations.

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**A budget can allow you to do anything you**

**want, you just can't do everything.**

~Mike Bailey, Finance and Information Services Administrator, City of Renton

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## **Financial management**

Cities are fiscally accountable to their local taxpayers. Accounting and financial reporting standards provide consistency among government entities in providing information to citizens.

The State Auditor enforces accounting requirements and prescribed reporting. Cities can choose whether to prepare and report financial statements and notes using generally accepted accounting principles (GAAP) or with another comprehensive basis of accounting (OCBOA) also known as “cash basis,” which is further outlined in the Budgeting, Accounting, and Reporting System (BARS) manual. Local governments can choose what method best meets their needs.

The General Accounting Office (GAO) is the federal body that oversees and prescribes the generally accepted accounting practices (GAAP) used by all governmental entities.

Fund accounting, which is unique to government, earmarks revenues and assets, requiring separate recordkeeping for different pots of money. The emphasis is to show a segregation of resources by specific activities.

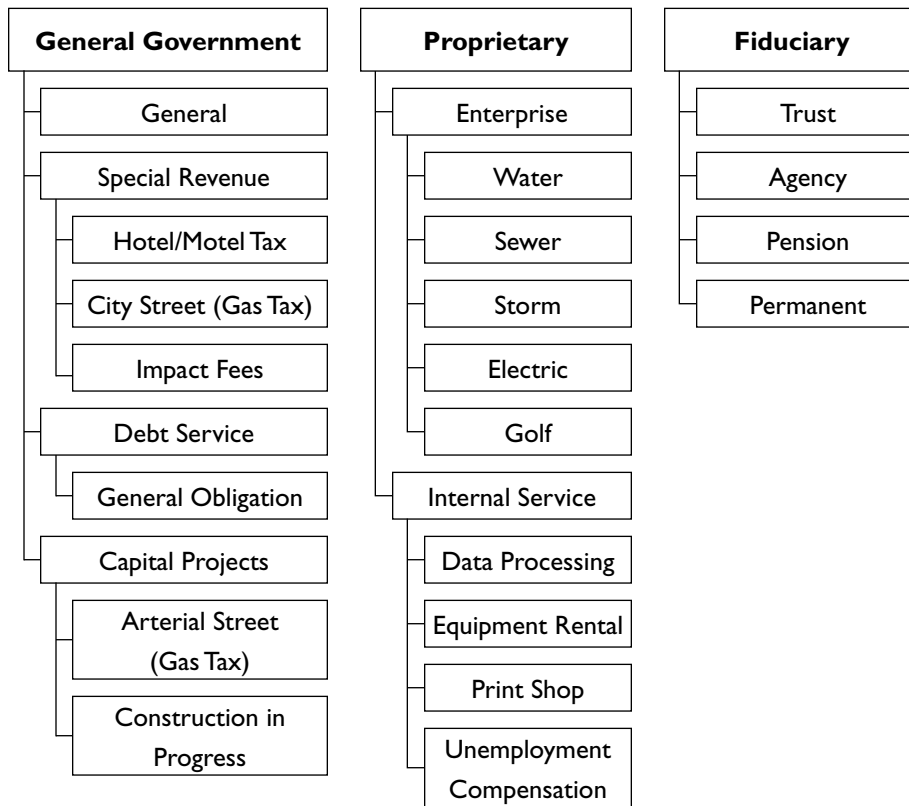
“Funds” are independent accounts that represent a portion of a city’s activities that cannot be commingled with other accounts. For example, user fees charged to water customers are segregated into a utility fund to clearly illustrate that resources developed by these user fees have not inappropriately subsidized another city function.

There are three basic categories of funds:

- Governmental
- Proprietary
- Fiduciary

Within each of these categories there are different fund types and revenues.

### Fund types



## Know the law

RCW 35.27.220 – annual  
statement of receipts and  
expenditures

RCW 35.33.141 – quarterly  
financial statements to council

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## Reporting requirements

The receipt of timely and accurate financial information is a key component in the financial management system. There are several statutes within the RCW (Revised Code of Washington) that address the reporting of financial information for local governments. These statutes assure the accountability of public monies and assure that financial reports are published to provide all the details of the financial administration of public affairs.

At the end of every fiscal year, the city clerk (or assignee) must make a full and detailed statement of receipts and expenditures of the preceding year, and a full statement of the city's financial condition. The clerk must also submit a report showing the expenditures against each separate budget appropriation, no less than quarterly, to the council and chief administrative officer (which may be the mayor or the city manager). The report must also show the receipts from all sources.

The *Annual Financial Report* provides a summary of all of the revenues and expenditures of the city for the fiscal year (January 1 through December 31). The report also includes pertinent financial data regarding the city's outstanding debt, grant expenditures, budget appropriations and other relevant financial information.

Appropriate oversight and management of these reports is a key component of good financial management. Auditing standard SAS 115 reinforces the responsibility of management for oversight and review of the financial reporting process and must be considered during the audit process.

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## State audit process

In Washington, governmental audits are done by the state auditor. The audit process assures citizens that cities are following accounting rules, standards and laws. It also provides an opportunity for city officials to evaluate internal controls and make changes in systems as needed.

By law, the state auditor prescribes a uniform system of accounting and reporting for all cities. Every city is required to submit financial reports covering each fiscal year.

The reports must contain:

1. Accurate statements of collections or receipts, all accounts due to the public treasury, and all expenditures;
2. An income and costs statement of public service enterprises owned and operated by a local government;
3. A schedule of the city's debt;
4. A detailed statement of all revenues and expenditures; and
5. A schedule of all expenditures for labor relations consultants.

### Audits generally consist of several phases.

**Entrance conference:** This is the first in a series of opportunities to communicate with the audit liaison.



**Audit progress meetings and pre-exit conference:** These meetings are scheduled as determined by both the city and the auditor. The idea is for the city to be fully aware of all significant matters before the audit report is drafted.




**Exit conference:** This conference is often attended by the auditor, mayor, city administrator/manager and elected officials. The conference is held before the final report is issued. Some items that are not significant enough to report will be provided in a management letter or as an exit item (e.g. a recommendation for stronger internal controls). Items such as the audit objectives, areas of improvement, findings, conclusions and recommendations are all addressed during this meeting.

**Final notification of audit report:** Once the final audit report is issued, a city is expected to provide a formal response to any findings, conclusions or recommendations in seven to 30 business days. Elected officials should be aware of all findings and any conclusions or recommendations made.



**Plan ahead!** Audits can be expensive, because they can involve a lot of staff time in preparing for and working with the auditors. City officials should be aware of their audit schedule and remember to budget for this.

## Resources


*Audit Readiness Guide – State Auditor's Office*, September 2008  

*Budgeting, Accounting and Reporting System (BARS) manual*, State Auditor's Office    


*Small City Handbook*, State Auditor's Office   

*Washington State Auditors Office Protocols*  

## Resources

Washington State Auditor's  
Office Information about  
Performance Audits 

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## Performance audits

In 2005, Washington's voters approved Initiative 900. This initiative mandated that "the state auditor shall conduct independent, comprehensive performance audits of state government and each of its agencies, accounts, and programs; ..." These audits include local governments. This mandate was accompanied in the initiative by a redirection of a small portion of the state sales tax to defray the added costs of state and local performance audits.

The initiative requires each performance audit to include, but not be limited to:

1. Identification of cost savings,
2. Identification of services that can be reduced or eliminated,
3. Identification of programs or services that can be transferred to the private sector,
4. Analysis of gaps or overlaps in programs or services and recommendations to correct them,
5. Feasibility of pooling the entity's information and technology systems,
6. Analysis of the roles and functions of the entity and recommendations to change or eliminate roles or functions,
7. Recommendations for statutory or regulatory changes that may be necessary for the entity to properly carry out its functions,
8. Analysis of the entity's performance data, performance measures and self-assessment systems, and
9. Identification of best practices.

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## Long-range financial planning

Although city budgets are required to be completed annually (or every two years if your city has adopted by ordinance a bi-annual budget process) there is considerable value in longer-range financial planning. It is important to plan for multi-year projects and forecast revenues for a greater period of time than the coming year.

A strategic plan can help a city council and staff identify future needs. It allows the city to begin preparing for a project before funds are needed. Capital improvement plans are often completed over a five-year period or longer. Since projects such as streets, new utility systems and city halls often require a great deal of capital spending, it can be helpful to plan for these projects on a long-range basis. Read more about strategic plans in chapter 4, page 25.

Similarly, a strategic plan can help estimate revenues over future years and help to understand the city's tax base. An understanding of revenue trends can help policymakers avoid future disruptions, such as hiring staff in one fiscal year, then laying them off two years later due to declining revenues. It can also help city officials understand and plan for shifting revenue trends, such as an increasing sales tax base or a declining property tax base. Having a realistic outlook of these tax bases, and incorporating that understanding into the budget early can help avoid crisis in years to come.

Items that can be helpful in making these long-term financial estimates are:


- City revenue trends over the past ten years
- Construction activity (residential and commercial)
- Property valuation
- Inflation rates
- Utility rates
- School enrollment
- Tourism activity

## Planning for major projects

The state's Growth Management Act (GMA) requires communities to plan ahead for infrastructure needs. Planning for capital facilities is a key part of the comprehensive planning process. This required six-year plan allows cities to define acceptable service level standards for residents and businesses, as well as how they plan to pay for these services. Exploring these options together often helps cities in their long-range financial planning efforts. Read more about the GMA in chapter 10, page 94.

## Resources

*Budgeting for Cities and Towns in Washington State*, Michael Bailey and Gayla Gjertsen for AWC, July 2002  

*Capital Facilities Planning Tool: Template User Guide*, COM (pdf, 1.02mb) 



## Know the law

RCW 84.52.043 – Property tax

RCW 82.14.030(1) – Basic local sales and use tax

RCW 82.14.030(2) – Optional sales and use tax


RCW 35A.82.020, RCW 35A.82.050, RCW 35.21.710 – B&O taxes

RCW 35.21.870 – Utility taxes

## Resources

*Tax Reference Manual: Information on State and Local Taxes in Washington State*, DOR, 2007



*A Revenue Guide for Washington Cities and Towns*, MRSC, 2009 (pdf, 732kb) 

*Tax and User Fee Survey*, AWC 

## General taxing authority

The authority for cities to levy various taxes comes from state law. These laws determine the taxing limits, restrictions, exemptions, and collections.

Some of the primary revenue sources for cities include the following:

### Regular property tax levy

The maximum levy for most cities is \$3.375 per thousand dollars of assessed value (AV). Cities with a pre-LEOFF fire pension system can levy an additional \$0.225 per thousand dollars AV, resulting in a maximum levy of \$3.60 per thousand dollars AV. Cities annexed to fire or library districts have a maximum rate up to \$3.60 minus the library and/or fire district rate. If a city has a firemen's pension fund and is annexed to a fire and/or library district, the maximum is \$3.825 minus the fire and/or library district rate. Library districts can levy up to \$0.50 per thousand dollars AV, and fire districts can levy up to \$1.50 per thousand dollars AV.

### Retail sales and use tax

Cities are authorized to levy a basic 0.5% sales and use tax plus an optional tax at rates ranging from 0.1% to 0.5%. For each portion of the sales and use tax (the basic or optional), the county receives 0.015%. Therefore, the maximum effective rate a city can levy is 0.850%. Other local sales taxes apply with different distribution formulas (e.g. criminal justice). Cities that don't levy the optional 0.5% sales tax (that are located within counties that also do not levy the optional 0.5% sales tax) are authorized to levy an additional 0.5% real estate excise tax for general purposes.

### Business and occupation (B&O) taxes and business licenses

These taxes come in three forms:

- Excise taxes levied on different classes of business to raise revenue (general business and occupation taxes) limited to 0.002% of gross receipts unless grandfathered or voter-approved.
- Business license fees with a flat fee
- Business license fees based on the number of employees, type of business, square footage, or some combination thereof.

### Utility taxes

Taxes can be levied on the gross operating revenues earned by private and public utilities from operations within the boundaries of a city, and by a city's own municipal utilities. Telephone, electric and natural gas are limited to 6%. Cities may ask voters to approve a rate higher than 6% of telephone services, including cellular and pager services, electrical service, and natural gas. There are no restrictions on the tax rates for cable and garbage, water, sewer and stormwater utilities. Cities cannot, however, tax water and/or sewer services provided by another city, a water or sewer district.

Other taxes cities have the authority to impose include emergency medical services, real estate excise taxes, hotel-motel taxes, and a gambling tax.

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## Managing city debt

When city officials decide to build capital projects, they face a number of financing options, including different ways to borrow. Going into debt to finance a large project can make sense, and spread the project's financial burden out over many years so future users help pay for the project. Borrowing can also prevent depletion of a city's reserves. Projects can be built as they are needed and the benefits can be received sooner without waiting for funds to accumulate.

### Long-term borrowing

**General Obligation Bonds** are backed by full faith and credit of the city. There are two types:

- **Councilmanic bonds** are issued by a vote of the city council, backed by general fund revenues when voters have not been asked to pay increased property taxes. These may be used for any city purpose; they do not have to be for capital projects.
- **Unlimited General Obligation Bonds** must be approved by 60% majority of voters. This option raises property tax to pay for projects, and is only used for capital purposes.

**Revenue Bonds** finance projects for any city enterprise that is self-supporting (water/wastewater/golf courses). Payment comes from user fees; so the debt is not backed by the full faith and credit of the city. Investors consider these somewhat less secure than general obligation bonds.

### Debt capacity

The amount a city can borrow using general obligation debt and the purposes for which a city can borrow are governed by state laws and the State Constitution. A city's debt limitations or debt capacity are subject to two sets of restrictions. First, debt limits set the maximum amount of general obligation debt that a city can have outstanding at any one time. Second, debt limits restrict how much of this capacity can be used for various purposes. There are no debt limits for revenue bonds.

City debt can be used for three purposes:

- General government (both voted and councilmanic capacity)
- Municipally-owned water, sewer, or electric facilities (voted debt capacity)
- Providing open space and parks (voted debt capacity)

In certain circumstances the state will allow cities to access debt through state programs such as the Treasurer's Local Option Capital Asset Lending (LOCAL) program or the Public Works Trust Fund.

Cities can borrow up to 2.5% of assessed property valuation, minus the amount of debt already issued, plus certain net assets available for debt service funds. But just because your city is allowed to borrow a certain amount doesn't always mean those limits should be used to their maximum extent.


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## Know the law



RCW 39.36.020 – Limitation of indebtedness prescribed

Article 8, Section 6, WA State Constitution – Limitation upon municipal indebtedness

## Resources for debt management

*A Debt Primer for Washington's Cities and Towns*, MRSC, August 1994 

Local Option Capital Asset Lending Program, (LOCAL) Financing Solutions for Local Government, Office of the State Treasurer 

Community Development Programs, COM, (360) 725-3006  

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## **Questions Every City Should Consider**

### ***From A Debt Primer for Washington's Cities and Towns, MRSC***

- What are the acceptable uses of short-term debt?
- How much does your city want to rely on “pay as you go” versus “pay as you use” financing?
- What is the appropriate term of bond or loan?
- What should nonvoted debt be used for and when?
- What consideration should be given to operating costs?
- What should the overall debt structure be?
- How should self-supporting projects, like utility projects, be financed?
- How much coverage should utility bonds have?
- What policies should be set for selling bonds with a negotiated versus a competitive sale?
- How much general obligation debt can a city safely issue?

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## Grants and loan opportunities


Many cities seek funding from grants and low-interest loans to augment infrastructure, capital improvement, and economic development activities. Many state agencies offer grant opportunities on a regular basis to cities. However, funding is limited and competition is great. Foundation and federal grants and loans are also another source of potential project revenue for cities.


However, there is no such thing as “free” money. Grant awards require the commitment of human, technical, and often financial resources for successful project management and grant administration. It is important to consider the capacity to effectively manage the activities and requirements of a grant or award before applying, and budget for audit costs and staff time to administer the grant. There are also long-term costs associated with grant-funded projects. Is there existing or new revenue adequate to maintain a program or service once grant funds expire?

Capacity may be enhanced by partnering with other organizations or by contracting out grant management. It can be helpful for a community to have an interlocal agreement that promotes a multi-jurisdictional grant-funded project and fund development for work that crosses municipal boundaries (e.g. telecommunications, floodplain management, open space). Such collaboration may increase the competitiveness of a proposal, increase the efficiency of program management, and increase the success of project outcomes.

## Resources

[AWC's Grant Gateway](#) 

[AWC's Infrastructure Grants and Loans \(xls, 84kb\)](#) 

[Grant resources for Washington local governments, Finance webpage, MRSC](#) 



## Chapter 7

# Human Resources and Labor Relations

Cities need competent, enthusiastic and hardworking employees. Recruiting and hiring the best employees, treating them fairly, and training them to do the job is central to a city's success. Personnel costs are also the lion's share of a city's operating budget – typically, about 60% of a city budget, so recruiting, training and retaining good employees is time well spent.

It's tempting to think that in a small town or city, relations with employees can be kept informal, and that it's OK to be casual about hiring, work rules, or other job-related practices. But this is a big mistake. It only takes one disgruntled employee or one untrained supervisor to disrupt city hall and derail the ability of city officials to focus on making the city a great place to live.


It is difficult to keep up-to-date on important personnel issues, because laws and regulations keep changing, and small cities can rarely afford a professional personnel manager with expertise in human resources and labor relations. But having clear, consistent rules and personnel practices can prevent a lot of trouble. And it can provide an orderly way to resolve problems when they do arise, before they spin out of control.


Here are just a few of the components of a good system of human resources management. While most of these may be more common in larger cities, they also have applications for smaller municipalities.


- A recruitment process that tests for, hires and promotes applicants based on merit and the ability to perform the essential functions of the position;
- Personnel policies that outline work rules, employee benefits, policies on overtime, paid and unpaid leave, employee conduct, and discipline;
- A classification and compensation plan that includes job descriptions for all positions, identifying the method for setting salaries;
- An orientation program for new and newly promoted employees;
- A performance evaluation process;
- A training program for employees, especially supervisors, on key laws such as the Americans with Disabilities Act (ADA), the Family Medical Leave Act (FMLA), the Fair Labor Standards Act (FLSA) and on workers' compensation, discipline, or grievance procedures;
- A trained person to coordinate labor relations and negotiate with employees regarding wages, hours and working conditions; and
- A grievance process to address employee concerns and serious complaints.

For cities that may be lagging behind in some of these areas, there are many resources available to help improve their human resources systems.

### Resources

Personnel & labor relations services webpage, AWC 

Personnel & human resources information, Personnel webpage, MRSC 


Annual Labor Relations Institute, AWC 

Property & Liability Insurance Providers

### Key to Symbols

 – Legal citing

 – Internet resource

 – Print publication

 – Training/conference

 – Who to call


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## Know the law

RCW 49.60 – Washington law  
against discrimination

WAC 162-12-140 – Pre-  
employment Inquiries, Human  
Rights Commission

## Resources

Hiring procedures, Personnel  
webpage, MRSC 

Examples of job descriptions,  
research tools, Sample  
documents webpage, MRSC 

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## Hiring the best people

There are few employers who can say that every employee working in their organization is the ideal person for the job. But with a little effort, the chances of attracting (and retaining) quality employees can be greatly increased.

Except for police and fire personnel (see the Civil Service section of this chapter, page 65) there are no specific legal requirements that a city must follow to recruit and select new employees. However, employees must be hired fairly. Many cities have established their own hiring policies, which usually include procedures for attracting enough qualified candidates to compete for job openings, screening those applicants, and selecting the most qualified individual for the available position. It is essential that this process not discriminate against protected classes of employees, either by intent or impact. Therefore, selection decisions must be based on job-related criteria that measure knowledge, skills, abilities and attributes that relate directly to successful job performance.

Under the Washington Law Against Discrimination (WLAD), employers may not refuse to hire someone, fire an employee, or discriminate against an employee in pay or other terms or conditions of employment, because of the person's race, creed, color, national origin, sex, marital status, age, disability, or sexual orientation or gender identity. Current law exempts employers with fewer than eight employees, but the legislature is considering making the law apply to all employers with at least one employee.

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**“As a small city you have the**

**same responsibilities as the big**

**cities but with a staff of one.”**

Small City Roundups

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## Civil service for police and fire

Most police and fire employees are covered by state civil service law, which governs hiring and provides a process for hearing appeals to disciplinary actions. Cities with more than two full-time police officers (including the chief) or with any full-time firefighters are required to establish a three-member civil service commission. Appointments to the commission are usually made by the mayor or city manager. The commission must establish rules for the operation of the city's civil service system that are consistent with state law, administer tests to determine the relative qualifications of candidates, and hear appeals or complaints.

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## Volunteer firefighters and reserve officers

The Board for Volunteer Firefighters and Reserve Officers (Board) provides worker's compensation benefits and a small retirement pension for volunteer firefighters and reserve police officers in Washington. All volunteer firefighters must be covered for worker's comp, and coverage for reserve police officers is optional. Cities must report volunteers to the Board, remit the appropriate fees, and form a local board of trustees, with the responsibility to approve retirement forms, remittance forms, and claims for payment, and to administer claims due to injuries.



**Long Beach City Hall**

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## Know the law


RCW 41.08 – Civil service for fire


RCW 41.12 – Civil service for police

## Resources

Board for Volunteer Fire Fighters & Reserve Officers, (877)753-7318

Civil service information, including sample civil service rules, Personnel webpage, MRSC 

Veterans' preference in hiring, Personnel webpage, MRSC 


*Model Civil Service Rules for Washington State Local Governments*, Foster Pepper PLLC, MRSC library loan 






## Know the law


RCW 41.56 – Public Employees  
Collective Bargaining Act  
(PECBA)

## Resources

Annual Labor Relations Institute,  
AWC 

*Basics of Collective Bargaining:  
Negotiating with Unions in the  
Public Sector*, AWC 

Public Employment Relations  
Commission (PERC), (360) 570-  
7300  

Consumer Price Index (CPI)  
Data – U.S. Dept. of Labor,  
Bureau of Labor Statistics, (415)  
625-2270  

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## Labor relations

It's not surprising that most small city councils and staff struggle with labor relations issues. The state law, the Public Employees Collective Bargaining Act (RCW 41.56), is complex and technical for those unfamiliar with it. It also differs significantly in some key areas from labor law that applies to private sector jobs. And unlike private sector employers, most cities have a large percentage of their personnel covered by union contracts.

Almost all public employees in Washington have a legal right to form unions or associations and collectively bargain with their employers. A city cannot change wages, hours or working conditions for union members without bargaining these issues with them. Collective bargaining is the mutual obligation of employees and their employers to meet at reasonable times and to bargain in good faith. However, this obligation does not compel either party to agree to a proposal.

It is an unfair labor practice for an employer to interfere with, restrain or coerce public employees in the exercise of their right to unionize. A state agency, the Public Employment Relations Commission (PERC), regulates the relationships between public employers and their employees concerning issues like union representation and unfair labor practices. City officials with questions about union issues should contact PERC for guidance.

All paid fire departments, and all police departments in cities over 2,500 in population, have access to interest arbitration. This means that when an impasse in bargaining occurs, the issues in dispute are turned over to an outside arbitrator to make the decisions on wages, benefits and other contract language. This can create a unique dynamic in police and fire negotiations. The arbitrator has the power to set the terms of the contract – obligating the city to provide wages or benefits to police or fire employees that other employees don't get – and that perhaps the city can't afford.

Because of the complexity of labor negotiations, and the impact of wages and benefits on city budgets, some cities hire professional consultants to bargain on behalf of management. For smaller cities with limited resources, this may not be affordable.

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## Employee salaries and benefits


In order to attract, retain, and motivate qualified employees, cities try to establish and maintain compensation and benefit levels that are competitive within their labor markets and that are internally fair.


It's hard to decide how much to pay employees, and it's made harder when cities just can't afford to pay the wages they would like to.



AWC produces an annual salary survey that allows city officials to see what comparably-sized cities pay their employees, what benefits they provide, and how much the employer and the employee each pay for those benefits.



Most cities offer a variety of benefits – vacation, sick leave, pensions, insurance benefits (health, dental, vision, disability, life insurance, etc.). Benefits are important to employees and can be costly for the employer. Therefore, the total cost of compensation (including both salary and benefits) should be carefully reviewed.

## Resources

*Washington City and County  
Salary & Benefit Survey*, AWC  



*Police/Fire Compensation Survey*,  
AWC 

AWC Employee Benefit Trust,  
1-800-562-8981  

State Dept. of Retirement  
Systems (pensions), 1-800-547-  
6657  

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## Resources

Examples of city personnel policies, Personnel webpage, MRSC 

*Personnel Policies for Small Cities*, AWC, 2001 

*Sample Small Town Personnel Resolution*, AWC 


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## Know the law


DOL Fair Labor Standards Act

RCW 49.46 – WA State Minimum Wage Act

## Resources

*Washington Public Employer Overtime Guide*, AWC 

FLSA information, Legal webpage, MRSC 

FLSA compliance assistance, U.S. Dept. of Labor 

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## Personnel policies

Personnel policies and procedures constitute the basic “rules of the game” for employer-employee relations. They help to ensure that employees are treated in an equitable and consistent manner and in compliance with legal requirements. Personnel policies and procedures should be regularly reviewed and updated to reflect new legislation and organizational changes.

Current, clearly-written personnel policies help avoid lawsuits, promote consistency, and contribute to employee morale. Failure to follow its own personnel policies is one of the most potentially expensive liability exposures a city can have.

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## The Fair Labor Standards Act (FLSA) and Washington State overtime law

The laws governing overtime pay are very complicated, and even veteran human resources professionals and payroll staff have a hard time sorting through the various federal and state rules and regulations. Complex, often contradictory court decisions add to the confusion, exposing cities to tremendous liability for back overtime.

Generally, the FLSA requires that overtime pay must be paid at a rate of not less than one and one-half times an employee’s regular rate of pay for each hour worked in excess of 40 hours in a week, although there are exceptions. Some employees are exempt from the overtime provisions of the law, in some cases compensatory time may be granted instead of overtime pay, and there are different rules for when overtime is required for police and fire employees.

While many of the provisions of the state overtime law and the FLSA are identical, there are some differences. When there is a difference, the city must comply with the law that is most beneficial to the employee.

In addition to overtime, state and federal laws set the minimum wage that employees must be paid. Although the federal minimum wage is \$7.25, the minimum wage in Washington is significantly higher – \$8.55 effective January 1, 2009. The state minimum wage is indexed to increase every January based on the increase in the Consumer Price Index (CPI).

It’s very important to keep up-to-date on this ever-changing area of law.

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## De-Bunking Common Overtime Myths, *Personnel News*, AWC

The following are some common myths about overtime requirements. City officials should familiarize themselves with these potential “traps” to avoid costly mistakes.

### **Myth: Employees who are paid salaries are exempt from FLSA overtime requirements.**

**Fact:** Exempt employees must be paid on a salary basis, but simply being paid a salary is not enough to qualify an employee for the exemption. Employees must satisfy newly-revised tests to qualify for an administrative, professional, or executive exemption under the FLSA. These tests are very specific, and address job duties and responsibilities, not just job titles. Before assuming that an employee paid on salary is truly exempt, the city should carefully review the requirements for exemption. See the Fair Pay website at [www.dol.gov/esa/regs/compliance/whd/fairpay/main.htm](http://www.dol.gov/esa/regs/compliance/whd/fairpay/main.htm) for detailed information about the exemptions.

### **Myth: Employees who are "exempt" from a union contract are also considered "exempt" under the FLSA, and thus not entitled to overtime.**

**Fact:** There is no correlation between union status and FLSA-exempt status. Again, the specific duties of the position must meet the qualifications for exemption under the FLSA. A common misconception is that someone classified as a "confidential" employee who is exempt from union membership is not entitled to overtime. In many cases, this is not true.

### **Myth: The FLSA requires overtime at time-and-one-half after 8 hours in a day.**

**Fact:** In most cases, the FLSA requires that overtime be paid only after 40 hours in a workweek (although higher hourly thresholds for police and fire employees are allowed). Some jurisdictions, however, provide overtime on a more generous basis than the FLSA requires, through collective bargaining agreements or employee policies.

### **Myth: Employees must be paid time-and-a-half for working holidays.**

**Fact:** There is no requirement under the FLSA that employees be given premium pay for holidays, weekends, or evening work. Overtime is only required for time actually worked in excess of 40 hours in a workweek. In fact, sick leave, vacation leave, and holidays taken during a workweek do not need to be counted as hours worked in determining if an employee has worked more than 40 hours in a week. Again, a collective bargaining agreement or personnel policy could obligate a city to pay overtime in these situations.

### **Myth: Employees who "volunteer" to work overtime, or regularly take work home to complete, do not need to be paid for that work.**

**Fact:** A non-exempt employee who volunteers to work overtime must be paid for that time. If a supervisor knows that an employee is working extra hours for the benefit of the city, those hours are compensable hours of work and the employee is entitled to be paid for them. If non-exempt employees regularly work extra hours, a supervisor should instruct them not to and take steps to discipline those who continue to do so, or the city could be subject to substantial back overtime liability.

### **Myth: The overtime rate that employees must be paid after 40 hours in a work week is one-and-a-half times their base pay only.**

**Fact:** Overtime is calculated at one-and-a-half times the "regular rate of pay," which includes all direct compensation for employment paid to, or on behalf of, the employee, with a few exceptions. Examples of pay that would have to be included in the regular rate of pay include: shift differentials, education incentives, longevity pay, hazardous duty pay, special assignment pay, bonuses that are based on accuracy, good attendance, incentive, quality of work, retroactive pay increases, payments for EMT certification, and payments to canine officers. These payments must be added to the basic rate before overtime is calculated.

**Myth: It's okay to require an employee to work 50 hours one week and 30 hours the next without having to pay any overtime, since the average is 40 hours in each week.**

**Fact:** The FLSA requires that each workweek be treated separately. With few exceptions, hours cannot be averaged over two or more weeks to avoid an overtime obligation. In this example, the non-exempt employee would be entitled to 10 hours of overtime compensation in the first workweek. However, by defining the workweek in certain ways, a city can provide a flexible scheduling option for non-exempt employers.

**Myth: If a collective bargaining agreement specifies that overtime is paid straight time, and the union agrees to it, then it's okay not to pay the overtime rate.**

**Fact:** A union cannot waive its right to overtime under the FLSA. In fact, a union and a public agency cannot agree to any benefits that are less generous than the FLSA. If the collective bargaining agreement does not comply with the FLSA on certain provisions, those provisions are invalid and the FLSA takes precedence. (However, unions and employers can agree to provisions that are more generous than those provided in the FLSA.)

**Myth: State law provides that compensatory (comp) time can be accrued on an hour-for-hour basis, so it's okay to give non-exempt employees straight-time comp time instead of paying time-and-a-half overtime.**

**Fact:** When the provisions of state law and the FLSA do not agree, employers are required to comply with the provisions that are more advantageous to the employee. Comp time is an option that public employers can use to satisfy their overtime obligations – but it must be provided at the time-and-a-half rate (and there are other restrictions as well).

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## Laws that protect employees from discrimination and unfair practices

A wide range of federal and state laws and regulations govern employment decisions and protect employees from discrimination and other unfair practices. These laws have become increasingly complex, and there are more and more inconsistencies between state and federal regulations. Because city officials generally need more information on this issue than this brief chapter can provide, they should take advantage of the resources listed, and attend training when it is offered.

### Know the law




RCW 49.60 – Washington Law  
Against Discrimination



Federal Equal Employment  
Opportunity Laws, U.S. Equal  
Opportunity Commission



The Americans with Disabilities  
Act (ADA), U.S. Equal  
Opportunity Commission



Federal Family & Medical Leave  
Act, U.S. Dept. of Labor



### Resources

*ADA Guide for Small Towns*, U.S.  
Dept. of Justice, March 2000,  
1-800-514-0301   

*Required Workplace Posters*, WA  
Dept. of Labor and Industries  
1-800-547-8367  

State Dept. of Labor  
and Industries (workers'  
compensation, state family leave)  
1-800-547-8367  

U.S. Dept. of Labor (FLSA,  
FMLA, OSHA), 1-866-4-USA-  
DOL  

WA State Human Rights  
Commission, 1-800-233-3247  
 



## Chapter 8

# Keeping Your Community Safe

Public safety services – including police, fire, courts, prosecution, jails, emergency medical services, and 911 dispatch – represent almost 50% of an average city's budget.

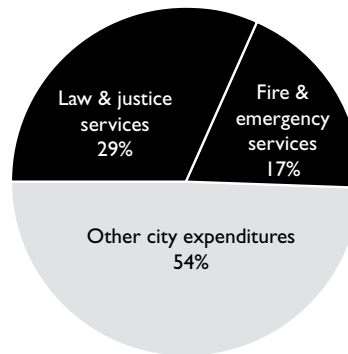
## Fire and emergency medical services

### Service delivery options

A city can provide fire protection and emergency medical services (EMS) in several different ways.

- Establish a municipal fire department under the direction of an appointed fire chief. (See chapter 7, page 65 for civil service requirements related to firefighters.)
- Establish a volunteer fire department under the direction of an appointed fire chief. (See chapter 7, page 65 for workers' compensation and pensions for volunteer firefighters.)
- Annex to a fire district, and transfer a portion of the city's property tax authority and control over service levels, to the fire district.
- Annex to a regional fire service authority, which is created through the merger of fire departments or fire districts and, which, like a fire district, has its own property tax authority.
- Enter into a contractual arrangement with another jurisdiction to provide for all or a portion of fire protection or EMS services:
  - Some cities and towns contract with the fire district (rather than annexing to the district or operating their own department). This option allows cities to maintain control of service levels and budgetary impacts, but may relieve the city of issues such as liability, personnel supervision, and direct costs such as equipment.
  - A city or town can also contract through an interlocal agreement with a neighboring city or town for fire or EMS services or both.
- Participate in an emergency medical services district, which has its own property tax authority.
- Create an ambulance utility (specific requirements apply).

2007 expenditures for all cities



### Know the law

RCW 52.04.061 – City annexation to fire district

RCW 52.26.100 – City annexation to regional fire service authority

RCW 52.26.100 – City annexation to regional fire service authority – transfer of civil service employees

RCW 35.23.440 (21) – Service levels for second class cities

RCW 35.27.370 (6) – Service levels for towns

RCW 35A.11.020 – Service levels for code cities

RCW 35.21.775 – Cities and towns – Provision of fire protection services to state-owned facilities

RCW 35.21.779 – Fire protection services for state-owned facilities – Contracts with CTED


RCW 41.08 – Civil service firefighters

RCW 35.103 & 35A.92 – Fire department performance measures

### Key to Symbols

 – Legal citing

 – Internet resource

 – Print publication



 – Training/conference

 – Who to call





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## Resources

WA State Patrol – WA State Fire  
Marshall, (360) 753-6540  


Basic Firefighter Training,

WA State Patrol  

WA State Firefighters Association,  
1-800-340-8023  

Fire services, Public safety  
webpage, MRSC 

Washington Fire Chiefs

Wildfire information, Access  
Washington webpage 

## Mutual aid agreements

The Interlocal Cooperation Act authorizes fire departments to contract with other departments to provide mutual fire suppression assistance. Many municipalities enter into such contracts with other cities or fire districts to provide back-up assistance in emergency situations.

For more information on partnership options and interlocal agreements see Working with other entities – intergovernmental relations, chapter 2, page 13.

Cities with one or more full-time paid firefighters must establish a civil service commission to oversee hiring and hear appeals. For information on civil service requirements see chapter 7, page 65.

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## Police and law enforcement services

The state constitution says that cities may make and enforce within their limits all such local police, sanitary and other regulations as are not in conflict with state laws. The constitution and state law don't mandate the level of law enforcement services but appear to infer that this is the paramount responsibility of cities. This is a policy decision for a city's council.

Once a city determines how it will provide law enforcement services, specific laws on how such services are delivered apply.

### Service delivery options

A city can provide law enforcement protection in a number of different ways:

- Establish a municipal police department under the direction of an appointed police chief or marshal.
- Enter into a contractual arrangement with another jurisdiction to provide for all or a portion of law enforcement services.
  - Many cities contract with the county sheriff.
  - A city can also contract with a neighboring city for police services.

The level of service and cost must be negotiated between the jurisdictions.

Cities with more than two full-time police officers must establish a police civil service commission to govern hiring and hear appeals. For information on civil service requirements see chapter 7, page 65.

### Mutual aid agreements

The Interlocal Cooperation Act and the Washington Mutual Aid Peace Officers Powers Act authorize a law enforcement agency to contract with any other law enforcement agency to provide mutual assistance. Many small cities enter into such contracts with other cities, the county or the state patrol to provide back-up assistance in emergency situations.

For more information on interlocal agreements see *Working with other entities – intergovernmental relations*, chapter 2, page 13.

### Risk management and liability

Risk management and liability issues related to law enforcement are a significant concern for cities. To reduce liability, many city insurance programs have training programs and have specific requirements, such as procedures for hiring police chiefs.

## Know the law

Section 11, WA State Constitution –  
Police and sanitary regulations

RCW 10.93 – WA mutual aid peace  
officers powers act

RCW 41.12 – Civil service for city  
police


RCW 35A.12.020 – Chief law  
enforcement officer (code cities)



RCW 35.23.021 – Police chief  
(second class cities)



RCW 35.27.070 – Town marshal

### Resources



Public safety webpage, MRSC 



Police & fire enforcement services –  
Public safety webpage, MRSC 


WA Association of Sheriffs & Police  
Chiefs – training materials, crime  
statistics, jail studies, sex offender  
notification information, (360)  
486-2380  


Criminal Justice Training Commission,  
WA State Criminal Justice  
Commission, (206) 835-7300  

WA State Patrol 

*Hiring and Keeping Police Officers*,  
National Institute of Justice, July 2004  
 

Spanish resource for law enforcement,  
National Institute of Justice (online  
training)  

*IRS Taxable Fringe Benefits Guide*,  
January 2007 (pdf, 322kb) 


 – guidelines regarding fringe  
benefits withholding and tax liability  
(e.g. uniform allowances, employer  
provided vehicles)


## Know the law


RCW 39.34.180

## Resources


Court Services – Public safety  
webpage, MRSC 

Jail Services – Public safety  
webpage, MRSC 

WA Association of Sheriffs &  
Police Chiefs, Jail statistics 

National Institute of Justice,  
Funding Opportunities 

WA Office of Public Defense 

Administrative Office of the  
Courts 

## Courts, prosecution and jails

Each county, city, and town is responsible for the prosecution, adjudication, sentencing, and incarceration of misdemeanor and gross misdemeanor offenses committed by adults in their respective jurisdictions. They can use their own courts, staff, and facilities, or create contracts or interlocal agreements to provide these services.

Once a city establishes its own criminal code or municipal court, it may not terminate the municipal court or repeal the criminal code without first entering into an agreement for payment of criminal justice costs with the county or another city.



**Wapato City Hall**

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## Emergency management planning

Local jurisdictions have a duty to save lives, protect property, protect the economic base of the community, and preserve the environment. To accomplish this, every city should have emergency management programs. Every city must establish a local organization or join a joint local organization for emergency management in order to comply with the state comprehensive emergency management plan and program. There are also specific federal planning, reporting and training requirements that must be met before cities can qualify for certain federal grants or assistance.

Immediately before, during, and after an emergency, local jurisdiction officials respond with all available resources. When local resources aren't enough, a city can use previously established mutual aid or interlocal agreements with adjoining local jurisdictions, and/or seek help from the State Emergency Management Division.

### Declaration of state of emergency

A city's mayor or manager, following the recommendation of the Emergency Management Agency and/or the city Emergency Management Coordinator, can declare a "State of Emergency." Such a declaration provides for extraordinary local powers such as expenditures for emergency assistance to citizens and measures to protect public health, safety, and property and is generally a preliminary step in the process of asking for county/state/federal assistance.

## Know the law


RCW 38.52 – Emergency management


RCW 35.33.081 – Emergency expenditures – Nondebtable emergencies


WAC 118-30-040 – Responsibilities of political subdivisions



WAC 118-30-060 – Plan requirements




## Resources



"Emergency Planning for Small Cities,"  
Dave Hall, EMD 


Emergency Management Division, WA  
Military Dept. 

David Hall, EMD, (253) 512-7057  
or 1-800-562-6108 or d.hall@emd.  
wa.gov 


*Elected Officials Guide to Emergency  
Management*, WSEMA, February 2003  
(pdf, 219kb)  

*Guide to Emergency Management  
Policy Issues*, Senior Public Officials  
workshop, EMD, May 2007 (pdf,  
638kb)   

*Keeping Hazard from Becoming  
Disasters: A Mitigation Workbook for  
Local Government*, EMD, March 2003  
(pdf, 204kb)  

Federal Emergency Management  
Agency (FEMA) 

WA State Emergency Management  
Association 

Public Health Emergency  
Resources 



Chapter 9

Public Works that Work for Your Public

Public works such as streets, water/sewer systems and parks are so basic that most people take them for granted. When we turn on the shower, drive down the street, or empty the trash, people rarely think about who provided that service. But let just one utility fail – or one utility bill increase – and public attention is suddenly riveted. Yet it’s the existence and the reliability of these basic-but-hardly-noticed services that often bring residents and businesses into cities. These are the services that underpin the economy and quality of life, while protecting the environment.

Many small cities struggle to construct and maintain a strong infrastructure. Sorting through state and federal regulations can be overwhelming, and the costs associated with these systems can be daunting. Even the most highly trained professionals are challenged to keep up on all the new mandates.

Utility services

Many small cities have utility systems, often including water, sewer, storm and surface water management, and garbage/recycling collection. Some cities also operate natural gas, electricity and/or cable television as city utilities.

Utilities operate as enterprise funds. This means the revenues collected from that service (such as hook up fees and user fees), must be accounted for within that fund and cannot be commingled with other funds. See chapter 6, page 52 for more information and resources.

Public works partnerships

Cities can choose to provide utility services themselves or through a partnership or contract. Partnerships often provide innovative services, more effective service delivery, cost savings and/or greater efficiency. Cities can contract with the county, another city, a special purpose district or a private company.

Know the law

- RCW 35.92 – Municipal utilities
- RCW 35.67 – Sewerage systems – refuse collection and disposal
- RCW 35.91 – Municipal Water & Sewer Facilities Act
- RCW 35.92 – Municipal utilities – water, electricity, natural gas
- RCW 36.94 – Sewerage, water, and drainage systems (counties)
- RCW 57 – Water-sewer districts
- Rules and regulation, DOH

Resources



- Intergovernmental cooperation in public works, Public works webpage, MRSC
- Municipal Service Delivery, A Survey of Washington Cities & Towns – MRSC, July 1993 (pdf, 7.11mb)
- The New City Guide – MRSC, February 2002 (pdf, 545kb)
- Water utilities, Public works webpage, MRSC
- Asset Management: A Handbook for Small Water Systems, Environmental Protection Agency, September 2003 (pdf, 976kb)
- Small systems information and guidance, Environmental Protection Agency

Key to Symbols



- Legal citing
- Internet resource
- Print publication
- Training/conference
- Who to call



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## Resources



Public Works Board,  
(360) 725-3150  



IACC 



COM, (360) 725-3000  


Rural Community Assistance  
Corporation (RCAC), (360)  
493-2260  


Evergreen Rural Water,  
1-800-272-5981  


DOH, (360) 236-3050  

DOE, (360) 407-6000  

MRSC, 1-800-933-6772  

Water Rates, Public works  
webpage, MRSC 

Sewer Rates, Public works  
webpage, MRSC 

Utility Billing & Collections,  
Public Works webpage,  
MRSC 

Tax and User Fee Survey,  
AWC 

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## Utility maintenance and infrastructure development

Keeping up with the development and maintenance of utilities can be an overwhelming task, but several state agencies and non-profit organizations are dedicated to helping smaller cities by providing training, technical assistance and funding. Their services can help with rate setting, capital facilities planning, budgeting, grant writing, and small system management plans.

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## Setting the right rates for your users

The goal of every public utility is to provide customers with uninterrupted, safe, fairly-priced service while balancing the books at the breakeven point or better. Therefore, setting rates is crucial.

Cities have broad authority to establish rules and regulations for the operation of utility systems, including the ability to establish rates and to classify different types of customers (business, residential, etc.) who will be charged different rates. Cities rely heavily on user rates, hookup fees or system development charges as the primary funding sources for utility infrastructure improvements.

City leaders should keep in mind that infrastructure costs are rising faster than inflation. This can have devastating effects on those cities that don't index utility rates to an inflator or raise rates every year. Cities should also establish a reserve account for unforeseen emergencies.

## Utility billing and collection

If a city has established utilities, the city must bill and collect for services. There are many potential headaches associated with utility billings and collection practices such as delinquent accounts, utility liens, penalties and interest. These topics and others should be spelled out in the city's policies and communicated clearly to those who use these services.

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## Streets and transportation

State law requires cities to adopt uniform definitions and design standards for streets. These uniform design standards apply to all new construction on major arterial and secondary arterial streets, and to major reconstruction of old streets (as much as is practical).

The revenues to address street construction, repair and maintenance almost always come from a city's general fund. For major construction projects, there are several state grant and low-interest loan programs. However, to get funding from these programs, a city must have a Pavement Management Program.




**Hunts Point Town Hall**

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## Know the law



City/County Design Standards –  
Ch. 42 LAG Manual (pdf, 1.34mb)



## Resources


IACC – Coalition of state, federal  
& tribal agencies with a database of  
grants and loans available to local  
government 


WA State Public Works Board,  
(360) 725-3150  

Transportation Improvement Board  
(TIB), (360) 586-1140  

- Small City Arterial Program 
- Small City Sidewalk Program 

WA State Local Improvement  
District Manual: Fifth Edition, MRSC  
& APWA, October 2003 (pdf,  
1.52mb)  

Selecting a preventive maintenance  
treatment for flexible pavements,  
Federal Highway Administration,  
August 2000 

Budget suggestions – per capita gas  
tax revenue estimates 




## Know the law

RCW 35.68 – Sidewalks, gutter, curbs and driveways – all cities and towns

RCW 35.69 – Construction, reconstruction in first and second class cities

RCW 35.70 – Sidewalks, construction in second class cities and towns

## Resources

Sample code sections, sample permit forms, procedures and policies, Public works webpage, MRSC 

## Sidewalks

When a city fails to keep its sidewalks in a reasonable state of repair, free of dangerous and unsafe conditions, the result can be costly injury claims. Many cities and towns have ordinances, based on one or more of the statutes listed below, that impose the cost of sidewalk repair upon abutting property owners. If a sidewalk is in need of repair, the city asks the abutting property owner to make the repair. If the repair is not made, the city may make the repair and bill the property owner. While these ordinances provide a way to repair and maintain sidewalks, they do not relieve the city from liability if someone is injured due to a dangerous sidewalk.

### City and Town Sidewalk Statute Summary

Statute	RCW 35.68	RCW 35.69	RCW 35.70
Applicability	All cities or towns	Code cities, 1st & 2nd class cities, or charter cities of equal population	Code cities or 2nd class cities and towns
Improvement type	Construct, reconstruct & repair sidewalks, curbs and gutters	Sidewalk construction & reconstruction less than one block long	Any form of sidewalk construction
Remarks	City may require improvements to be made or accomplish them through contract	City requires improvements to be made and, if not, then accomplishes them through contract	City requires improvements to be made and, if not, then accomplishes them through contract

All three statutes refer to limitations in RCW 35.69.020;

- An abutting property owner cannot be charged more than 50% of the valuation of his or her property, exclusive of improvements;
- An abutting property owner cannot be charged if action by city caused deterioration or damage to the sidewalk, or if the deterioration or damage was caused by failure of the city to enforce its ordinances.

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## Snow and ice removal


Cities have the responsibility for control of snow and ice on city streets and sidewalks. Emergency services and routine travel must remain possible, even in bad weather. Snow and ice control programs must take into account safety, budget, personnel, and environmental factors. These tasks can be done by city employees and equipment, and/or by private contractors or through partnerships or service agreements with other local governments.

The city may decide that when snowfall accumulations are less than two inches, focus will be on traction control measures (such as sanding) for ice on the roadways. Plowing typically occurs when snowfall accumulations exceed two inches on the roadway.

The intent of policies and procedures should be to provide for reasonably safe use and passage of vehicles using the city's public street system, and to insure that emergency service vehicles can travel on city streets, and provide needed access to city facilities. Of course, such policies assume that motorists will drive in a cautious manner, and in a vehicle that is properly equipped, given the prevailing roadway conditions.

Many cities/towns require that owners of each building or vacant property with adjoining sidewalks will clean the sidewalk of snow or ice by noon (or early afternoon) or within 24 hours.

## Resources

Sample code sections, sample procedures and policies, Public works webpage, MRSC 

## Know the law


RCW 35.77.010 –


Transportation Improvement  
Plan


RCW 36.70A.070(6) –

Comprehensive Transportation  
Plan – Growth Management Act

## Resources

Examples of city Transportation  
Improvement Plans, MRSC 

Comprehensive transportation  
planning in rural areas,  
Transportation webpage, MRSC  


Comprehensive transportation  
planning for urban growth  
areas (UGA) ,Transportation  
webpage, MRSC 

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## Transportation planning

Cities are required to prepare and adopt a six-year comprehensive transportation program. These plans are to be adopted after one or more public hearings, and must be filed with the Secretary of the Washington State Dept. of Transportation after adoption. These Transportation Improvement Plans (TIPs) must be consistent with the transportation element of the city's comprehensive plan, if there is one.

The Transportation Improvement Plan (TIP) should include proposed road and bridge construction work, other transportation facilities and programs, and new or improved bicycle or pedestrian facilities that promote non-motorized transit. The plan should also describe how a city will preserve railroad rights-of-way if a railroad ceases to operate in its jurisdiction. In addition, a six-year TIP is to set forth those projects and programs of regional significance for inclusion in the transportation improvement program within that region.

All cities and towns are required by state law to update their six year TIP's annually. In addition to this requirement, a city may also be required to prepare a comprehensive plan, with a transportation element. For more information on comprehensive planning, see chapter 10, page 95.

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## Parks and recreation

The quality of life in cities is better when families and friends can enjoy a picnic in the park, a swim in a pool, a softball game or a walk on a trail through open space. Physical activity is essential to good health and providing a place to walk, bike, horseback ride, and enjoy other forms of exercise is a great way to literally keep the city healthy. City parks and recreation opportunities can also include public auditoriums, art museums, and golf courses.

Cities have several choices as to how they offer parks and recreation services. They can:

- Provide the services themselves;
- Partner with another jurisdiction; or
- Create a park district.

Park districts provide a way to finance park programs. This financing method is often used when the people who will use a city's recreational facilities live both in and outside the city.

### Planning Requirements

The Growth Management Act (GMA) requires the fastest growing counties and the cities within them to plan extensively in order to be consistent with state goals on open space and recreation. The state requirement includes retaining open space, enhancing recreational opportunities, conserving fish and wildlife habitat, increasing access to natural resource lands and water, and developing parks and recreation facilities. See chapter 10, page 95 for more information on the GMA.

A requirement for a park and recreation element within a comprehensive plan was added to the GMA during the 2002 legislative session. However, this requirement has been postponed until adequate state funding is available.

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### Know the law



RCW 35.21.020 – Power to acquire


RCW 39.34 – Interlocal Cooperation Act



RCW 36.70A.020 (9) and  
RCW 36.70A.070 (8) – Growth Management Act

### Resources

*Level of Service Standards – Measures for Maintaining the Quality of Community Life*, MRSC, September 1994 (pdf, 7.56mb)  
 

*Parks, Recreation, and Open Space in Your Community*, CTED/ WCRO February 2005 (pdf, 4.14mb)  

Parks & recreation webpage, MRSC 

WA State Recreation and Conservation Office, (360) 902-3000  

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## Bidding and purchasing

Although bidding and purchasing requirements may sometimes feel like a bureaucratic step that gets in the way of completing a project easily, they were created for good reason. These policies ensure that public contracts are awarded fairly and performed efficiently, at the least cost to the public. These laws also protect the public from the costs of fraud and cronyism.

Every city should have a purchasing system established by council policy and/or ordinance that is:

- Uniform throughout the city
- Compliant with public works bid law
- Used by all departments
- Addresses the issue of ethical appearances
- Meets public advertising requirements
- Meets public bid opening requirements

	Prevailing wages apply	Bid limits apply
Services		
Purchased services	No	No
Personal services	No	No
Professional services	No	No
Ordinary maintenance (by agency forces)	No	No
Public works		
Public works	Yes	Yes
Maintenance when performed by contract\ <i>RCW 39.04.010 defines a public work project as “all work, construction, alteration, repair or improvement other than ordinary maintenance, executed at the cost of the state or of any municipality,...”The implication is that maintenance activities that are not “ordinary” are subject to bid limits, and then, if contracted, to prevailing wages.</i>	Yes	Yes

## When to go out to bid

It is important to know when a city must have a competitive bidding process on a project and a uniform procurement system. Competitive bidding is determined by a number of factors – including the type of purchase, the city’s classification, and in some cases the city’s population. A city doesn’t have to use a competitive bid process for everything, but must when it is required by statute, local charter provision or local ordinance.

### **Consulting services**

Competitive bids are generally not required for services, including professional engineers, land surveyors, architects, etc. These services should be selected on the basis of qualifications. A city needs to recruit consultants through:

- An announcement for each project; or
- A consultant roster.

### **Other services**

Services – such as ongoing computer support, landscaping and janitorial contracts – are not public works activities and do not require that a city follow competitive bid laws. This does not mean the city does not need to follow other statutory provisions that may apply to a particular kind of service. For example, even though janitorial contracts are a service, prevailing wages apply to these contracts.

### **Equipment, materials and supply purchases**

This category includes supplies, materials, and equipment that are for general purposes only. Examples include office supplies, equipment and vehicles. Phone system hardware is an example of an equipment purchase, but a telephone system that requires installation of cable, conduits, and other devices may fall within the definition of a public work.

Purchases of supplies, materials, and equipment below a minimum dollar amount of \$7,500 (bid limit or threshold) are subject only to city policies. Above this threshold, a city must either use a vendor list procedure or seek open and competitive bids. Small cities can use a vendor list process to purchase equipment, materials, and supplies that are not for public work or improvement. The vendor list process may be used to secure telephone or written quotes for purchases up to \$15,000. The city must also advertise in the city newspaper at least twice a year that the vendor list exists. If a city uses vendor lists, it must make a list of awarded contracts available to the public at least every two months.

### **Technology equipment purchases**

Cities may use “competitive negotiation” in lieu of a competitive bid process for telecommunications, computer equipment or software. This alternate process requires that the city must:

- Provide procedures for technical evaluation of the proposals, identification of qualified sources, and the selection process for awarding the contract.
- Award the contract to the qualified bidder whose proposal is “most advantageous.”

### **Public works and maintenance**

All public works – including maintenance when performed by contract – must comply with bid laws and prevailing wages laws. This includes “work, construction, alteration, repair or improvement other than ordinary maintenance.”

What is ordinary maintenance? Within the context of prevailing wages this defined as:

- Work not performed by contract
- Work performed on a regularly scheduled basis
- Work to service, check for or replace items as necessary
- Other work to maintain the asset
- Public works

When maintenance is performed by city staff it is not public works and is therefore not subject to either bid laws or prevailing wages. Contracted ordinary maintenance is considered a public works project and is subject to both bid laws and prevailing wages.

### **Uniform exemptions for public works and equipment, supplies and material purchases**

If a city wants to use these exemptions, council must adopt a resolution at the time of contracting or have written policies outlining these exemptions:

- Purchases that are clearly and legitimately limited to a single source of supply
- Purchases involving special facilities or market conditions
- Purchases in the event of emergency
- Purchases of insurance or bonds
- Public works contracts in the event of an emergency

If written policies are used to waive competitive bidding requirements, the contract and a factual basis for the exception must be recorded and open to the public as soon as the contract is awarded.

## Public works bid limits

When deciding whether a project is under or over bid limits, estimated project costs must:

- Include all construction related work, but not engineering/architectural design fees;
- Include all phases of the project;
- Should include applicable sales and use taxes;
- Not include donated labor, materials, supplies, etc.; and
- Be based on competitive bid basis.

Legislation approved in 2009 (ESHB 1847) modified public works bid limits thresholds for cities, counties, universities and colleges, sewer and water districts, public hospital districts, fire districts and metropolitan parks districts. For cities, there are now effectively two categories as indicated in the table below.

	<b>Single trade limit</b>	<b>Multiple trade limit</b>
First class cities >150,000 (Seattle, Spokane, Tacoma, Vancouver)	\$45,000	\$90,000
First class cities <150,000 (Aberdeen, Bellingham, Bremerton, Everett, Richland, Yakima)	\$45,000	\$90,000
Code cities >20,000	\$40,000	\$65,000
Code cities <20,000, Second class cities & towns	\$40,000	\$65,000

If the estimated project cost is below these bid limits, the city can choose to construct the project through:

- Use of agency crews
- Interlocal agreement with another jurisdiction
- Contract with private contractor

	<b>Bid advertisement required</b>	<b>Formal public bid opening required</b>	<b>Bidding open to</b>
Bids: \$300,000 and over	Yes	Yes	All licensed contractors
Quotes: Bid limits to \$300,000 (if Small Works Roster is used)	No	No	Licensed contractors on Small Works Roster
Quotes: Below bid limits	No	No	Selected licensed contractors



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## Know the law

RCW 39 – Public contracts & indebtedness

RCW 39.12 – Prevailing wages

RCW 39.80 – Selection of professional engineers, land surveyors, architects and landscape architects

RCW 35.21.156 – Solid waste, contracts with vendors, vendor selection procedures

RCW 35.23.352 – Bid Law for code cities under 20,000 in population, second class cities and towns.

RCW 35A.40.210 – Cross reference for code cities bidding requirements

RCW 39.04.010 – Public works definitions

RCW 39.04.155 – Small works roster – contract procedures

RCW 39.04.190 – Vendor list for small city purchases

RCW 39.04.220 – Bidding requirements for lease with option to purchase

RCW 39.04.270 – Electronic data processing and telecommunications

RCW 39.04.280 – Competitive bidding requirements – exemptions

WAC 296-127-010(7) (b) (iii) – Definitions for WAC 296-127

## Small works rosters

Small works rosters are a streamlined bid process for public works projects anticipated to cost up to \$300,000. Otherwise, public work projects require a formal competitive bid process, unless the estimated cost is below the bid limits.

A city may create a single general small works roster (SWR), create a small works roster for different specialties or categories of anticipated work, and make distinctions between contractors based upon different geographic areas served by the contractor. The city must first pass a resolution or ordinance authorizing use of the SWR process and establish procedures.

Advantages of a small works roster for a city include:


- Only contractors who meet mandatory bidder criteria are placed on the roster
- More manageable number of bidders
- Greater certainty of interested bidders
- Simpler solicitation
- Possibility for streamlined award and contract administration
- Opportunity to automate


A city needs to advertise at least once a year in an area newspaper for contractors to be included in the small works roster. The advertisement must contain notice of the existence of the roster, solicitation of contractors and note that responsible contractors are to be added at any time that they submit a written request and necessary records.


A city has an option of joining a roster service provider who will maintain their roster. For example, MRSC Rosters is a shared small public works and consultant roster online database for Washington cities to join. MRSC Rosters posts the annual legal notice on behalf of all participating agencies and maintains the roster.


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## Resources


Purchasing & bidding for Washington local governments, Public works webpage, MRSC 

*The Bidding Book for Washington Cities & Towns*, MRSC, September 2006 (pdf, 1.23mb) 

Purchasing & bidding chart for local agencies in Washington, MRSC (xls, 151kb) 

City of Yakima purchasing manual, January 2006 (pdf, 432kb) 

WA State local government purchasing matrix, MRSC (pdf, 25kb) 

MRSC rosters: Shared small works/consultant roster 

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## **Funding for public works – planning for the long term**

Infrastructure projects are expensive, to say the least. A city should think strategically about how to manage infrastructure costs over the long term. To do this, city officials shouldn't hesitate to ask for help and advice from those who have a deep knowledge of laws, best practices, available grants, and success stories from similar cities.

See chapter 6, page 61 for information on grant and low-interest loan opportunities and page 57 for long-range financial planning.



## Chapter 10

# Comprehensive Planning, Growth Management and Environmental Protection

The combination of comprehensive planning, growth management and environmental protection are areas that can require not just one expert, but many. The level of complexity – and continuing changes in the law – can be a leading cause of disconnect at city hall.

Nonetheless, the underlying ideas are simple: A city needs to plan for growth if they intend to protect the environment and leave healthy communities for their children, and grandchildren. And the planning process can be a powerful way to clarify community values, needs and goals. A comprehensive plan expresses a community's vision, and is the blueprint for all subsequent land use activity.

Developing, implementing and updating a comprehensive plan are great opportunities to:

- Create a vision – know what the community should look and be like in the future;
- Have a roadmap – guide growth and development toward the vision; and
- Achieve goals – attain the community's vision and desired future.

The goals of a comprehensive plan are implemented through regulatory ordinances. These are collectively known as “official controls,” which include zoning codes, subdivision codes, building and health codes, environmental codes, and others that make up the planning and regulatory framework of the community.

Local codes can include incentives that stimulate the kind of growth desired, including such options as local property tax incentives or density bonuses for projects that carry out habitat restoration or provide affordable housing, such as the multi-family housing tax exemption, conservation district property tax exemptions, or density bonuses.

There is assistance from state agencies and other experts to help a city and its citizens understand what needs to be done.

### Know the law

RCW 36.70A – Growth management


RCW 35.63 – Planning commissions


RCW 35A.63 – Planning and zoning in code cities

RCW 36.70 – Planning Enabling Act (counties)

### Overall GMA and planning resources

Growth management staff from the COM, (360) 725-3000

Growth management services, COM 


Growth Management Planners, COM 


Small Communities Climate Protection Toolkit 

### Key to Symbols

 – Legal citing

 – Internet resource

 – Print publication

 – Training/conference

 – Who to call

## Know the law

### RCW 36.70A – Growth Management

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## The Growth Management Act

In 1990 the Washington State Legislature declared that “uncoordinated and unplanned growth, together with a lack of common goals...pose a threat to the environment, sustainable economic development, and the health, safety, and high quality of life enjoyed by residents of this state” and that “it is in the public interest that citizens, communities, local governments, and the private sector cooperate and coordinate with one another in comprehensive land use planning.” This is the foundation for the Growth Management Act (GMA).

The GMA specifies that all cities (and counties) in Washington must, at a minimum:

1. designate and protect five types of critical areas, such as wetlands and frequently flooded areas;
2. that counties must designate farm lands, forest lands, and other natural resource areas; and
3. that both cities and counties must ensure that new residential subdivisions have appropriate provisions for public services and facilities, and obtain proof of potable water prior to issuance of a building permit.

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**“The good news is we’ve been found.**

**The bad news is, we’ve been found.”**

Small City Roundups

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## Comprehensive planning requirements

While Washington cities and counties have prepared comprehensive plans for many years, the GMA establishes the comprehensive plan as the starting point for any planning process, and the centerpiece of local planning.

### Who must plan?

In addition to the three minimum requirements (noted on previous page,) twenty-nine counties and the cities therein, comprising about 95% of the state's population, are required (or have chosen to) create plans that conform to the GMA. The GMA specifies the elements and goals of a comprehensive plan and additional criteria for the jurisdictions covered by the law. This includes approximately 112 cities with 5,000 or fewer in population.

The remaining ten counties (and the cities within them) are required to plan only for critical areas and natural resource lands. This includes approximately 57 cities with 5,000 or fewer in population.

### GMA goals

The GMA requires that growth plans and regulations in the 29 counties and the cities within them be guided by the following 14 goals (summarized):

- Sprawl reduction
- Affordable housing
- Open space and recreation
- Environmental protection
- Natural resource industries
- Permit processing
- Early and continuous public participation
- Concentrated urban growth
- Economic development
- Regional transportation
- Property rights
- Historic lands and buildings
- Public facilities and services
- Shoreline management

### Comprehensive plan elements

The GMA provides a framework for regional coordination. Counties that plan in conformance with the GMA are required to adopt county-wide planning policies to coordinate with their cities as they create and adopt their comprehensive plans. Counties are also required to establish urban growth areas (UGAs), which delineate those areas which will eventually be annexed into cities.

Local – both city and county – comprehensive plans must include the following elements: land use, housing, capital facilities, utilities, and transportation. Counties must also include a plan to protect rural areas. Shoreline protection policies are also an element of local comprehensive plans. Although parks and recreation and economic development elements are not required until adequate state funding is provided, some jurisdictions have chosen to include them in their comprehensive plans.

**“We should have developed a plan for infrastructure improvements before all the growth. Because of our code requirements we have sidewalks that don’t connect to anything, and may not for years.”**

Randy Lewis, City Administrator,

City of Westport


## Know the law


RCW 36.70A.130(4) –

Comprehensive plans – Review  
procedures and schedules –  
Amendments

WAC 365-195 – Growth  
management act – Procedural  
criteria for adopting  
comprehensive plans and  
development regulations

## Resources

Growth Management Act  
Update Information, COM 

Comprehensive planning and  
growth management, Planning  
webpage, MRSC 

## Key requirements of comprehensive planning

While there are many requirements for cities in developing their comprehensive plans, cities should always keep in mind the following priorities:

- Comprehensive plans will be measured against the goals and requirements of the GMA.
- Comprehensive plans must comply with county-wide planning policies.
- Development regulations must be consistent with comprehensive plans.
- Individual elements of comprehensive plans need to be consistent with each other.
- Comprehensive plans must be consistent with the comprehensive plans of adjacent jurisdictions.
- Developments (both private and public) must be measured for consistency with the comprehensive plan.

## Comprehensive plan updates

The GMA requires that each fully planning city and county in Washington periodically review and, if necessary, revise its comprehensive plan and development regulations to ensure that they comply with the GMA. In addition to comprehensive plan amendments that are adopted annually by many jurisdictions, communities must conduct a review of the comprehensive plan and development regulations every seven years. All counties and cities, including those not fully planning under the GMA, are required to review and, if necessary, amend their policies and development regulations regarding critical areas and natural resource lands.

Under the GMA, a schedule is set for updates to comprehensive plans and development regulations. Changes to the law enacted in 2006 provided a three-year extension for small, slow-growing jurisdictions to update their comprehensive plans and development regulations, including critical area ordinances.

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## Critical areas


In 1995 the GMA was amended to require counties and cities to include the “best available science” in developing policies and development regulations to protect critical areas. All counties and cities in the state are required to review, evaluate, and, if necessary, revise their critical areas ordinances according to a schedule established by the Legislature and approved by the Governor in 2002. The update timelines for critical areas are tied to Comprehensive Plan update schedules and can be found in the Comprehensive Plan schedules noted as a resource on the previous page.


CTED has developed a technical assistance tool to help small communities implement their Critical Areas Ordinances (CAO), called the Small Communities Critical Areas Ordinance Implementation Guidebook. This document recommends simple procedures and includes references to sources of information, descriptions of permitting processes, examples of common permitting scenarios, and some useful checklists and public information brochures that can be customized for use in small communities.





**White Salmon City Hall**

## Resources

Critical Areas and Best Available Science (BAS), COM 

Critical Areas Examples for Small Cities and Towns, COM 

Small Communities CAO  
Appendix B – Flow Chart of Critical Areas Process, COM 

Critical areas, environmentally sensitive areas, Environment webpage, MRSC 






## Know the law


RCW 36.70B – Local project review (Regulatory Reform Act)


RCW 36.70C – Judicial review of land use decisions




## Resources


*Small Communities Critical Areas Ordinance Implementation Guidebook*, COM, June 2007 (pdf, 2.79mb)  

Growth Management Hearings Boards 

GMA plan and development regulations updates, Planning webpage, MRSC 

Regulatory reform overview, Planning webpage, MRSC 

*A Short Course on Local Planning*, APAW and COM, July 2009  
  

Statutory deadlines for GMA-related actions, COM (pdf, 37 kb) 

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## Development regulations and regulatory reform

Local plans and development regulations must also conform to such environmental laws as the State Environmental Policy Act (SEPA) and the Shoreline Management Act (SMA). For more information on SEPA see page 99 of this chapter; for information on SMA see page 100 of this chapter.

The Regulatory Reform Act was passed in 1995 to improve how project permits are processed and issued in Washington. This law is an attempt to simplify and integrate various state land use and environmental regulations. All of the legislation's requirements apply to cities and counties planning fully under the GMA, while only some apply to non-fully planning cities and counties. The most important provisions require coordination and consolidation of the local permit process with SEPA, and streamlining the local permit process. Cities and counties fully planning under the GMA must have an integrated and consolidated project permit process that includes certain time limits for permit processing. More information about the Regulatory Reform Act can be found in chapter 3 of COM's *Short Course Manual* on planning, which is available on COM's Growth Management website.

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## State Environmental Policy Act (SEPA)

The State Environmental Policy Act (SEPA), enacted in 1971 requires that a city identify possible environmental impacts that may result from governmental decisions such as issuing permits for private projects, constructing public facilities, or adopting regulations, policies or plans.

Information provided during the SEPA review process helps agency decision-makers, applicants, and the public understand how a proposal will affect the environment. This information can be used to change a proposal to reduce likely impacts, or to condition or deny a proposal when adverse environmental impacts are identified.

SEPA applies to decisions by every state and local government agency within Washington. One agency is usually identified as the "lead agency" for a specific proposal. The lead agency for most private projects will be the city or county where the project is located. For public projects, the lead agency will be the agency proposing the project.

A SEPA environmental review is usually initiated when:


- An application is submitted to an agency for a license to construct a private project, such as an office building, a grocery store, or an apartment building;
- An agency is considering construction of a public project, such as a new school, a highway, or a water pipeline; or
- An agency is developing a regulation, policy, or plan, such as a county or city comprehensive plan, a critical area ordinance, or a state water quality regulation.


### Know the law




RCW 43.21C – State  
Environmental Policy Act


WAC 197-11 – SEPA rules


### Resources

State Environmental Policy  
Act, Environment and natural  
resources webpage, MRSC 

*SEPA and the Promise of GMA:  
Reducing the Cost of Development,*  
COM (pdf, 287kb) 

Chapter 6 – Planning and  
Environmental Legislation – A  
*Short Course on Local Planning,*  
APAW and COM, March 2006  
(pdf, 550kb)   

State Environmental Policy Act  
(SEPA) webpage, DOE 

SEPA Unit at DOE,  
(360) 407-6922 

## Know the law

RCW 90.58 – Shoreline Management Act of 1971

RCW 90.58.080 - Timetable for local governments to develop or amend master programs

RCW 36.70B – Local Project Review (Regulatory Reform)

WAC 173-26 – State master program approval/amendment procedures and master program guidelines

WAC 173-27 – Shoreline management permit and enforcement procedures

WAC 173-18 – Shoreline management act – streams and rivers constituting shorelines of the state

WAC 173-20 – Shoreline management act – lakes constituting shorelines of the state

WAC 173-22 – Adoption of designations of shorelands and wetlands associated with shorelines of the state

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## Shoreline Management Act (SMA)

Washington's Shoreline Management Act (SMA) which applies to all 39 counties and more than 200 cities that are located on a state shoreline, was passed by the Legislature in 1971 and adopted by the public in a 1972 referendum. The goal of the SMA is "to prevent the inherent harm in an uncoordinated and piecemeal development of the state's shorelines." The Act establishes a broad policy giving preference to uses that:

- Protect the quality of water and the natural environment;
- Depend on proximity to the shoreline ("water-dependent uses"); and
- Preserve and enhance public access or increase recreational opportunities for the public along shorelines.

The SMA is administered through a partnership between local governments and the Dept. of Ecology (DOE). The partnership provides that:

- Cities and counties develop shoreline master programs that regulate development along larger streams, lakes, and marine waters.
- The DOE provides technical assistance, and reviews local programs and permitting decisions.
- The Act places a strong emphasis on public participation in developing local shoreline programs and in the local permit process.

DOE's adoption of new shoreline master program (SMP) guidelines in 2003 initiated a new generation of shoreline planning in Washington, establishing a new schedule for updating SMPs and a biennial appropriation of \$2 million to fund local SMP development.




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## Resources



DOE technical assistance 

- Southwest region, (360) 690-7171
- Northwest region, (425) 649-7000
- Central region, (509) 575-2490
- Eastern region, (509) 456-2926

Shoreline Management Act, Environment webpage, MRSC 

- Shoreline Management Home, DOE 
- Shoreline Master Program (SMP) guidelines, DOE 
- Shoreline Master Program Update Schedule, DOE 

"Introduction to Washington's Shoreline Management Act (RCW 90.58)", DOE, December 1999 (pdf, 108kb) 

"Chapter 7 – The Shoreline Management Act (SMA)," *A Short Course on Local Planning*, APAW and CTED, March 2006 (pdf, 41kb)  

Shoreline master program grants, DOE 

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## Endangered Species Act



The Endangered Species Act (ESA) is a federal statute designed to protect endangered and threatened fish, wildlife and plant species and the ecosystems upon which they depend. The ESA is administered by the National Marine Fisheries Service (NOAA Fisheries) when the affected species are marine and anadromous (i.e. salmonid), and the United States Fish and Wildlife Service (USFWS) when the affected species live on land or in freshwater.



The ESA provides a variety of mechanisms for saving species threatened with extinction. One widely used tool is the “Habitat Conservation Plan,” which offers protection to landowners in exchange for an agreement to manage land in a way that minimizes impacts to listed species. Another mechanism is the adoption of protective regulations, commonly called the “4(d) rules,” named after a section in the ESA. The June 2000 4(d) rule adopted by NOAA prohibits “take” of salmon and steelhead listed as threatened under the Endangered Species Act (ESA) except in cases where the take is associated with an approved program that comes under one of the limits in the 4(d) rule. One of those programs is for the restoration of salmon habitat, if done under an approved plan. Projects that implement the salmon recovery plans produced by salmon recovery regional organizations meet the criteria for coverage under the 4(d) rule. Many cities are members of such regional organizations and are developing recovery plans.

In Washington, the listings of salmon, steelhead, and bull trout have focused attention on the ESA, although other species in the state, such as the northern spotted owl and western pond turtle, also have been listed as “endangered” or “threatened.” As of 2009, a total of 44 animals and plants in Washington State were listed as “endangered” or “threatened.”

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## Resources

*A Citizen's Guide to the 4(d) Rule for Threatened Salmon and Steelhead on the West Coast*, National Marine Fisheries Service, June 2000 (pdf, 868kb)  

Governor's Salmon Recovery Office, WA State, (360) 902-2580  

2008 State of Salmon in Watersheds, Governor's Salmon Recovery Office

Salmon Recovery Plan Implementation, Governor's Salmon Recovery Office, Dec. 2008

*Habitat Conservation Planning Handbook*, U.S. Fish and Wildlife Service  

List of endangered species for Washington State 

Endangered Species Program, U.S. Fish and Wildlife Service webpage 

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## Know the law

ESA, 16 U.S.C. 1531 et seq.  
or Endangered Species Act,  
National Marine Fisheries  
Service

ESA 4(d) Rules for Pacific  
Salmon (Protective Regulations),  
National Marine Fisheries  
Service, Northwest Regional  
Office

Selected Court Decisions  
regarding ESA, ESA Salmon  
– Laws, court decisions, and  
regulations, Environment  
webpage, MRSC

## Federal Regulations

ESA Section 4 Regulations,  
50 CFR Part 424 – Listing  
endangered and threatened  
species and designating critical  
habitat (pdf, 76kb)




ESA Section 7 Regulations, 50  
CFR Part 402 – Interagency  
cooperation (pdf, 105kb)


ESA Section 10 Regulations,  
50 CFR Part 222 – General  
endangered and threatened  
marine species (pdf, 126kb)







# Index of Resources



## Publications



**ADA Guide for Small Towns** – This guide presents an informal overview of some basic ADA requirements and provides cost-effective tips on how small towns can comply with the ADA. – USDOJ, March 2000   




**Annexation Handbook** – Addresses the general topic of municipal annexation and provides assistance with the statutory procedures for annexation as well as some recurring legal questions. This version is current with the 2008 RCW. – MRSC, July 2009 


**Appearance of Fairness Doctrine in Washington State** – Provides an overview of the appearance of fairness statute, Ch. 42.36 RCW, including suggestions for assuring compliance with the law. Contains a section on commonly asked questions, and a summary of cases – MRSC, 1995   



**Assessing the Health of Washington's Cities & Towns, State of the Cities** – AWC's comprehensive analysis of the fiscal well-being of Washington's cities, answering one overriding question – what implications do Washington cities and towns' recent fiscal trends have for statewide public policy? – AWC, 2009 



**Asset Management: A Handbook for Small Water Systems** – This guide is designed for owners and operators of small community water systems and presents basic concepts of asset management and provides the tools to develop an asset management plan. – EPA, September 2003 (pdf, 976kb)  



**The Bidding Book for Washington Cities & Towns** – This publication is intended to familiarize officials with: (1) competitive bidding requirements; (2) the recommended bidding procedures for the contracting of public works and improvements; and (3) public purchasing procedures. – MRSC, September 2006 (pdf, 1.23mb)  



**Budgeting, Accounting and Reporting System (BARS) manual** – BARS Manuals prescribe accounting, budgeting and reporting requirements for all local governments. Manuals include the prescribed uniform charts of accounts, accounting and budgeting policies, guidance for preparation of financial statements and instructions for preparation of supplemental schedules required by the State Auditor's Office. – SAO   

**Budgeting for Cities and Towns in Washington State** – Governmental budgeting is about allocating scarce resources across a variety of community needs. This publication attempts to cover both the basics of city budgets and provide a look at some of the innovations. – AWC/WFOA, July 2002 


**A Citizen's Guide to the 4(d) Rule for Threatened Salmon and Steelhead on the West Coast** – This guide introduces and explains the rules, providing a more user friendly description of why the rule is needed, what it contains, how it will affect citizens, and how to get more information. – NMFS, June 2000 (pdf, 868kb)  


**Code City Handbook** – Provides essential information for code city officials and incites their powers, duties, and alternatives that are available under the applicable forms of municipal government. – MRSC, June 2009 (pdf, 946kb)  


**Councilmember's Handbook** – A brief overview of the structure of municipal government in Washington State and the role of the councilmember in that structure. The primary focus is on the council meeting. – AWC/MRSC, January 2000 (pdf, 691kb)  



**Critical Areas and Best Available Science, Small Communities Critical Areas Implementation Guidebook** – This document recommends simple procedures and includes references to sources of information, descriptions of permitting processes, examples of common permitting scenarios, and some useful checklists and public information brochures that can be customized for use in small communities. – CTED, June 2007 (pdf, 2.79mb)  


*continued*



***A Debt Primer for Washington's Cities and Towns*** – An introduction to the various aspects of municipal debt financing. Includes chapters on debt limits, debt management policies, bond issues, and the debt issuance process. – MRSC, August 1994 



***Directory of Washington City & Town Officials*** – Provides a listing of the names of key county officials, addresses and phone numbers and county statistics. Publication is updated every year. Includes member listings for several associations. – MRSC 



***Economic Development in Washington's Cities & Towns, State of the Cities*** – This report explores what cities are doing to promote economic development, the successes they've had, and the barriers they are experiencing. – AWC, 2007 



***Elected Officials Guide to Emergency Management*** – This guide is designed to provide Chief Elected Officials (CEOs) and their department heads with an overview of emergency management roles, responsibilities, and operations. It highlights the critical roles for which CEOs, as chief executives, are responsible. – EMD, February 2003 (pdf, 219kb)  



***Forming Successful Partnerships: A practical guide for local government*** – This resource lays a roadmap for forming potential partnerships, along with examples of existing successful partnerships in Washington State. – AWC, 2006 



***Getting Into Office: Being Elected or Appointed into Office in Washington Counties, Cities, and Towns*** – This publication addresses issues relating to: qualifying and running for elective office in cities, towns, and counties; assuming office vacancies in office; and appointments to fill vacancies. – MRSC, June 2007 (pdf, 410kb)  



***Governments are from Saturn...Citizens are from Jupiter: Strategies for Reconnecting Citizens and Government*** – This publication explores evidence and sources of this growing distrust, and highlights valuable benefits that government provides. – MRSC, June 1998  



***A Guide to Strategic Planning for Rural Communities*** – This guidebook will help you create a vision of what you want your community to be like in the future; identify things that are preventing change and opportunities to move forward; and help you determine what actions are needed to make your vision a reality. – USDA, March 1998 (pdf, 49kb)  

***Habitat Conservation Planning Handbook*** – HCPs reduce conflicts between listed species and economic use or development activities, allowing for the development of "creative partnerships" between the public and private sector which make the process work for both landowners and species. – USFWS, November 1996  



***Hiring and Keeping Police Officers*** – This publication presents findings of a study that examined the recent experiences of police agencies nationwide in hiring and retaining sworn officers. – NIJ, July 2004  



***Initiative and Referendum Powers for Washington City & Charter Counties Guide*** – This publication provides an overview of the state and local level to directly exercise authority to enact and repeal law through initiative and referendum. – MRSC, January 2006 (pdf, 307kb)  



***IRS Taxable Fringe Benefits Guide*** – Provides an understanding of which employee fringe benefits related to travel and non-travel issues are taxable and reportable under the Internal Revenue Code, regulations, and procedures. (e.g. uniform allowances, employer provided vehicles) – IRS, January 2007 (pdf, 322kb)  



***Keeping Hazard from Becoming Disasters: A Mitigation Workbook for Local Government*** – Comprehensive planning and reasonable development patterns, building standards, and other practices can ensure safer homes, businesses, and communities for today and tomorrow and reduce the cost of emergency response, recovery, repair, and reconstruction following a disaster. – EMD, February 2000 (pdf, 204kb)  



*continued*


**Knowing the Territory** – Describes the nature, powers and duties of municipal officials for "keeping out of trouble," discusses limitations, regulations, and admonitions regarding the exercise of governmental powers, including conflicts of interest law, the open public meetings act, appearance of fairness doctrine and similar laws. It also points out immunities and protections. – MRSC, November 2009 (pdf, 284kb)  

**Level of Service Standards – Measures for Maintaining the Quality of Community Life** – The publication surveys innovative approaches to LOS standards, focusing on transportation and parks standards. It also covers schools, fire protection, police, sewer, water, stormwater, solid waste, library and administrative facilities. The publication emphasizes approaches which support overall community goals and growth management efforts. – MRSC, September 1994 (pdf, 7.56mb)  




**Local Government Policy-Making Process** – This publication provides an overview of the local government policy-making process. It is written from a practical standpoint and is intended to provide the reader with a better understanding of the roles and responsibilities of legislators as policy-makers. – MRSC, February 1999 (pdf, 514kb)  



**Local Ordinances for Washington Cities and Counties** – A comprehensive discussion of adoption procedures, including information on publication requirements. – MRSC, May 2000 (pdf, 443kb)  



**Mayor's Handbook** – This handbook is intended to serve as a guide for mayors in Washington cities and towns operating under the mayor-council form of government. There are also materials on issues which directly concern mayors in council-manager cities and all mayor pro tems: presiding over council meetings, conducting public hearings, etc. – AWC/MRSC, February 1999 (pdf, 459kb)  





**Municipal Service Delivery – A Survey of Washington Cities and Towns** – This report reviews the service delivery methods used by cities to deliver services within eight major service categories. – MRSC, July 1993 (pdf, 7.11mb) 


**The New City Guide** – This publication is designed to assist newly incorporating cities with the complicated process of establishing a functioning and viable municipal government. – MRSC, February 2002 (pdf, 545kb)



**Open Public Meetings Act: How it Applies to Washington Cities and Counties** – Covers who is subject to the Act, procedural requirements, executive sessions, exemptions, and penalties, and identifies relevant case law and attorney general opinions. – MRSC, May 2008 (pdf, 432kb)   



**Parks, Recreation, and Open Space in Your Community** – Parks, recreation, and open space opportunities mean many things to many people. Although not specifically defined in the GMA, this publication helps you plan for these opportunities. – CTED/WCRO, February 2005 (pdf, 4.14mb)  

**Police and Fire Compensation Survey** – This annual survey contains detailed salary and benefit data that will prove invaluable in negotiations and interest arbitration, and is available to management only. – AWC/WAPELLRA  

**Public Records Act for Washington Cities and Counties** – This publication discusses all of the statutory disclosure exemptions which are relevant to local governments, as well as the mandatory procedures for responding to a public records disclosure request. – MRSC, May 2007 (pdf, 1.42mb)    
 



**A Revenue Guide for Washington Cities and Towns** – Contains information on revenue sources available to cities and towns for general government purposes, including the relevant statutory references and court decisions. – MRSC, June 2009 (pdf, 732kb) 



**Salary and Benefit Survey** – This survey of local government salaries and benefits is designed to present a compilation of salaries paid for more than 120 different job classifications in city and county governments. – AWC,  



**Small City Handbook** – The *Small Cities Handbook* is a resource created by the State Auditor's Office for use by small cities. It is sent to all Category 2 Cities and includes Cash Management Revenues; Disbursements; Purchasing; Annual Report and Budgeting. – Toni Nelson, SAO  


*continued*






**Tax and User Fee Survey** – The Tax and User Fee Survey is a voluntary survey conducted every two years that collects local tax rate and fee data from Washington's cities and towns. – AWC  

**State and Local Audit Protocols** – General information on types of audits, audit protocols and audit process – SAO, October 2006 (pdf, 451kb)  

**Tax Reference Manual: Information on State and Local Taxes in Washington State** – This report provides comprehensive background information on each of over 50 tax sources utilized by state or local governments in Washington. – DOR, 2007  



**Ten Commandments of Community Leadership** – This publication serves as the governing principles for every local leader, whether newly elected or a seasoned veteran. – AWC/CTED, May 2007 


**Town Handbook – Handbook for Washington Town Officials** – Provides essential information for town officials and indicates their powers, duties and alternatives that are available under applicable forms of government. – MRSC library loan, December 1992 


**Washington State Local Improvement District Manual: Fifth Edition** – This manual is intended to provide an overall perspective of the detailed procedures in the LID or RID process, to clearly focus on a single (normal) chronological order of responsibilities, to describe the routine processes from initiation to the conclusion of a special assessment district financing, and to reduce employee training time. – MRSC, October 2003 (pdf, 1.52mb)  



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## Newsletters/Magazine


**Cityvision** – AWC's Cityvision magazine examines municipal issues and trends from a high level, with articles that analyze and offer insight. Creates a voice for city officials providing another leadership tool and resource and builds awareness of city issues with readers outside of city hall – AWC  

**Cityvoice** – AWC's electronic newsletter for electeds and staff. Provides a twice-weekly overview of upcoming AWC events and available services. It also showcases essential resources for cities and towns – AWC 

**In-Focus, Local Government News & Information** – *In Focus* is an e-newsletter featuring selected updates to MRSC's Web site ([www.mrsc.org](http://www.mrsc.org)), news and information for Washington local government officials and staff. To subscribe, link to: [www.mrsc.org/updates.aspx](http://www.mrsc.org/updates.aspx) – MRSC 

**Legislative Bulletin** – Provided weekly throughout the legislative session and monthly the rest of the year, covers major issue areas and provides quick referencing by issue area. The Bulletin is one of AWC's most valuable legislative sources for cities and towns – AWC  

**Municipal Research News** – This publication is published periodically by MRSC and addresses issues of current interest to cities, towns, and counties in Washington State – MRSC 

**Personnel News** – Provided quarterly, reports on the latest developments in the human resource arena, as well as labor settlements and arbitration awards. In addition, we research and respond to individual questions from members, and periodically produce special bulletins on emerging issues – AWC 

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## Training Opportunities

**AWC Annual Conference** – AWC’s annual conference is the state’s largest training opportunity for Washington’s mayors and councilmembers. The session gives municipal officials a chance to acquire basic skills, track current trends and network with their peers – AWC (Annual)

**Basic Training for Clerk’s /Treasurers** – This workshop provides a basic overview of clerk/treasurers duties including legal compliance, state law and risk management – AWC (Annual)

**Budgeting, Accounting & Reporting System (BARS)** – This class provides an overview of the Budgeting, Accounting and Reporting System (BARS) including overview of BAR System, and coding of revenues (including federal and state grants) and expenditures – SAO/WFOA (Annual)

**Cash Basis Financial Reporting** – The primary focus of the course is to develop an understanding of day to day fund accounting. It will cover accounting rules for using various fund types, revenue and expenditure recognition, and specific problem areas associated with “cash basis” fund accounting – SAO/WFOA (Annual)

**City Legislative Action Conference (CLAC)** – One of AWC’s premiere events, during which city officials from throughout the state convene in Olympia to meet with their legislators, receive updates on priority issues, hear from legislative leadership and the Governor, and move the city agenda forward – AWC (Annual)

**Infrastructure Assistance Coordinating Council (IACC) Annual Conference** – The purpose of the IACC is to promote partnerships among federal, state, and local programs, working to help Washington communities identify and obtain resources they need to develop, improve and maintain public works programs – IACC (Annual)

**Introduction to Municipal Budgeting** – This workshop provides a focus on the basics of budgeting, hands-on exercises, and core processes and strategies for responding to difficult economic times for staff and elected officials – AWC/WFOA/SAO (Annual)

**Labor Relations Institute** – The Labor Relations Institute is for public sector appointed and elected officials who solely represent the interests of management. Through concurrent sessions on a number of personnel and labor relations issues, participants keep up-to-date on new laws and court decisions, build skills, and learn about innovative programs – AWC (Annual)

**Elected Official Essentials workshop** – Provides an overview for elected officials in the areas of legal territory, roles and responsibilities, effective leadership and more – AWC/MSRC (offered even numbered years)

**Regional Meetings** – Provides an opportunity for cities and towns to come together to share ideas, form partnerships and enhance the vitality of communities. Provides AWC the chance to update local officials on current programs and legislative issues and receive feedback on services – AWC (Annual)

**Small City Roundups** – Offered throughout the state, provide an informal roundtable discussion with elected officials and staff about what is happening in small cities – AWC (Annual)

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## Primary Legal References

### **Washington State Legislature – Laws and Agency**

**Rules** – State main page that includes all Statutes and Constitution as well as Agency Rules and Regulations (RCW/ WAC)

### **Washington State Constitution**

- Article 08 – State, County and Municipal Indebtedness
- Article 11 – Section 10 – Incorporation of Municipalities
- Article 11 – Section 11 – Police and Sanitary Regulations
- Article 32 – Section 1 – Special Revenue Financing

### **RCW**

- RCW 35 – Cities and towns - powers and duties
- RCW 35A – Optional municipal code cities - powers and duties
- RCW 39 – Public contracts and indebtedness
- RCW 82 – Excise taxes
- RCW 84 – Property taxes
- RCW 35.18 – Council-manager plan form of government for non-code cities
- RCW 35.33 – Budgets in second and third class cities, towns and first class cities under 300,000
- RCW 35.91 – Municipal water & sewer facilities act
- RCW 35.92 – Municipal utilities – water, electricity, natural gas

- RCW 35A.12 – Mayor-council plan of government for code cities
- RCW 35A.13 – Council-manager plan of government for code cities
- RCW 35A.33 – Budgets in code cities
- RCW 35A.63 – Planning and zoning in code cities
- RCW 36.70 – Planning enabling act (counties)
- RCW 36.70A – Growth management – planning by selected counties and cities
- RCW 38.52 – Emergency management
- RCW 39.34 – Interlocal cooperation act
- RCW 42.23 – Code of ethics for municipal officers - contract interests
- RCW 42.36 – Appearance of fairness doctrine - limitations
- RCW 42.30 – Open public meetings act
- RCW 42.56 – Public records act
- RCW 43.21C – State environmental policy act
- RCW 90.58 – Shoreline Management Act of 1971

### **WAC**

- WAC 118-30 – Local emergency management services organizations/plans and programs
- WAC 44-14 – Public Records Act – Model Rules

## Appendix A

# Agency Resources

Agency Name	Phone	Website	Small City Purpose
Association of Washington Cities	1-800-562-8981	<a href="http://www.awcnet.org">www.awcnet.org</a>	Provides city municipal legislative representation, training, publications & resources, technical assistance and insurance services.
International City/County Management Association	(202)-289-(ICMA)	<a href="http://www.icma.org">www.icma.org</a>	Technical and management assistance, training, and information on performance measurement, ethics education and training, community and economic development, environmental management and technology.
Municipal Research & Services Center	1-800-933-6772	<a href="http://www.mrsc.org">www.mrsc.org</a>	Provides professional consultation, research and information services for local government.
National League of Cities	(202) 626-3000	<a href="http://www.nlc.org">www.nlc.org</a>	Provides lobbying at the national level, training and networking opportunities, and program and services which provide local officials with the tools to better serve their communities.
Office of the State Treasurer	(360) 902-9000	<a href="http://www.tre.wa.gov">www.tre.wa.gov</a>	Transmits revenue distributions to cities. Operates LOCAL program, allowing cities to finance equipment or real estate and Local Government Investment Pool, providing opportunity unities for the investment of surplus funds.
Public Works Board	(360) 725-3150	<a href="http://www.pwb.wa.gov">www.pwb.wa.gov</a>	Rural community development and housing, Infrastructure grants, loans and technical assistance.
Transportation Improvement Board	(360) 586-1140	<a href="http://www.tib.wa.gov">www.tib.wa.gov</a>	Grants for Small City Arterial, Sidewalk & Preservation Program
USDA Rural Development – Washington State Office	(360) 704-7740	<a href="http://www.rurdev.usda.gov">www.rurdev.usda.gov</a>	Grants & loans for rural support of essential public facilities and services, economic development and community development.
Washington City/County Management Association	See website	<a href="http://www.wccma.org">www.wccma.org</a>	Professional development and education for city managers, and other municipal administrators.
WA State Dept. of Commerce	(360) 725-4000	<a href="http://www.commerce.wa.gov">www.commerce.wa.gov</a>	Provides funding for infrastructure improvements and technical assistance in growth management act (GMA), capital facilities, critical areas, transportation, rural and urban development, economic development, environmental protection, housing, and buildable lands.
WA State Dept. of Ecology	(360) 407-6000	<a href="http://www.ecy.wa.gov">www.ecy.wa.gov</a>	Environmental regulation, technical assistance and grants.
WA State Dept. of Employment Security	1-800-318-6022	<a href="http://fortress.opv/esd/portal/">http://fortress.opv/esd/portal/</a>	Unemployment compensation

Agency Name	Phone	Website	Small City Purpose
WA State Dept. of Health	(360) 236-3050	<a href="http://www.doh.wa.gov">www.doh.wa.gov</a>	Environmental health information, drinking water loans
WA State Dept. of Labor & Industries	1-800-547-8367	<a href="http://www.lni.wa.gov">www.lni.wa.gov</a>	Workers compensation & labor issues
WA State Dept. of Transportation	(360) 705-7000	<a href="http://www.wsdot.wa.gov">www.wsdot.wa.gov</a>	Highways and Local Programs provides educational, technical and financial support, and federal oversight to local agencies and other transportation partners.
Washington Finance Officers Association	See website	<a href="http://www.wfoa.org">www.wfoa.org</a>	Professional development, education and communication for governmental financial officers.
Washington Municipal Clerk's Association	See website	<a href="http://www.wmcaclerks.org">www.wmcaclerks.org</a>	Professional development & educational standards for municipal clerks
WA Recreation & Conservation Office	(360) 902-3000	<a href="http://www.rco.wa.gov">www.rco.wa.gov</a>	Grants, loans and technical assistance for recreation and protection of wild lands and salmon recovery.
WA State Auditor's Office	(360) 902-0370	<a href="http://www.sao.wa.gov">www.sao.wa.gov</a>	Sets statewide financial policies, including accounting, budgeting, and financial reporting. Performs city financial audits
WA State Dept. of Retirement Systems	1-800-547-6657	<a href="http://www.drs.wa.gov/">www.drs.wa.gov/</a>	PERS Pension membership
WA State Emergency Management Division	1-800-562-6108	<a href="http://www.emd.wa.gov">www.emd.wa.gov</a>	Emergency Responder grants, training, technical assistance and other resources. NIMS Reporting

## Appendix B

# City and Town Population, County, Class and Government Type, 2008

City	Population	County	Class	Government Type
Aberdeen	16,440	Grays Harbor	Code	Mayor-Council
Airway Heights	5,515	Spokane	Code	Council-Manager
Albion	610	Whitman	Town	Mayor-Council
Algona	2,760	King	Code	Mayor-Council
Almira	285	Lincoln	Town	Mayor-Council
Anacortes	16,790	Skagit	Code	Mayor-Council
Arlington	17,150	Snohomish	Code	Mayor-Council
Asotin	1,230	Asotin	Code	Mayor-Council
Auburn	67,485	King	Code	Mayor-Council
Bainbridge Island	23,290	Kitsap	Code	Council-Manager
Battle Ground	17,150	Clark	Code	Council-Manager
Beaux Arts Village	315	King	Town	Mayor-Council
Bellevue	120,600	King	Code	Council-Manager
Bellingham	76,130	Whatcom	First Class	Mayor-Council
Benton City	2,955	Benton	Code	Mayor-Council
Bingen	685	Klickitat	Code	Mayor-Council
Black Diamond	4,180	King	Code	Mayor-Council
Blaine	4,740	Whatcom	Code	Council-Manager
Bonney Lake	16,500	Pierce	Code	Mayor-Council
Bothell	33,240	King	Code	Council-Manager
Bremerton	36,620	Kitsap	First Class	Mayor-Council
Brewster	2,205	Okanogan	Code	Mayor-Council
Bridgeport	2,090	Douglas	Code	Mayor-Council
Brier	6,490	Snohomish	Code	Mayor-Council
Buckley	4,635	Pierce	Code	Mayor-Council
Bucoda	665	Thurston	Town	Mayor-Council
Burien	31,890	King	Code	Council-Manager
Burlington	8,870	Skagit	Code	Mayor-Council
Camas	16,950	Clark	Code	Mayor-Council
Carbonado	650	Pierce	Town	Mayor-Council
Carnation	1,910	King	Code	Council-Manager
Cashmere	3,005	Chelan	Code	Mayor-Council
Castle Rock	2,145	Cowlitz	Code	Mayor-Council
Cathlamet	575	Wahkiakum	Town	Mayor-Council
Centralia	15,570	Lewis	Code	Council-Manager
Chehalis	7,185	Lewis	Code	Council-Manager
Chelan	4,010	Chelan	Code	Mayor-Council

City	Population	County	Class	Government Type
Cheney	10,550	Spokane	Code	Mayor-Council
Chewelah	2,420	Stevens	Second Class	Mayor-Council
Clarkston	7,260	Asotin	Code	Mayor-Council
Cle Elum	1,870	Kittitas	Second Class	Mayor-Council
Clyde Hill	2,815	King	Town	Mayor-Council
Colfax	2,910	Whitman	Second Class	Mayor-Council
College Place	9,035	Walla Walla	Code	Mayor-Council
Colton	420	Whitman	Town	Mayor-Council
Colville	5,040	Stevens	Second Class	Mayor-Council
Conconully	210	Okanogan	Town	Mayor-Council
Concrete	835	Skagit	Town	Mayor-Council
Connell	3,430	Franklin	Code	Mayor-Council
Cosmopolis	1,640	Grays Harbor	Code	Mayor-Council
Coulee City	600	Grant	Town	Mayor-Council
Coulee Dam	1,025	Okanogan	Town	Mayor-Council
Coupeville	1,910	Island	Town	Mayor-Council
Covington	17,530	King	Code	Council-Manager
Creston	250	Lincoln	Town	Mayor-Council
Cusick	195	Pend Oreille	Town	Mayor-Council
Darrington	1,505	Snohomish	Town	Mayor-Council
Davenport	1,740	Lincoln	Second Class	Mayor-Council
Dayton	2,735	Columbia	Code	Mayor-Council
Deer Park	3,450	Spokane	Code	Mayor-Council
Des Moines	29,270	King	Code	Council-Manager
DuPont	7,650	Pierce	Code	Mayor-Council
Duvall	5,980	King	Code	Mayor-Council
East Wenatchee	11,660	Douglas	Code	Mayor-Council
Eatonville	2,405	Pierce	Town	Mayor-Council
Edgewood	9,615	Pierce	Code	Council-Manager
Edmonds	40,900	Snohomish	Code	Mayor-Council
Electric City	985	Grant	Code	Mayor-Council
Ellensburg	17,230	Kittitas	Code	Council-Manager
Elma	3,110	Grays Harbor	Code	Mayor-Council
Elmer City	240	Okanogan	Town	Mayor-Council
Endicott	305	Whitman	Town	Mayor-Council
Entiat	1,170	Chelan	Code	Mayor-Council
Enumclaw	11,460	King	Code	Mayor-Council
Ephrata	7,110	Grant	Code	Mayor-Council
Everett	103,500	Snohomish	First Class	Mayor-Council
Everson	2,285	Whatcom	Code	Mayor-Council
Fairfield	590	Spokane	Town	Mayor-Council
Farmington	135	Whitman	Town	Mayor-Council

City	Population	County	Class	Government Type
Federal Way	88,580	King	Code	Council-Manager
Ferndale	11,080	Whatcom	Code	Mayor-Council
Fife	7,610	Pierce	Code	Council-Manager
Fircrest	6,325	Pierce	Code	Council-Manager
Forks	3,185	Clallam	Code	Mayor-Council
Friday Harbor	2,260	San Juan	Town	Mayor-Council
Garfield	630	Whitman	Town	Mayor-Council
George	550	Grant	Code	Mayor-Council
Gig Harbor	7,165	Pierce	Code	Mayor-Council
Gold Bar	2,150	Snohomish	Code	Mayor-Council
Goldendale	3,745	Klickitat	Code	Mayor-Council
Grand Coulee	940	Grant	Code	Mayor-Council
Grandview	9,405	Yakima	Code	Mayor-Council
Granger	3,065	Yakima	Town	Mayor-Council
Granite Falls	3,375	Snohomish	Code	Mayor-Council
Hamilton	300	Skagit	Town	Mayor-Council
Harrah	595	Yakima	Town	Mayor-Council
Harrington	425	Lincoln	Code	Mayor-Council
Hartline	145	Grant	Town	Mayor-Council
Hatton	110	Adams	Town	Mayor-Council
Hoquiam	8,765	Grays Harbor	Code	Mayor-Council
Hunts Point	465	King	Town	Mayor-Council
Ilwaco	1,070	Pacific	Code	Mayor-Council
Index	155	Snohomish	Town	Mayor-Council
Ione	440	Pend Oreille	Town	Mayor-Council
Issaquah	26,890	King	Code	Mayor-Council
Kahlotus	220	Franklin	Code	Mayor-Council
Kalama	2,505	Cowlitz	Code	Mayor-Council
Kelso	11,840	Cowlitz	Code	Council-Manager
Kenmore	20,450	King	Code	Council-Manager
Kennewick	67,180	Benton	Code	Council-Manager
Kent	88,380	King	Code	Mayor-Council
Kettle Falls	1,655	Stevens	Code	Mayor-Council
Kirkland	49,010	King	Code	Council-Manager
Kittitas	1,150	Kittitas	Code	Mayor-Council
Krupp	60	Grant	Town	Mayor-Council
La Center	2,545	Clark	Code	Mayor-Council
La Conner	870	Skagit	Town	Mayor-Council
Lacey	39,250	Thurston	Code	Council-Manager
LaCrosse	345	Whitman	Town	Mayor-Council
Lake Forest Park	12,820	King	Code	Mayor-Council
Lake Stevens	14,800	Snohomish	Code	Mayor-Council



City	Population	County	Class	Government Type
Lakewood	58,840	Pierce	Code	Council-Manager
Lamont	95	Whitman	Town	Mayor-Council
Langley	1,100	Island	Code	Mayor-Council
Latah	189	Spokane	Town	Mayor-Council
Leavenworth	2,300	Chelan	Second Class	Mayor-Council
Liberty Lake	7,270	Spokane	Code	Mayor-Council
Lind	565	Adams	Town	Mayor-Council
Long Beach	1,535	Pacific	Code	Mayor-Council
Longview	36,010	Cowlitz	Code	Council-Manager
Lyman	450	Skagit	Town	Mayor-Council
Lynden	11,690	Whatcom	Code	Mayor-Council
Lynnwood	35,740	Snohomish	Code	Mayor-Council
Mabton	2,100	Yakima	Code	Mayor-Council
Malden	200	Whitman	Town	Mayor-Council
Mansfield	330	Douglas	Town	Mayor-Council
Maple Valley	20,840	King	Code	Council-Manager
Marcus	170	Stevens	Town	Mayor-Council
Marysville	37,530	Snohomish	Code	Mayor-Council
Mattawa	3,395	Grant	Town	Mayor-Council
McCleary	1,555	Grays Harbor	Code	Mayor-Council
Medical Lake	4,845	Spokane	Code	Mayor-Council
Medina	2,970	King	Code	Council-Manager
Mercer Island	22,720	King	Code	Council-Manager
Mesa	455	Franklin	Code	Mayor-Council
Metaline	165	Pend Oreille	Town	Mayor-Council
Metaline Falls	275	Pend Oreille	Town	Mayor-Council
Mill Creek	18,480	Snohomish	Code	Council-Manager
Millwood	1,660	Spokane	Code	Mayor-Council
Milton	6,535	Pierce	Code	Mayor-Council
Monroe	16,710	Snohomish	Code	Mayor-Council
Montesano	3,565	Grays Harbor	Code	Mayor-Council
Morton	1,140	Lewis	Code	Mayor-Council
Moses Lake	18,930	Grant	Code	Council-Manager
Mossyrock	695	Lewis	Code	Mayor-Council
Mount Vernon	30,800	Skagit	Code	Mayor-Council
Mountlake Terrace	20,960	Snohomish	Code	Council-Manager
Moxee	2,525	Yakima	Code	Mayor-Council
Mukilteo	20,110	Snohomish	Code	Mayor-Council
Naches	765	Yakima	Town	Mayor-Council
Napavine	1,690	Lewis	Code	Mayor-Council
Nespelem	205	Okanogan	Town	Mayor-Council
Newcastle	9,925	King	Code	Council-Manager

City	Population	County	Class	Government Type
Newport	2,020	Pend Oreille	Code	Mayor-Council
Nooksack	1,163	Whatcom	Code	Mayor-Council
Normandy Park	6,485	King	Code	Council-Manager
North Bend	4,760	King	Code	Mayor-Council
North Bonneville	880	Skamania	Code	Mayor-Council
Northport	310	Stevens	Town	Mayor-Council
Oak Harbor	23,360	Island	Code	Mayor-Council
Oakesdale	420	Whitman	Town	Mayor-Council
Oakville	715	Grays Harbor	Code	Mayor-Council
Ocean Shores	4,860	Grays Harbor	Code	Mayor-Council
Odessa	960	Lincoln	Town	Mayor-Council
Okanogan	2,495	Okanogan	Code	Mayor-Council
Olympia	45,250	Thurston	Code	Council-Manager
Omak	4,780	Okanogan	Second Class	Mayor-Council
Oroville	1,750	Okanogan	Code	Mayor-Council
Orting	6,135	Pierce	Code	Mayor-Council
Othello	6,595	Adams	Code	Mayor-Council
Pacific	6,290	King	Code	Mayor-Council
Palouse	1,010	Whitman	Second Class	Mayor-Council
Pasco	54,490	Franklin	Code	Council-Manager
Pateros	630	Okanogan	Code	Mayor-Council
Pe Ell	670	Lewis	Town	Mayor-Council
Pomeroy	1,525	Garfield	Second Class	Mayor-Council
Port Angeles	19,260	Clallam	Code	Council-Manager
Port Orchard	8,440	Kitsap	Second Class	Mayor-Council
Port Townsend	8,895	Jefferson	Code	Council-Manager
Poulsbo	8,855	Kitsap	Code	Mayor-Council
Prescott	320	Walla Walla	Code	Mayor-Council
Prosser	5,110	Benton	Code	Mayor-Council
Pullman	27,600	Whitman	Code	Mayor-Council
Puyallup	38,690	Pierce	Code	Council-Manager
Quincy	6,030	Grant	Code	Mayor-Council
Rainier	1,755	Thurston	Code	Mayor-Council
Raymond	3,010	Pacific	Code	Mayor-Council
Reardan	630	Lincoln	Town	Mayor-Council
Redmond	51,890	King	Code	Mayor-Council
Renton	83,650	King	Code	Mayor-Council
Republic	1,005	Ferry	Code	Mayor-Council
Richland	47,410	Benton	First Class	Council-Manager
Ridgefield	4,215	Clark	Code	Council-Manager
Ritzville	1,740	Adams	Second Class	Mayor-Council
Riverside	330	Okanogan	Town	Mayor-Council

City	Population	County	Class	Government Type
Rock Island	875	Douglas	Code	Mayor-Council
Rockford	493	Spokane	Town	Mayor-Council
Rosalia	640	Whitman	Town	Mayor-Council
Roslyn	1,015	Kittitas	Second Class	Mayor-Council
Roy	870	Pierce	Code	Mayor-Council
Royal City	1,865	Grant	Code	Mayor-Council
Ruston	765	Pierce	Town	Mayor-Council
Sammamish	40,670	King	Code	Council-Manager
SeaTac	25,730	King	Code	Council-Manager
Seattle	602,000	King	First Class	Mayor-Council
Sedro-Woolley	10,070	Skagit	Second Class	Mayor-Council
Selah	7,185	Yakima	Code	Mayor-Council
Sequim	5,715	Clallam	Code	Council-Manager
Shelton	8,965	Mason	Code	Commission
Shoreline	54,320	King	Code	Council-Manager
Skykomish	210	King	Town	Mayor-Council
Snohomish	9,145	Snohomish	Code	Council-Manager
Snoqualmie	9,730	King	Code	Mayor-Council
Soap Lake	1,790	Grant	Second Class	Mayor-Council
South Bend	1,770	Pacific	Code	Mayor-Council
South Cle Elum	575	Kittitas	Town	Mayor-Council
South Prairie	440	Pierce	Town	Mayor-Council
Spangle	275	Spokane	Code	Mayor-Council
Spokane	205,500	Spokane	First Class	Mayor-Council
Spokane Valley	89,440	Spokane	Code	Council-Manager
Sprague	495	Lincoln	Code	Mayor-Council
Springdale	280	Stevens	Town	Mayor-Council
St John	530	Whitman	Town	Mayor-Council
Stanwood	5,590	Snohomish	Code	Mayor-Council
Starbuck	130	Columbia	Town	Mayor-Council
Steilacoom	6,285	Pierce	Town	Mayor-Council
Stevenson	1,455	Skamania	Code	Mayor-Council
Sultan	4,555	Snohomish	Code	Mayor-Council
Sumas	1,326	Whatcom	Code	Mayor-Council
Sumner	9,085	Pierce	Code	Mayor-Council
Sunnyside	15,340	Yakima	Code	Council-Manager
Tacoma	203,400	Pierce	First Class	Council-Manager
Tekoa	830	Whitman	Second Class	Mayor-Council
Tenino	1,535	Thurston	Code	Mayor-Council

City	Population	County	Class	Government Type
Tieton	1,195	Yakima	Code	Mayor-Council
Toledo	695	Lewis	Code	Mayor-Council
Tonasket	1,010	Okanogan	Code	Mayor-Council
Toppenish	9,090	Yakima	Code	Council-Manager
Tukwila	18,170	King	Code	Mayor-Council
Tumwater	16,710	Thurston	Code	Mayor-Council
Twisp	985	Okanogan	Town	Mayor-Council
Union Gap	5,830	Yakima	Code	Mayor-Council
Uniontown	335	Whitman	Town	Mayor-Council
University Place	31,500	Pierce	Code	Council-Manager
Vader	630	Lewis	Code	Mayor-Council
Vancouver	164,500	Clark	First Class	Council-Manager
Waitsburg	1,245	Walla Walla	Charter	Mayor-Council
Walla Walla	31,610	Walla Walla	Code	Council-Manager
Wapato	4,555	Yakima	Second Class	Mayor-Council
Warden	2,605	Grant	Code	Mayor-Council
Washougal	13,870	Clark	Code	Mayor-Council
Washtucna	235	Adams	Town	Mayor-Council
Waterville	1,180	Douglas	Town	Mayor-Council
Waverly	119	Spokane	Town	Mayor-Council
Wenatchee	30,960	Chelan	Code	Mayor-Council
West Richland	11,670	Benton	Code	Mayor-Council
Westport	2,345	Grays Harbor	Code	Mayor-Council
White Salmon	2,220	Klickitat	Code	Mayor-Council
Wilbur	895	Lincoln	Town	Mayor-Council
Wilkeson	460	Pierce	Town	Mayor-Council
Wilson Creek	250	Grant	Town	Mayor-Council
Winlock	1,370	Lewis	Code	Mayor-Council
Winthrop	425	Okanogan	Town	Mayor-Council
Woodinville	10,670	King	Code	Council-Manager
Woodland	5,195	Cowlitz	Code	Mayor-Council
Woodway	1,190	Snohomish	Code	Mayor-Council
Yacolt	1,470	Clark	Town	Mayor-Council
Yakima	84,850	Yakima	First Class	Council-Manager
Yarrow Point	965	King	Town	Mayor-Council
Yelm	5,625	Thurston	Code	Mayor-Council
Zillah	2,770	Yakima	Code	Mayor-Council



## Appendix C

# Acronyms

## A

AACE – American Association of Code Enforcement  
AADT – Annual Average Daily Traffic  
AAE – Advanced Academy of Education  
AASHTO – American Association of State Highway & Transportation Officials  
ACP – Asphalt Concrete Pavement  
ADA – Americans with Disabilities Act  
ADR – Alternate Dispute Resolution  
ADT – Average Daily Traffic  
AFIS – Automated Fingerprint Identification System  
AFSCME – Association of Federal, State, County & Municipal Employees  
AGA – Association of Government Accountants  
ALS – Advanced Life-support System  
AMRL – AASHTO Materials Reference Library  
ANSI – American National Standards Institute  
APR – Admission to Practice Rules, Washington Court Rules  
APWA – American Public Works Association  
AR – Superior Court Administrative Rules, Washington Court Rules  
ARLJ – Administrative Rules for Courts of Limited Jurisdiction, Washington Court Rules  
ASA – Amateur Softball Association  
ASAP – As Soon As Possible  
ATB – Asphalt Treated Base  
ATF – Bureau of Alcohol, Tobacco & Firearms  
AWC – Association of Washington Cities  
AWWA – American Water Works Association

## B

BANANA – Build Absolutely Nothing Anywhere Near Anybody  
BARS – Budgetary Accounting & Reporting System  
BATF – Bureau of Alcohol, Tobacco & Firearms  
BCC – Board of County Commissioners  
BFE – Base Flood Elevation (100 year flood)  
BJAR – Board for Judicial Administration Rules, Washington Court Rules  
BLEA – Basic Law Enforcement Academy  
BLS – Basic Life-support System  
BMP – Best Management Practices  
BMS – Bridge Management System  
BOD – Biochemical Oxygen Demand  
BOD5 – Biochemical Oxygen Demand (five day test)  
BPA – Bonneville Power Administration  
BR – Babe Ruth  
BRAC – Bridge Replacement Advisory Committee  
BRR – Bridge Replacement & Rehabilitation  
BST – Bituminous Surface Treatment  
BZA – Board of Zoning Adjustment

## C

CA – Certification Acceptance  
CAAA – Clean Air Act Amendments of 1990  
CAC – Court Appointed Counsel  
CAFR – Comprehensive Annual Financial Report  
CAO/CEO – Chief Administrative Office/Chief Executive Officer

CAR – Court of Appeals Administrative Rules, Washington Court Rules

CBOD – Carbonaceous Biochemical Oxygen Demand

CC – Centralia College

CCIS – Construction Contracts Information System

CCRA – Chehalis-Centralia Railroad Association

CCRL – Cement & Concrete Reference Laboratory

CDBG – Community Development Block Grant

CE – (NEPA) (SEPA) Categorical Exclusions

CEQ – Council on Environmental Quality (federal)

CEU – Continuing Education Credits

CFR – Code of Federal Regulations

CFS – Cubic Feet per Second

CGFA – Chehalis Girls Fastpitch Association

CGFM – Certified Government Financial Manager

CH<sub>4</sub> – Methane

CHRI – Criminal History Record Information

CI – Confidential Informant

CIP – Capital Improvement Plan

CIRT – Critical Incident Response Team

CJA – Criminal Justice Agency

CJC – Code of Judicial Conduct, Washington Court Rules

CJCRP – Commission on Judicial Conduct Rules of Procedure, Washington Court Rules

CJTC – Criminal Justice Training Commission

CL<sub>2</sub> – Chlorine

CLCG – Centralia Landfill Closure Group

CM – City Manager

CM/AQ – Congestion Mitigation & Air Quality Program

CMC – Certified Municipal Clerk; Chehalis Municipal Code

CMFA – Certified Municipal Finance Administrator

CMS – Congestion Management System

CO<sub>2</sub> – Carbon Dioxide

COA – Condition of Award

COBRA – Consolidated Omnibus Budget Reconciliation Act of 1985

COE – U.S. Army Corps of Engineers

COM – WA State Dept. of Commerce

COMPLY – Complaint Resolution/Nuisance Abatement System

CPA – Certified Public Accountant

CPS – Child Protective Services

CR – Superior Court Civil Rules, Washington Court Rules

CRLJ – Civil Rules for Courts of Limited Jurisdiction, Washington Court Rules

CrR – Superior Court Criminal Rules, Washington Court Rules

CrRLJ – Criminal Rules for Courts of Limited Jurisdiction, Washington Court Rules

CRAB – County Road Administration Board

CRS – Community Rating System

CS – Community Service; Civil Service

CSAC – Child Sexual Assault Clinic

CTR – Commute Trip Reduction (legislation)

CUF – Commercially Useful Function

CUP – Conditional Use Permit

CWA – Clean Water Act

## D

DAF – Damage Assessment Forms

DARE – Drug Abuse Resistance Education

DB – Disadvantaged Business

DBE – Disadvantaged Business Enterprise

DCTED – WA State Dept. of Community, Trade, & Economic Development

DEA – Drug Enforcement Administration

DEIS – Draft Environmental Impact Statement

DFO – Disaster Field Offices

DHV – Design Hourly Volume  
 DISCIS – District/Municipal Court Information System  
 DMR – Discharge Monitoring Report  
 DNR – WA State Dept. of Natural Resources  
 DNS – Declaration of Non-Significance  
 DOC – WA State Dept. of Corrections; WA State Dept. of Commerce  
 DOE – WA State Dept. of Ecology; WA State Dept. of Energy  
 DOH – WA State Dept. of Health  
 DOI – US Dept. of Interior  
 DOL – WA State Dept. of Licensing  
 DOR – WA State Dept. of Revenue  
 DOT – WA State Dept. of Transportation  
 DRC – Development Review Committee  
 DRJ – Discipline Rules for Judges, Washington Court Rules  
 DRM – Disaster Recovery Manager  
 DRS – WA State Dept. of Retirement Systems  
 DSHS – WA State Dept. of Social & Health Services  
 DSR – Damage Survey Report  
 DUI – Driving Under the Influence

## E

E911 – Enhanced 911  
 EA – Environment Assessment; Economic Area  
 EDC – Economic Development Council  
 EEO/AA – Equal Employment Opportunity/Affirmative Action  
 EEOC – Equal Employment Opportunity Commission  
 EFSEC – Energy Facility Site Evaluation Council  
 EHM – Electronic Home Monitoring  
 EIS – Environmental Impact Statement  
 EMD – WA State Military Dept. Emergency Management Division  
 EMS – Emergency Medical Services

EMT – Emergency Medical Technician  
 EO – Executive Order  
 EOC – Emergency Operations Center  
 EOE – Equal Opportunity Employer  
 EPA – Environmental Protection Agency  
 EQA – Environmental Quality Administrator  
 ER – Washington Rules of Evidence, Washington Court Rules  
 ERISA – Employee Retirement Income Security Act of 1974  
 ERU – Equivalent Residential Unit (for measuring water-sewer capacity and demand)  
 ESA – Endangered Species Act  
 ESU – Equivalent Service Unit (for measuring stormwater utility fees)

## F

F & WS – Federal Fish & Wildlife Service  
 FA – Federal Aid  
 FAA – Federal Aviation Administration  
 FAPG – Federal Aid Policy Guide  
 FAS – Federal Aid Secondary  
 FAUS – Federal Aid Urban Systems  
 FBI – Federal Bureau of Investigation  
 FCC – Federal Communications Commission  
 FEIS – Final Environmental Impact Statement  
 FEMA – Federal Emergency Management Agency  
 FERC – Federal Energy Regulatory Commission  
 FHWA – Federal Highway Administration  
 FHZ – Flood Hazard Zone  
 FICA – Federal Insurance Contribution Act  
 FIRM – Flood Insurance Rate Maps  
 FLSA – Fair Labor Standards Act  
 FMLA – Family Medical Leave Act  
 FOG – Fats, Oils, & Greases



FONSI – Finding Of No Significant Impact

FOR – Flood Of Record

FTA – Failure To Appear; Federal Transit Administration

FTC – Failure to Comply

FWCA – Fish & Wildlife Coordination Act

FWPCA – Federal Water Pollution Control Act

FY – Fiscal Year

FYI – For Your Information

## G

G & O – Gibbs & Olson

GAAP – Generally Accepted Accounting Principles

GAR – Governor's Authorized Representative

GASB – Governmental Accounting Standards Board

GFOA – Governmental Finance Officers Association

GIS – Geographic Information System

GMA – Growth Management Act

GPM – Gallons Per Minute

GR – General Rules, Washington Court Rules

GREAT – Gang Resistance Education And Training

GSP – General Special Provisions

## H

H<sub>2</sub>S – Hydrogen Sulfide

HBRRP – Highway Bridge Replacement & Rehabilitation Program

HHS, HES – High Hazard & Hazard Elimination Systems; Health & Human Services

HHW – Household Hazard Waste

HITS – Homicide Investigation Tracking System

HMO – Health Maintenance Organization

HOV – High-Occupancy Vehicle

HPR – High Planning & Research

HR – Human Resources

HUD – US Dept. Housing & Urban Development

## I

I & I – Inflow & Infiltration (stormwater intrusion in sanitary sewer lines)

IAATI – International Association of Auto Theft Investigators

IACP – International Association of Chiefs of Police

ICBO – International Conference of Building Officials

ICMA – International City/County Management Association

IIMC – International Institute of Municipal Clerks

IISC – Institute ISTE A Steering Committee

IM – Instructional Memorandum

IMS – Intermodal Management System

IRLJ – Infraction Rules for Courts of Limited Jurisdiction, Washington Court Rules

IRC – Internal Revenue Code

IRS – Internal Revenue Service

ISTEA – Intermodal Surface Transportation Efficiency Act of 1991

ITE – Institute of Transportation Engineers

## J

JARPA – Joint Aquatic Resources Permit Application

JIS – Judicial Information System

JISCR – Judicial Information System Committee Rules, Washington Court Rules

JuCR – Juvenile Court Rules, Washington Court Rules

JUVIS – Juvenile Information System

## K

K-9 – Canine

## L

L & I – WA State Dept. Labor & Industries

LA – Local Agency

LAG – Local Agency Guidelines

LAW – Law Enforcement Administrators of Washington

LC – Lewis County

LCSO – Lewis County Sheriff's Office

LED – Law Enforcement Digest

LEIRA – Law Enforcement Information Records Association

LEOFF – Law Enforcement Officers & Fire Fighters Retirement System

LF – Load Factor

LGPI – Local Government Personnel Institute

LID – Local Improvement District

LL – Little League

LPA – Local Public Agency

LRFD – Load & Resistance Factor Design

LRP – Long-Range Plan

LULU – Locally Unwanted Land Use

## M

MAR – Superior Court Mandatory Arbitration Rules, Washington Court Rules

MBE – Minority (Owned) Business Enterprise

MCHA – Mason County Housing Authority

MDL – Method Detection Level

mg/l – milligrams per liter

MGD – Million Gallons per Day

ML – Mixed Liquor (an activated sludge treatment stream)

MLS – Mixed Liquor Suspended Solids

MLVSS – Mixed Liquor Volatile Suspended Solids

MO – Modus Operandi (mode of operation, method of procedure)

MOA – Memorandum of Agreement

MOU – Memorandum of Understanding

MPO – Metropolitan Planning Organization

MPR – Superior Court Mental Proceedings Rules, Washington Court Rules

MRSC – Municipal Research Services Center

MSA – Metropolitan Statistical Area

MSD – Material Sources Data

MSDS – Material Safety Data Sheet

MSW – Municipal Solid Waste

MTA of US & C – Municipal Treasurers Association of United States & Canada

MUTCD – Manual on Uniform Traffic Control Devices

MVET – Motor Vehicle Excise Tax

## N

NA – Not Applicable; Not Available

NAAQS – National Ambient Air Quality Standards

NACA – National Animal Control Association

NACHP – National Advisory Council for Historic Preservation

NASR – National Association of Search & Rescue

NATIA – National Technical Investigators Association

NBI – National Bridge Inventory

NBIS – National Bridge Inspection Standards

NBMA – Northwest Biosolids Management Association

NCHRP – National Cooperative Highway Research Program

NCIC – National Crime Information Center

NCIET – National Certification in Engineering Technologies

NEC – National Electric Code

NEPA – National Environment Policy Act

NH<sub>3</sub><sup>+</sup> – Ammonium

NH<sub>4</sub> – Ammonia

NHS – National Highway System

NIJ – National Institute of Justice

NIMBY – Not In My Backyard

NLC – National League of Cities

NLETS – National Law Enforcement Telecommunications System

NMFS – National Marine Fisheries Service

NPDES – National Pollutant Discharge Elimination System

NPS – National Park Services

NSA – National Softball Association

## O

OA – Obligation Authority

OAC – Office of the Administrator for the Courts

OAHP – Office of Archaeological & Historic Preservation

OASI – Old Age & Survivors Insurance

OEO – Office of Equal Opportunity

OFCCP – Office of Federal Contract Compliance Programs

OFM – WA State Office of Financial Management

OJT – On-the-Job Training

OMB – Office of Management & Budget

OMWBE – Office of Minority & Women's Business Enterprise

OSHA – Occupational Safety & Health Act

OST – Office of the Secretary of Transportation

OWLA – Oregon Washington Lawmans Association

## P

P & PSC – Planning & Programming Service Center

APAW – Planning Association of Washington

PC – Personal Computer; Planning Commission; Personal Compensation

PCAA – Planning & Community Affairs Agency

PCC – Portland Concrete Cement

PDA – Preliminary Damage Assessment

PE – Preliminary Engineering; Professional Engineer

PERC – Public Employment Relations Commission

PFO – Professional Finance Officer

pH – percent hydrogen ion (measurement of acidity or basicity)

PHSA – Public Health Service Act

PL – Public Law

PM – Project Manager

PMS – Pavement Management System

PNPCA – Pacific Northwest Pollution Control Association

POTW – Publicly Owned Treatment Works (a wastewater treatment plant)

PPE – Personal Protective Equipment

PPM – Parts Per Million; Policy & Procedure Manual

PPO – Preferred Provider Organization

PR – Preliminary Report

PS – Professional Services

PS & E – Plans, Specifications, & Estimates

PSEA – Public Safety Education Assessment

PSP – Possession of Stolen Property

PTMS – Public Transportation Management System

PUD – Public Utility District

PW – Public Works

PWTF – Public Works Trust Fund

## Q

QA – Quality Assurance

QC – Quality Control

QL – Quantitation Level

## R

R & D – Research & Development

R/R – Railroad

R/W – Right of Way

RAP – Record of Arrest & Prosecution  
 RAP – Rules of Appellate Procedure, Washington Court Rules  
 RAS – Return Activated Sludge  
 RCW – Revised Code of Washington  
 REET – Real Estate Excise Tax  
 RI/FS – Remedial Investigation/Feasibility Study  
 RLD – Rules for Lawyer Discipline, Washington Court Rules  
 ROD – Record of Decision  
 ROW – Right of Way  
 RPC – Rules of Professional Conduct, Washington Court Rules  
 RRS – Railway-Highway Grade Crossing  
 RTPPO – Regional Transportation Planning Organization (LC or SW WA)

## S

S & R – Search & Rescue  
 SAA – Substance Abuse Assessment  
 SAO – WA State Auditor's Office  
 SAR – Supreme Court Administrative Rules, Washington Court Rules  
 SBA – Small Business Administration  
 SCAR – Supplemental Court of Appeals Administrative Rule, Washington Court Rules  
 SCBA – Self Contained Breathing Apparatus  
 SCOMIS – Superior Court Management Information System  
 SCS – Soil Conservation Service  
 SDP – Substantial Development Permit  
 SDWA – Safe Drinking Water Act  
 SEPA – State Environmental Policy Act  
 SHN – Strategic Highway Network  
 SHPO – State Historical Preservation Officer  
 SID – State Identification Number  
 SIP – State Implementation Plan  
 SLAPP – Strategic Lawsuit Against Public Participation  
 SMA – Shorelines Management Act  
 SMS – Safety Management System  
 SMSA – Standard Metropolitan Statistical Area  
 SO<sub>2</sub> – Sulfur Dioxide  
 SOP/SOPP – Standard Operating Practice/Standard Operating Policies & Procedures  
 SO – Single Occupancy Vehicle  
 SPR – Superior Court Special Proceedings Rules, Washington Court Rules  
 SS – Suspended Solids  
 STIP – Statewide Transportation Improvement Program  
 STP – Surface Transportation Program; Sewage Treatment Plant; Seattle To Portland (bike ride)  
 SWAC – Solid Waste Advisory Committee  
 SWFOA – Southwest Washington Finance Officers Association  
 SWIBS – State of Washington Inventory of Bridges & Structures  
 SWRTC – Southwest Washington Regional Transportation Council

## T

TA – Tentative Approval, Travel Authorization  
 TCCC – Twin Cities Chamber of Commerce  
 TCM – Transportation Control Measures  
 TCP – Traffic Control Plan  
 TCS – Twin City Slowpitch  
 TDM – Transportation Demand Management  
 TIB – Transportation Improvement Board  
 TIP – Transportation Improvement Program  
 TMA – Transportation Management Areas  
 TMDL – Total Maximum Daily Load  
 TMS – Traffic Monitoring System  
 TRB – Transportation Research Board

TS & L – Type, Size, & Location State of Design

TSM – Transportation Management System

TSME – Transportation Systems Management Element

TSS – Total Suspended Solids

## U

UBC – Uniform Building Code

UFC – Uniform Fire Code

UGA – Urban Growth Area

ULID – Utility Local Improvement District

UMC – Uniform Mechanical Code

UNET – Unified Narcotics Enforcement Network

UPC – Uniform Plumbing Code

USC – United States Code

USDA – US Dept. of Agriculture

USDOJ – US Dept. of Justice

USDOL – US Dept. of Labor

USDOT – US Dept. of Transportation

USFS – US Forest Service

USFWS – US Fish & Wildlife Service

UTC – Utilities & Transportation Commission

## V

VSS – Volatile Suspended Solids

## W

WAC – Washington Administrative Code

WACA – Washington Animal Control Association

WACE – Washington Association of Code Enforcement

WACIC – Washington Crime Information Computer

WACO – Washington Association of County Officials

WAPA – Washington Association of Prosecuting Attorneys

WAS – Waste Activated Sludge

WASIS – Washington State Identification System

WASPC – Washington Association of Sheriff & Police Chiefs

WCIA – Washington Cities Insurance Authority

WCMA – Washington City/County Management Association

WDFW – Washington State Dept. of Fish & Wildlife

WETRC – Washington Environmental Training Resource Center

WFOA – Washington Finance Officers Association

WISHA – Washington Industrial Safety & Health Act

WMCA – Washington Municipal Clerks Association

WMTA – Washington Municipal Treasurers Association

WRPA – Washington Recreation & Parks Association

WSA – Washington Sheriffs Association

WSAC – Washington State Association of Counties

WSCPAC – Washington State Crime Prevention Association;  
Washington Society of CPAs

WSDOT – Washington State Dept. of Transportation

WSEC – Washington State Energy Code

WSEO – Washington State Energy Office

WSHNA – Western States Hostage Negotiation Association

WSIN – Western States Information Network

WSNIA – Washington State Narcotics Investigators  
Association

WSP – Washington State Patrol

WSPCA – Washington State Patrol Canine Association

WSTOA – Washington State Tactical Officers Association

WTP – Water Treatment Plant

WUTC – Washington Utilities & Transportation Commission

WWTP – Wastewater Treatment Plant

## Appendix D

# GMA Cities

### GMA Required

City	County
Airway Heights	Spokane
Algona	King
Anacortes	Skagit
Arlington	Snohomish
Auburn	King
Battle Ground	Clark
Beaux Arts Village	King
Bellevue	King
Bellingham	Whatcom
Benton City	Benton
Black Diamond	King
Blaine	Whatcom
Bonney Lake	Pierce
Bothell	King
Brier	Snohomish
Buckley	Pierce
Bucoda	Thurston
Burien	King
Burlington	Skagit
Camas	Clark
Carbonado	Pierce
Carnation	King
Cashmere	Chelan
Centralia	Lewis
Chehalis	Lewis
Chelan	Chelan
Cheney	Spokane
City	County
Clyde Hill	King
Concrete	Skagit
Connell	Franklin
Coulee City	Grant
Covington	King
Darrington	Snohomish
Deer Park	Spokane
Des Moines	King

City	County
DuPont	Pierce
Duvall	King
Eatonville	Pierce
Edgewood	Pierce
Edmonds	Snohomish
Electric City	Grant
Entiat	Chelan
Enumclaw	King
Ephrata	Grant
Everett	Snohomish
Everson	Whatcom
Fairfield	Spokane
Federal Way	King
Ferndale	Whatcom
Fife	Pierce
Fircrest	Pierce
Forks	Clallam
George	Grant
Gig Harbor	Pierce
Gold Bar	Snohomish
Grand Coulee	Grant
Grandview	Yakima
Granger	Yakima
Granite Falls	Snohomish
Hamilton	Skagit
Harrah	Yakima
Hartline	Grant
Hunts Point	King
Index	Snohomish
Issaquah	King
Kahlotus	Franklin
Kenmore	King
Kennewick	Benton
Kent	King
Kirkland	King
Krupp	Grant

City	County
La Center	Clark
La Conner	Skagit
Lacey	Thurston
Lake Forest Park	King
Lake Stevens	Snohomish
Lakewood	Pierce
Latah	Spokane
Leavenworth	Chelan
Liberty Lake	Spokane
Lyman	Skagit
Lynden	Whatcom
Lynnwood	Snohomish
Mabton	Yakima
Maple Valley	King
Marysville	Snohomish
Mattawa	Grant
Medical Lake	Spokane
Medina	King
Mercer Island	King
Mesa	Franklin
Mill Creek	Snohomish
Millwood	Spokane
Milton	Pierce
Monroe	Snohomish
Morton	Lewis
Moses Lake	Grant
Mossyrock	Lewis
Mount Vernon	Skagit
Mountlake Terrace	Snohomish
Moxee	Yakima
Mukilteo	Snohomish
Naches	Yakima
Napavine	Lewis
Newcastle	King
Nooksack	Whatcom
Normandy Park	King

City	County
North Bend	King
Olympia	Thurston
Orting	Pierce
Pacific	King
Pasco	Franklin
Pe Ell	Lewis
Port Angeles	Clallam
Port Townsend	Jefferson
Prosser	Benton
Puyallup	Pierce
Quincy	Grant
Rainier	Thurston
Redmond	King
Renton	King
Richland	Benton
Ridgefield	Clark
Rockford	Spokane
Roy	Pierce
Royal City	Grant
Ruston	Pierce
Sammamish	King
SeaTac	King
Seattle	King
Sedro-Woolley	Skagit
Selah	Yakima
Sequim	Clallam
Shelton	Mason
Shoreline	King
Skykomish	King
Snohomish	Snohomish
Snoqualmie	King
Soap Lake	Grant
South Prairie	Pierce
Spangle	Spokane
Spokane	Spokane

City	County
Spokane Valley	Spokane
Stanwood	Snohomish
Steilacoom	Pierce
Sultan	Snohomish
Sumas	Whatcom
Sumner	Pierce
Sunnyside	Yakima
Tacoma	Pierce
Tenino	Thurston
Tieton	Yakima
Toledo	Lewis
Toppenish	Yakima
Tukwila	King
Tumwater	Thurston
Union Gap	Yakima
University Place	Pierce
Vader	Lewis
Vancouver	Clark
Wapato	Yakima
Warden	Grant
Washougal	Clark
Waverly	Spokane
Wenatchee	Chelan
West Richland	Benton
Wilkeson	Pierce
Wilson Creek	Grant
Winlock	Lewis
Woodinville	King
Woodway	Snohomish
Yacolt	Clark
Yakima	Yakima
Yarrow Point	King
Yelm	Thurston
Zillah	Yakima

## GMA Opted

City	County
Bridgeport	Douglas
Chewelah	Stevens
Cle Elum	Kittitas
College Place	Walla Walla
Colville	Stevens
Cusick	Pend Oreille
Dayton	Columbia
East Wenatchee	Douglas
Ellensburg	Kittitas
Ilwaco	Pacific
Ione	Pend Oreille
Kettle Falls	Stevens
Kittitas	Kittitas
Long Beach	Pacific
Mansfield	Douglas
Marcus	Stevens
Metaline	Pend Oreille
Metaline Falls	Pend Oreille
Newport	Pend Oreille
Northport	Stevens
Pomeroy	Garfield
Prescott	Walla Walla
Raymond	Pacific
Republic	Ferry
Rock Island	Douglas
Roslyn	Kittitas
South Bend	Pacific
South Cle Elum	Kittitas
Springdale	Stevens
Starbuck	Columbia
Waitsburg	Walla Walla
Walla Walla	Walla Walla
Waterville	Douglas



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