Municipal Research News

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Local Government Success

We are here to clarify the issues and help local government leaders on specific procedures, such as notice requirements, exemptions, and penalties. Our 1-2 page OPMA Practice Tips provide bulleted guidance and checklists to help agencies stay in compliance on specific procedures, such as notice requirements, meeting minutes, meeting agendas, executive sessions, and more.

MRSC has published and/or updated many resources over the past few months. Here’s a quick overview of some items, all of which can be accessed for free at MRSC’s website.

Open Public Meetings Act covers tricky topics like procedural requirements, exemptions, and penalties. Our 1-2 page OPMA Practice Tips provide bulleted guidance and checklists to help agencies stay in compliance on specific procedures, such as notice requirements, meeting minutes, meeting agendas, executive sessions, and more.

2024 Budget Suggestions covers topics that impact city and county budgets, including state shared revenue distributions, new legislation, and economic trends.

Making Your Public Works Contracts More Inclusive offers best practices in how to attract a broader pool of bidders for your public works projects, increasing competition and leading to better pricing for your agency.
2023 LEGISLATIVE SESSION Outcomes for Procurement and Contracting

The 2023 legislative session saw many bills pass that impact procurement and contracting for local governments, including SB 5268, HB 1050, HB 1086, HB 1621, HB 1777, SB 5088, and SB 5342.

MODIFICATIONS TO SMALL WORKS ROSTER REQUIREMENTS

SB 5268 makes several amendments, adds new sections, and repeals multiple RCWs related to small public works roster projects. Effective July 1, 2023, port districts and irrigation districts may now use a small works roster process for projects up to $350,000.

The following updates will be effective July 1, 2024:

- Local government authorization to use small works rosters will expand. SB 5268 updates the definition of all “authorized local governments,” defined in the legislation as “a political subdivision of the state, school district, or special purpose district with public works authority.”
- Small businesses bidding on public works now have a common definition.
- The Office of Minority and Women’s Business Enterprises (OWMBE) will house a new small business certification program.
- MRSC Rosters will become the designated statewide roster.
- The small works roster contracting process in RCW 39.04.155 will be updated. The previous limited public works threshold of $50,000 is replaced by a new threshold of $150,000, and the change also allows for direct contracting under certain conditions. A state agency or local government will notify all contractors in the roster category for projects with an estimated cost of $150,000-$350,000.
- There is no requirement for retainer or performance bonds for small public works contracts under $5,000. For contracts under $150,000, agencies can still allow 10% retainer in lieu of bonds as provided in RCW 39.08.010.
- The Department of Enterprise Services (DES) will make available templates for bid invitations, bidding, and contracting.

APPRENTICESHIP UTILIZATION EXPANDED

HB 1050 expands apprenticeship utilization requirements to “municipalities” as defined in RCW 39.04.010, including cities, counties, towns, port districts, or other public agencies authorized by law to require the execution of public work projects, except for various diking/drainage/irrigation districts.

The expanded requirements do not apply to contracts awarded by state agencies headed by a separately elected public official or housing authorities as defined in RCW 35.82.020.

Under HB 1050, 15% of total labor hours must be performed by apprentices on public works contracts awarded by a local government in the following manner (and by the following date):
- If the contract is estimated to cost more than $2 million (effective July 1, 2024)
- If the contract is estimated to cost more than $1.5 million (effective July 1, 2026, and until July 1, 2028)
- If the contract is estimated to cost more than $1 million (effective July 1, 2028)

The Department of Labor and Industries (L&I) and MRSC are tasked with providing training, information, and ongoing technical assistance to help local governments comply with these new requirements. These in-person and virtual training opportunities will be posted on MRSC’s Upcoming Trainings webpage.

INCREASED/STANDARDIZED LIMITS FOR PROCUREMENT CONTRACTS

HB 1621 standardizes procurement rules for first-class cities (RCW 35.22.620), second-class cities and towns (RCW 35.23.332), public utility districts (RCW 54.04.070), water-sewer districts (RCW 57.08.020), and fire protection districts (RCW 94.14.110).

Effective July 23, 2023, the Capital Projects Advisory Board is tasked with making recommendations to the appropriate state committees by December 31, 2023.
The following updates will be effective June 30, 2024:

- For public utility districts (PUDs) and water sewer districts (WSDs), the amount for which any public work ordered must be by contract has been increased to $150,000 if more than a single craft or trade is involved or $75,500 with a single craft/trade.
- The ability for a second-class city or town to pursue public works by contract or day labor without calling for bids has been increased to $150,000 if more than a single craft or trade is involved or $75,500 with a single craft/trade.
- If a second-class city or town needs to purchase supplies, material, or equipment not related to public work, this will no longer require competitive bidding if the cost exceeds $7,500. Any purchase of supplies, material, or equipment not related to a public work with an estimated cost of more than $40,000 shall be by contract. If the estimated purchase is between $40,000—50,000, purchases shall be made using the vendor list process in RCW 39.04.190.

For fire protection districts (FPDs), the limit where formal sealed bidding is not required for materials supplies or equipment not related to a public work has been increased to $75,500. If the estimated purchase is between $75,500—150,000, purchases shall be made using the vendor list process in RCW 39.04.190. Additionally, the amount for any public works ordered must be by contract is increased to $150,000 if more than a single craft or trade is involved or $75,500 with a single craft/trade.

- A standard definition of 'lowest responsible bidder' has been added for first-class cities, PUDs, WSDs, and FPDs.
- Current employees of first-class cities, second-class cities or towns, WSDs, and FPDs are allowed to perform work under a public works contract for one year from the date of a final determination of contractor verification for subcontractor responsibility criteria is expanded to include verification of a plumbing contractor license.
- The prohibition on bidding on future contract provisions in RCW 39.12.050 is expanded to include plumbing contractors as being subject to potential sanctions if provisions of this RCW are violated. A similar prohibition in RCW 39.12.055 is expanded to include plumbing, elevator, and electrical contractors. Any contractor from these groups will not be allowed to bid on any public works contract for one year from the date of a final determination if they have committed any combination of two violations or infractions within a five-year period (RCW 39.12.055).
TACKLING THE BIG ONES
Strategies for Broad Public Records Requests

MRSC often gets asked for guidance or best practices on handling public records requests that result in a large volume of records, so here are a few strategies we’ve collected over the years that your jurisdiction may be able to adopt.

BY SARAH DOAR, MRSC LEGAL CONSULTANT

FIRST, A WARNING FOR RECORDS STAFF
Resist the urge to interpret a request narrowly. Somewhat you will get a request that is worded in such a manner that it could encompass a very broad category of records, but you think the requestor really only wants a much smaller group of records.

For example, you get a request for all records related to development on Main Street for the last two years. There happens to be a single project on Main Street that is currently drawing a lot of public attention. Surely, the requestor only wants records related to that project and not the multi-year water main replacement project that was completed 18 months ago?

No. You cannot assume that the requestor does not want the water main records, but before you start pulling all those records, consider reaching out to the requestor and explaining that their request as written encompasses multiple categories of records and invite them to narrow their request. Note this is not a request for clarification. Their request as written is clear — just very broad. I point this out because a request to narrow the scope is not one of the ways you can respond to a records request within five business days. Instead, inform the requestor that you will provide the first installment of records on a certain date based on the broader interpretation of the request as written but give them an opportunity to narrow the scope before they start incurring copy charges.

IT’S A MARATHON, PACED YOURSELF
One good strategy is to adopt a triage or tiered system to evaluate records requests as they come in. Routine requests, such as those that clearly identify the specific documents they are looking for, can be slotted into one queue since these typically can be completed within the first five days. More complex requests are put into a different queue with a certain amount of staff time dedicated to responding to those requests each week or month.

For those jurisdictions that do not have dedicated records staff, in order to prevent excessive interference with other essential functions of the agency as mentioned in RCW 42.56.100, it may be necessary to adopt policies that specifically limit how much time is spent processing requests.

A FAILURE TO PLAN, IS A PLAN TO FAIL
When tackling a big request, it is imperative to develop a strategy and follow it. Break up the request into types of records, probable locations, email boxes, etc. Identify the low-hanging fruit that you’ll likely be able to produce with little or no redaction or advanced review. Get a feel for the documents and identify which exemptions are likely to apply and take these in chunks. Develop your plan in consultation with the folks that actually work with the records and have periodic check-ins to be sure the process is working. Carefully track each step in your plan and be sure to get that dopamine hit when you can check off an item from the list.

NO FREE RIDES
The Public Records Act (PRA) allows jurisdictions to adopt fees for copying or providing digital records (RCW 42.56.120). Some jurisdictions have not adopted a fee schedule or have opted to waive the fee if under a certain dollar amount, like $5 dollars, with the reasoning that the cost is staff time to produce and collect the fee is greater than the amount that can be recouped. However, I believe this practice invites abuse of the system. Requestors can ask the jurisdiction to perform a significant amount of work without appreciating the strain on the system or they can break up their requests into multiple submissions to try and stay under the fee threshold. At the very least, every jurisdiction should seriously consider charging for records — even if only a few cents. If you do opt to have a minimum fee threshold, consider making it per requestor during a certain timeframe (i.e., monthly) rather than per request.

If you charge fees, you can also take advantage of the up to 10% deposit option discussed in RCW 42.56.120(4). After your initial evaluation of the request, you can estimate what the charges will be for the entire production and require a deposit up front — before you begin some of the more arduous aspects of reviewing the documents. You can also charge (or credit against the deposit) for each installment of records as they become available. If the requestor fails to claim (e.g., pay for) the records, you are “not obligated to fulfill the balance of the request” and can deem it abandoned.

KEEPING IT STRAIGHT
As you produce records, it is important to keep track of exactly which records have been produced and whether they have been claimed. Technically, the PRA does not require agencies to keep a copy of all the records produced in response to a request, but there are a few reasons this may be a good idea. The first, as mentioned in the Washington State Attorney General’s (AGO) Model Rules on Public Disclosure, involves requests for records produced in response to other requests. See WAC 44-14-600(5)(c). You can save yourself a lot of duplicate effort if you do not have to recreate your prior work.

Further, RCW 40.14.026(4) requires agencies to maintain a public records request log that includes a description of the records produced, redacted, and/or withheld in response to a request. For very large requests, it may not be feasible to individually list each record. Providing a brief categorical description in the log with a notation that a copy of the complete production is stored elsewhere should meet this statutory obligation.

Another reason is the possibility of litigation. Having a copy of all produced records may help defend your agency against a claim that you did not provide a requested record. We also recommend that you apply a page number to all records produced in a process called Bates Stamping — again, it is easier to spot missing records if there is a break in the sequential numbering.

As you produce records in installments, you will want to keep track of whether the requestor claimed the records. A records request can be considered abandoned if a reasonable time has passed since the request or was notified that the requested records were available. The Model Rules on Public Disclosure indicate 30 days is a reasonable time period to wait (WAC 44-14-600(5)).

When it comes to digital records, we recommend using a method of delivery that allows you to know whether the records have been claimed within that reasonable time period, such as an online records portal or document exchange platform. Emailing several emails with lots of attachments invites the possibility of attachment errors, having your water filtered into junk email folders or blocked as spam, and the passive receipt by the requestor, which will not definitively indicate if a request has been abandoned.

KNOW WHEN TO ASK FOR HELP
Sometimes, we need to recognize when even all our best strategies fall short, and we can’t go it alone. Some jurisdictions have started to turn to outside contractors and vendors to assist in managing, searching, and/or responding to large requests — some on an ad-hoc basis and others on a longer-term, continuing-support basis. There are costs associated with such services, but the math may work out for your agency. However, strong agreements must be in place to control any access and inadvertent release of confidential information.

Additionally, the AGO’s Local Government Public Records Consultation Program will come onsite and help customize your jurisdiction’s strategies for responding to records requests so that you are better prepared for the big ones. And as always, we at MRSC are available to folks at cities, counties, and qualifying special purpose districts — even if you just need a friendly ear to listen.

Sarah Doar, Legal Consultant, writes on many aspects of government business, including compliance with public records and open meeting laws, land use issues, and environmental law.

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PETS IN THE WORKPLACE

“Stay” or “Go to your Crate?”

BY STEVE GROSS
MRSC LEGAL CONSULTANT

I think the only thing more divisive than the question of animals in the workplace is what kind of coffee (or tea) should be in the break room. So, let’s talk about when (or if) local government agencies should allow pets in the office.

NO PETS! WE’RE WORKING HERE

But first, let’s be clear this article is not primarily concerned about service animals, which are defined in RCW 49.60.040(24):

“Service animal” means any dog or miniaturized horse, as discussed in RCW 49.60.214, that is individually trained to do work or perform tasks for the benefit of an individual with a disability, including a physical, sensory, psychiatric, intellectual, or other mental disability. The work or tasks performed by the service animal must be directly related to the individual’s disability.

Additionally, you may be asked to allow emotional support animals (ESA) at work, and this includes comfort animals and therapy dogs. The ability to bring a service animal to work implicates the individual’s disability. Service animals, whether for emotional or other support, must be allowed in unless they create an actual risk of harm or undue hardship.

Your agency’s code or regulations may allow ESAs to be treated similarly to service animals to assist persons with disabilities. If an employee asks to bring an ESA to work as an accommodation, you would go through the same iterative process that applies to any other accommodation request. See the U.S. Equal Employment Opportunity Commission’s Enforcement Guidance: Reasonable Accommodation and Undue Hardship Under the ADA (2002) for more on reasonable accommodations.

Many of the negative aspects can be mitigated by good policies that are enforced consistently. A good policy will address these issues:

- What kind of pets will you allow?
- How often can someone bring their pet to the office? Emergencies only, special occasions, or more frequently?
- Who approves a pets-at-work policy?
- Will you require the pet owner to have their own insurance?
- Will you require the pet owner to have an ESA to work as an accommodation?
- Will you require the pet owner to sign a release/indemnification agreement?
- Can anyone “veto” it? Does it take unanimous consent by immediate coworkers?
- Do you want to impose licensing/vaccination requirements?
- If you require the pet owner to “defend, indemnify, and hold harmless” the agency for harm the animal might cause to someone else, the person harmed will still likely seek to hold the agency responsible for harm caused by the pet.

BACK TO PETS

Even if the animal is not a service animal or ESA, some folks just want to bring their furry friends to work. Doing so may make things easier for the staff member, especially if there’s no one else at home to take care of the pet, but, as with most issues, there are at least two sides to consider. Agencies will have to balance the positive (work-life balance for the owner, “bonding” among employees that like animals) and the negative aspects (distraction from work, possible damage to facilities, possible harm to other people, potential for an allergic reaction from a coworker).

At a minimum you’ll want the pet owner to release your agency for harm that might come to the pet. On the other hand, even if you require the pet owner to “defend, indemnify, and hold harmless” the agency for harm the animal might cause to someone else, the person harmed will still likely seek to hold the agency responsible for harm caused by the pet.

FINAL THOUGHTS

As agencies adjust to a post-pandemic workforce, this and other quality-of-life issues become even more important to staff. Consider whether allowing pets in the office aligns with your Diversity, Equity, Inclusiveness, and Belonging (DEIB) policies and your wellness programs. Whatever your agency decides, clearly communicate your policy to your staff and enforce that policy consistently.

Steve Gross, Legal Consultant, worked in municipal law and government for over 20 years. He also has been a legal policy advisor and has worked in contract administration. sgross@mrsc.org

Washington Trivia Answer

Comprising the easternmost part of Stevens County until designated a separate entity in 1911, Pend Oreille County was the last county created in the state.
UPCOMING TRAININGS—ONLINE

Public Records Act Basics & More – Virtual Workshop
Tuesday, October 3 | 9 AM - 4 PM | Online
OR Thursday, October 12 | 9 AM - 4 PM | Online

Building Trust & Inclusivity through Community Engagement
Tuesday, October 17 | 11 AM - 12 PM | Online

MRSC Rosters Electronic Bidding (FREE)
Wednesday, October 18 | 11 AM - 12 PM | Online

What’s New with Electric Vehicles in Washington State (FREE)
Tuesday, October 24 | 10 AM - 11:30 AM | Online

UPCOMING TRAININGS—ON LOCATION

Digging Into Public Works Fundamentals (Free)
In-person regional training sessions focused on the fundamental elements of public works contracting. Intended for local government public works, procurement, and purchasing staff.

Dates and locations will be as follows:
- December 2023: Port Angeles
- January 2024: Tumwater
- February 2024: Vancouver
- March 2024: Wenatchee
- April 2024: Bellingham
- May 2024: Yakima
- June 2024: Pullman

MRSC TRAINING
Learning For Local Government Professionals and Elected Officials

MRSC offers convenient online and in-person training across a variety of broad topics including finance and budgeting, government performance, management, public works contracting, public records act compliance, and land use case law.

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